

Congress of the United States

Washington, DC 20515

November 9, 1999

President William Jefferson Clinton  
The White House  
Washington, D.C. 20500

*Edvc - Teacher Quality*  
~~100,000~~  
~~teachers~~

*Andy -  
Make sure they  
get a response,  
since we did  
what they asked.*

Dear Mr. President:

We write to you today to ensure that teachers that are hired under the Class Size Reduction program are "fully qualified," as defined in H.R. 2390, the Democratic substitute to H.R. 1996, the Teacher Empowerment Act. While the class size reduction program funded in the FY 99 Omnibus Consolidated and Emergency Supplemental Appropriations Act requires the use of "highly qualified teachers" to reduce class size, there is no further definition. However, a consensus definition of a "fully qualified teacher" was reached during House consideration of teacher training legislation, and it obtained strong support from the House Democratic Caucus.

*BR*  
*Cathy -  
return  
to me*

We encourage you and the conferees to include this provision into the Class Size Reduction program. It is consistent with the Administration's efforts to improve the quality of teaching in the Title I program, and other Administration and state efforts to improve the recruitment and training of high quality new teachers.

The link between teacher quality and student achievement is well documented. Good teachers who know their subjects can help students make enormous gains. Like you, we believe that smaller classes will help students achieve at higher levels, but we also believe that smaller classes lead by fully qualified teachers would lead to even greater gains for our students. The inclusion of this provision will ensure that only high quality teachers are hired for this program and the success of this very important initiative. The success of the Class Size Reduction program, like every other education reform, ultimately rests on the quality of the teacher in the classroom.

The Clinton Administration and New Democrats have been partners in reforming public education through standards-based reforms, accountability, and competition. We applaud your leadership on this issue which is so vital to our nation's success in the New Economy, and look forward to continued work with you in strengthening public education.

Sincerely,

*Cal Dooley*  
Cal Dooley  
Member of Congress

*Ron Kind*  
Ron Kind  
Member of Congress

*Jim Moran*  
Jim Moran  
Member of Congress

*Jim Davis*  
Jim Davis  
Member of Congress

1           “(F) fine arts (music, dance, drama, and  
2           the visual arts).

3           “(3) FULLY QUALIFIED.—The term ‘fully  
4           qualified’—

5           “(A) when used with respect to an elemen-  
6           tary or secondary school teacher, means that  
7           the teacher has obtained certification or passed  
8           the State licensing exam and holds a license;  
9           and

10          “(B) when used with respect to—

11           “(i) an elementary school teacher,  
12           means that the teacher holds a bachelor’s  
13           degree and demonstrates general knowl-  
14           edge, teaching skill, and subject matter  
15           knowledge required to teach at the elemen-  
16           tary school level the academic subjects de-  
17           scribed in subparagraphs (A) through (D)  
18           of paragraph (2); or

19           “(ii) a middle or secondary school  
20           teacher, means that the teacher holds a  
21           bachelor’s degree and demonstrates a high  
22           level of competency in all subject areas in  
23           which he or she teaches through—

1 (I) a high level of performance  
2 on a rigorous academic subject area  
3 test; or

4 (II) completion of an academic  
5 major in each of the subject areas in  
6 which he or she provides instruction.

7 (4) HIGH-POVERTY LOCAL EDUCATIONAL  
8 AGENCY.—The term 'high-poverty local educational  
9 agency' means a local educational agency in which—

10 (A) the percentage of children, ages 5  
11 through 17, from families below the poverty  
12 level (as defined by the Office of Management  
13 and Budget and revised annually in accordance  
14 with section 673(2) of the Community Services  
15 Block Grant Act (42 U.S.C. 9902(2))) applica-  
16 ble to a family of the size involved for the most  
17 recent fiscal year for which satisfactory data  
18 are available is 33 percent or greater; or

19 (B) the number of such children exceeds  
20 10,000.

21 (5) LOW-PERFORMING LOCAL EDUCATIONAL  
22 AGENCY.—The term 'low-performing local edu-  
23 cational agency' means—

Preliminary Agenda  
**PRESIDENTS' SUMMIT  
ON TEACHER QUALITY**

Hotel Washington  
515 15th Street, NW  
Washington, DC

**Wednesday, September 15, 1999**

3:00 to 6:15 pm                      **Registration**                      *Washington Room Foyer*

5:00 to 6:15 pm                      **Opening Session**                      *Washington Room*

*Welcome*

Terry Dozier, Special Advisor on Teaching  
U.S. Department of Education

*Remarks*

Richard W. Riley  
U.S. Secretary of Education

*Setting the Context*

- *Compelling Research on Effective Teachers and Their Impact*  
Daniel Fallon, Professor of Public Affairs  
University of Maryland-College Park
- Audience Q&A

6:30 to 8:00 pm



**Reception**

Indian Treaty Room  
Old Executive Office Building

**Thursday, September 16, 1999**

8:00 to 8:30 am                      Coffee and Breakfast                      *Washington Room*

8:30 to 9:15 am                      **Remarks**                      *Washington Room*

Senator James Jeffords (R-VT)  
Senator Edward Kennedy (D-MA)  
Senate Committee on Health, Education, Labor and Pensions

9:15 to 10:45 am

Panel Discussion

Washington Room

*Local Challenges, Local Solutions*

What kinds of leadership do local schools and districts expect higher education to provide to improve teacher quality and teacher education? What is the role of college and university presidents? In this panel, a university chancellor will raise these questions with higher education leaders and panelists who work with teachers in our public schools. Why is teacher quality so important? Why is the leadership of college and university presidents so important? What's missing?

**Moderator:** Nancy Zimpher, Chancellor  
University of Wisconsin-Milwaukee

**Panelists:** Tom Mooney, President  
Cincinnati Federation of Teachers  
Roderick Paige, Superintendent  
Houston Independent School District  
Margaret Cozzens, Provost  
University of Colorado-Denver  
Diane Natalicio, President  
University of Texas-El Paso  
Joseph Wyatt, Chancellor  
Vanderbilt University

10:45 to 11:00 am

Transition time

11:00 to 12:30 pm

Small Group Discussions (As Assigned)

*From Example to Action*

Each session will begin with a case study designed to provoke discussion and generate concrete steps that presidents can implement on their own campuses to address the issues raised. Three small group sessions will each be held twice. Participants will be assigned to groups and have the opportunity to attend two of the three discussions.

### *1) Mission and Structure*

For higher education institutions, the overarching challenge is to bring the preparation of teachers back to the position it once held in American higher education - as a core mission function that involves all segments of the campus and has the active support of top university leaders. What is the role of college and university presidents in elevating teacher education on university and college campuses?

#### **GROUP A** *Caucus Room*

**Facilitator:** **Linda Bunnell Shade**, Chancellor  
University of Colorado-Colorado Springs

**Resource:** **Michael Timpane**, Senior Advisor  
RAND Corporation, Washington, DC

#### **GROUP B** *Council Room*

**Facilitator:** **Norman Francis**, President  
Xavier University

**Resource:** **Ed Crowe**, Director  
Title II Teacher Quality Enhancement Programs  
U.S. Department of Education

### *2) Partnerships*

Preparing teachers who are ready for the challenges of today's classrooms requires the commitment and action of the schools of education and the arts and sciences as well as the active involvement of local schools. How can presidents use partnerships to improve teacher education programs?

#### **GROUP A** *Parkview Room*

**Facilitator:** **Susan Cole**, President  
Montclair State University

**Resource:** **Charles Coble**, Vice President, University-School  
Relations, University of North Carolina

#### **GROUP B** *Suite 331*

**Facilitator:** **Betty Siegel**, President  
Kennesaw State University

**Resource:** **Marsha Levine**, Director  
Professional Development Schools, NCATE

### **3) Accountability**

Taking responsibility for high-quality teacher preparation requires that we find appropriate ways to measure whether we have succeeded. As accountability for teachers and the institutions that prepare them increases, what is the role of presidents, both inside institutions and in the larger community, in promoting accountability?

#### **GROUP A** *Suite 334*

**Facilitator:** **Christopher Dahl**, President  
State University of New York-Geneseo

**Resource:** **Calvin Frazier**, Senior Consultant  
Education Commission of the States

#### **GROUP B** *Suite 820*

**Facilitator:** **Sister Joel Reed**, President  
Alverno College

**Resource:** **Saul Cohen**, Regent-at-Large  
New York State Board of Regents

**12:30 to 1:45 pm**

**Lunch**

*Washington Room*

#### **Panel Discussion**

##### ***Presidents and Statewide Systemic Change***

What role can college and university presidents play in the broader context to improve teacher quality? How and why does a president become an advocate for improved teaching and teacher education beyond his or her own campus or system? These and other questions will be posed by a university chancellor to his colleagues representing three university systems that are working beyond their own campuses to have a positive impact on teacher quality.

**Moderator:** **Charles Reed**, Chancellor  
California State University System

**Panelists:** **Stephen Portch**, Chancellor  
University of Georgia System  
**Molly Broad**, President  
University of North Carolina System  
**Donald Langenberg**, Chancellor  
University of Maryland System

**1:45 to 2:00 pm**

Transition time

**2:00 to 3:30 pm**

**Small Group Discussions (As Assigned)**

Repeat of the morning topics

**3:30 to 3:45 pm**

Transition time

**3:45 to 4:30 pm**

**Next Steps and Closing Remarks** *Washington Room*

Secretary Richard Riley

**The 1999 Presidents' Summit on Teacher Quality has been made possible by the U.S.  
Department of Education and a grant from BellSouth Foundation**

# COLLEGE PRESIDENTS Accepts

9/9/99

State	Title	First name	Last name	School name	Accept
Alabama	President	William V.	Muse	Auburn University	<input checked="" type="checkbox"/>
Alabama	President	Benjamin F.	Payton	Tuskegee University	<input checked="" type="checkbox"/>
Alaska	Chancellor	Edward Lee	Gorsuch	University of Alaska, Anchorage	<input checked="" type="checkbox"/>
Arizona	President	Tommy	Lewis, Jr.	Dine College	<input checked="" type="checkbox"/>
Arkansas	President	Trudie	Kibbe Reed	Philander Smith College	<input checked="" type="checkbox"/>
California	President	Robert L.	Caret	San Jose State University	<input checked="" type="checkbox"/>
California	President	Robert A.	Corrigan	San Francisco State University	<input checked="" type="checkbox"/>
California	Superintendent	George R.	Boggs	Palomar Community College District	<input checked="" type="checkbox"/>
California	Chancellor	Charles B.	Reed	California State University System	<input checked="" type="checkbox"/>
California	President	Peter	Smith	California State University - Monterey Bay	<input checked="" type="checkbox"/>
California	President	Norma S.	Rees	California State University - Hayward	<input checked="" type="checkbox"/>
California	President	John D.	Welty	California State University - Fresno	<input checked="" type="checkbox"/>
Colorado	President	Tito	Guerrero	University of Southern Colorado	<input checked="" type="checkbox"/>
Colorado	Chancellor	Georgia	Lesh-Laurie	University of Colorado at Denver	<input checked="" type="checkbox"/>
Colorado	Chancellor	Linda Bunnell	Shade	University of Colorado at Colorado Springs	<input checked="" type="checkbox"/>
Colorado	President	Byron N.	McClenny	Community College of Denver	<input checked="" type="checkbox"/>
Connecticut	President	Eileen	Baccus	Northwestern CT Community Technical College	<input checked="" type="checkbox"/>

State	Title	First name	Last name	School name	Accept
Delaware	President	William	DeLauder	Delaware State University	<input checked="" type="checkbox"/>
District of Columbia	President	Patricia A.	McGuire	Trinity College	<input checked="" type="checkbox"/>
Florida	President	Betty	Castor	University of South Florida	<input checked="" type="checkbox"/>
Georgia	Chancellor	Stephen R.	Portch	Board of Regents of the University System of Georgia	<input checked="" type="checkbox"/>
Georgia	President	Oscar	Prater	Fort Valley State University	<input checked="" type="checkbox"/>
Georgia	President	Michael F.	Adams	University of Georgia	<input checked="" type="checkbox"/>
Georgia	President	Beheruz N.	Sethna	State University of West Georgia	<input checked="" type="checkbox"/>
Georgia	President	Scott	Colley	Berry College	<input checked="" type="checkbox"/>
Idaho	President	Charles	Ruch	Boise State University	<input checked="" type="checkbox"/>
Illinois	President	Victor John	Boschini, Jr.	Illinois State University	<input checked="" type="checkbox"/>
Illinois	President	J. Theodore	Sanders	Southern Illinois University System	<input checked="" type="checkbox"/>
Indiana	Chancellor	Gerald L.	Bepko	Indiana University - Purdue University at Indianapolis	<input checked="" type="checkbox"/>
Iowa	President	Edward J.	Rogalski	St. Ambrose University	<input checked="" type="checkbox"/>
Kansas	Interim President	Karen	Swisher	Haskell Indian Nations University	<input checked="" type="checkbox"/>
Kansas	President	Kay	Schallenkamp	Emporia State University	<input checked="" type="checkbox"/>
Kentucky	Provost	Barbara	Burch	Western Kentucky University	<input checked="" type="checkbox"/>
Louisiana	President	Norman C.	Francis	Xavier University	<input checked="" type="checkbox"/>

State	Title	First name	Last name	School name	Accept
Louisiana	President	Sally	Clausen	Southeastern Louisiana University	<input checked="" type="checkbox"/>
Louisiana	President	Steve A.	Favors	Grambling State University	<input checked="" type="checkbox"/>
Maine	President	Theodora J.	Kalikow	University of Maine at Farmington	<input checked="" type="checkbox"/>
Maryland	President	Clayton D.	Mote, Jr.	University of Maryland - College Park	<input checked="" type="checkbox"/>
Maryland	Chancellor	Donald N.	Langenberg	University of Maryland System	<input checked="" type="checkbox"/>
Massachusetts	President	Richard B.	Flynn	Springfield College	<input checked="" type="checkbox"/>
Massachusetts	President	Marjorie	Bakken	Wheelock College	<input checked="" type="checkbox"/>
Massachusetts	President	William P.	Leahy S.J.	Boston College	<input checked="" type="checkbox"/>
Massachusetts	President	Margaret A.	McKenna	Lesley College	<input checked="" type="checkbox"/>
Michigan	President	Peter T.	Mitchell	Albion College	<input checked="" type="checkbox"/>
Minnesota	President	Richard R.	Rush	Minnesota State University, Mankato	<input checked="" type="checkbox"/>
Mississippi	President	Malcolm	Portera	Mississippi State University	<input checked="" type="checkbox"/>
Mississippi	President	Joe A.	Lee	Tougaloo College	<input checked="" type="checkbox"/>
Missouri	Chancellor	Dale F.	Nitzschke	Southeast Missouri State University	<input checked="" type="checkbox"/>
Montana	President	Ronald P.	Sexton	Montana State University, Billings	<input checked="" type="checkbox"/>
Montana	President	Joseph F.	McDonald	Salish Kootenai College	<input checked="" type="checkbox"/>
Nebraska	President	Sheila M.	Stearns	Wayne State College	<input checked="" type="checkbox"/>

State	Title	First name	Last name	School name	Accept
Nebraska	President	L. Dennis	Smith	University of Nebraska	<input checked="" type="checkbox"/>
New Hampshire	President	Rev. Jonathan	DeFelice, O.S.B	Saint Anselm College	<input checked="" type="checkbox"/>
New Jersey	President	J. Barton	Luedeke	Rider University	<input checked="" type="checkbox"/>
New Jersey	President	Ronald L.	Appbaum	Kean University	<input checked="" type="checkbox"/>
New Jersey	President	Susan	Cole	Montclair State University	<input checked="" type="checkbox"/>
New Jersey	President	R. Barbara	Gitenstein	College of New Jersey	<input checked="" type="checkbox"/>
New Mexico	President	John	Counts	Western New Mexico University	<input checked="" type="checkbox"/>
New York	President	Augusta	Souza Kappner	Bank Street College of Education	<input checked="" type="checkbox"/>
New York	President	Edison O.	Jackson	Medgar Evers College	<input checked="" type="checkbox"/>
New York	President	David A.	Caputo	CUNY Hunter College	<input checked="" type="checkbox"/>
North Carolina	President	Molly	Corbett Broad	University of North Carolina System	<input checked="" type="checkbox"/>
Ohio	President	Carol A.	Cartwright	Kent State University	<input checked="" type="checkbox"/>
Ohio	President	William E.	Kirwan	Ohio State University	<input checked="" type="checkbox"/>
Oklahoma	Chancellor	Hans	Brisch	Oklahoma State Regents	<input checked="" type="checkbox"/>
Oklahoma	President	W. Roger	Webb	University of Central Oklahoma	<input checked="" type="checkbox"/>
Pennsylvania	President	W. Clinton	Pettus	Cheyney University of Pennsylvania	<input checked="" type="checkbox"/>
Puerto Rico	President	Manuel J.	Fernos	Inter American University of Puerto Rico Central Office of the System	<input checked="" type="checkbox"/>

State	Title	First name	Last name	School name	Accept
South Carolina	President	Constantine W.	Curris	Clemson University	<input checked="" type="checkbox"/>
South Carolina	President	Leroy	Davis	South Carolina State University	<input checked="" type="checkbox"/>
South Carolina	President	Anthony J.	DiGiorgio	Winthrop University	<input checked="" type="checkbox"/>
South Dakota	President	John L.	Ewing, Jr.	Dakota Wesleyan University	<input checked="" type="checkbox"/>
Tennessee	Chancellor	Bill W.	Stacy	University of Tennessee, Chattanooga	<input checked="" type="checkbox"/>
Tennessee	Chancellor	Joe B.	Wyatt	Vanderbilt University	<input checked="" type="checkbox"/>
Texas	Chancellor	Howard D.	Graves	Texas A & M University System	<input checked="" type="checkbox"/>
Texas	President	Juliet V.	Garcia	University of Texas at Brownsville	<input checked="" type="checkbox"/>
Texas	President	Diana	Natalicio	University of Texas at El Paso	<input checked="" type="checkbox"/>
Texas	President	Jerome H.	Supple	Southwest Texas State University	<input checked="" type="checkbox"/>
Vermont	President	Martha K.	Farmer	Castleton State College	<input checked="" type="checkbox"/>
Vermont	President	Barbara	Sirvis	Southern Vermont College	<input checked="" type="checkbox"/>
Vermont	President	Judith A.	Ramaley	University of Vermont	<input checked="" type="checkbox"/>
Virginia	President	Alan G.	Merten	George Mason University	<input checked="" type="checkbox"/>
Washington	President	William P.	Robinson	Whitworth College	<input checked="" type="checkbox"/>
West Virginia	President	Thomas	Powell	Glenville State College	<input checked="" type="checkbox"/>
Wisconsin	President	Sister Joel	Read	Alverno College	<input checked="" type="checkbox"/>

State	Title	First name	Last name	School name	Accept
Wisconsin	Chancellor	Judith L.	Kuipers	University of Wisconsin-LaCrosse	<input checked="" type="checkbox"/>
Wisconsin	Chancellor	Nancy	Zimpher	University of Wisconsin-Milwaukee	<input checked="" type="checkbox"/>
Wyoming	Vice President for Academic	Thomas	Buchanan	University of Wyoming	<input checked="" type="checkbox"/>

Observer Accepts

9/9/99

Title	First Name	Last Name	Organization	Accept
President/CEO	David	Imig	American Association of Colleges for Teacher Education	<input checked="" type="checkbox"/>
President	James B.	Appleberry	American Association of State Colleges and Universities	<input checked="" type="checkbox"/>
President	Stanley O.	Ikenberry	American Council on Education	<input checked="" type="checkbox"/>
Senior Vice President	Michael	Baer	American Council on Education	<input checked="" type="checkbox"/>
Deputy Director	Joan	Baratz- Snowden	American Federation of Teachers	<input checked="" type="checkbox"/>
Director	Warren	Simmons	Annenberg Institute for School Reform	<input checked="" type="checkbox"/>
President	Nils	Hasselmo	Association of American Universities	<input checked="" type="checkbox"/>
President	Tom	Ingram	Association of Governing Boards	<input checked="" type="checkbox"/>
President	Clare	Cotton	Association of Independent Colleges and Universities in Massachusetts	<input checked="" type="checkbox"/>
Vice President	Marilyn	Reznick	AT & T Foundation, Education Program	<input checked="" type="checkbox"/>
Program Officer	Angela M.	Covert	Atlantic Philanthropic Services Company	<input checked="" type="checkbox"/>
Executive Director	Leslie	Graitcer	BellSouth Foundation	<input checked="" type="checkbox"/>
Consultant to BellSouth Foundation	Robert	Kronley	BellSouth Foundation	<input checked="" type="checkbox"/>
Consultant to BellSouth Foundation	Richard	Wisniewski	BellSouth Foundation	<input checked="" type="checkbox"/>
Executive Director	Tom	Vander Ark	Bill and Melinda Gates Foundation	<input checked="" type="checkbox"/>
Education Division, Program Officer	Karin P.	Egan	Carnegie Corporation of New York	<input checked="" type="checkbox"/>
Senior Program Officer and Special Advisor to the President	Donald M.	Stewart	Carnegie Corporation of New York	<input checked="" type="checkbox"/>

Title	First Name	Last Name	Organization	Accept
Chair, Education Department	Vivian	Stewart	Carnegie Corporation of New York	<input checked="" type="checkbox"/>
Professional Staff Member	D'Arcy	Philps	Committee on Education and the Workforce	<input checked="" type="checkbox"/>
Senior Program Officer	Mary Lee	Fitzgerald	DeWitt Wallace-Reader's Digest Fund	<input checked="" type="checkbox"/>
Deputy Director	Joseph A.	Aguerrebere	Ford Foundation	<input checked="" type="checkbox"/>
Staff Director	Suzanne	Day	Health, Education, Labor and Pensions Committee - Subcommittee on Children	<input checked="" type="checkbox"/>
President	Antonio R.	Flores	Hispanic Association of Colleges and Universities	<input checked="" type="checkbox"/>
Director, Child and Youth Development Program on Human and Community	Paul D.	Goren	John D. and Catherine T. MacArthur Foundation	<input checked="" type="checkbox"/>
Vice President, Program on Human and Community Development	Paul E.	Lingenfolter	John D. and Catherine T. MacArthur Foundation	<input checked="" type="checkbox"/>
Chancellor	Stanley	Koplik	Massachusetts Board of Higher Education	<input checked="" type="checkbox"/>
Executive Director	Vincent	Ferrandino	National Association of Elementary School Principals	<input checked="" type="checkbox"/>
President	C. Peter	Magrath	National Association of State Universities and Land-Grant Colleges	<input checked="" type="checkbox"/>
President	Arthur E.	Wise	National Council for Accreditation of Teacher Education	<input checked="" type="checkbox"/>
Senior Policy Analyst	June	Vanderveen	National Education Association	<input checked="" type="checkbox"/>
Chair	Leon	Botstein	Soros Education Advisory Committee	<input checked="" type="checkbox"/>
President	Frank B.	Murray	Teacher Education Accreditation Council	<input checked="" type="checkbox"/>
President	Allen P.	Splete	The Council of Independent Colleges	<input checked="" type="checkbox"/>
Director of Education	Russell	Edgerton	The Pew Charitable Trusts	<input checked="" type="checkbox"/>

Title	First Name	Last Name	Organization	Accept
Director	Keith	Miller	U.S. Department of State, Office of Overseas Schools	<input checked="" type="checkbox"/>

*Edwin  
Teacher Quality*

**10% professional development set-aside in Title I: key points**

- Setting aside 10% of Title I funds for professional development would be a powerful vehicle for accelerating the pace of reform in our nation's highest poverty schools, which is the primary objective of the amendments in the Administration's Title I reauthorization proposal.
- Research indicates that qualified teachers are the most important in-school factor in improving student achievement (Ferguson, 1991; NAS, 1998), and that high-quality professional development focused on academic content improves instructional practice and contributes to increased student achievement (Cohen and Hill, 1998; Kennedy, 1998).
- Data from the National Assessment of Title I indicates a need to increase funding for professional development in high-poverty schools. For example, in 1998, only 37% of teachers in schools enrolling 60% or more low-income students reported that they felt very well prepared to implement state or district curriculum and performance standards.
- District 2 in New York City has had a highly-regarded professional development program in place since the late 1980s. Independent research has shown that this sustained, intensive, content-based, collaborative program has contributed to significant improvements in student achievement. In 1996, District 2 funds were spent on: (a) compensating teachers for time spent in professional development activities, and compensation for substitute teachers who replace teachers in the classroom while they are engaged in professional development activities, (b) contracting for consulting services, either in the form of direct delivery of instructional support to teachers and work with groups of teachers in schools or in the form of summer workshops, (c) supporting a Professional Development Laboratory, and (d) purchasing materials for use in professional development activities.
- In FY96, District 2 spent \$2.3 million on professional development, or approximately **\$105 per student**.
- A 10% set-aside for professional development in Title I combined with Title II Teaching to High Standards formula funding would significantly improve the ability of high-poverty districts to put in place professional development programs that replicate elements of high-quality programs like District 2's. Two examples:

- Atlanta, Georgia

⇒ Estimated allocation of Title II formula funds, per child*	\$25
⇒ Title I set-aside, per poor child	\$66
⇒ <b>Title II formula funds + Title I set-aside, per poor child</b>	<b>\$91</b>

- Gary, Indiana

⇒ Estimated allocation of Title II formula funds, per child*	\$27
⇒ Title I set-aside, per poor child	\$93
⇒ <b>Title II formula funds + Title I set-aside, per poor child</b>	<b>\$120</b>

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\* Does not include Title II competitive funds administered by States

Andy, Mike Cohen -  
Good work getting  
us accused of spending  
money on teacher  
quality. I hope  
George Miller and  
the Repubs fall for it.  
BR

# Money Can't Buy Good Teachers

By John Merrow

**L**et's put President Clinton's warning about the impending teacher shortage in perspective. Almost every President since Harry Truman has sounded the same alarm, and somehow we have survived. Is the danger real this time, or could this be another false alarm?

It's true that we will need 2.2 million teachers over the next decade because of rising enrollments, the imminent retirement of many teachers and legislation mandating smaller classes.

It's also true that some parts of the country are having difficulty finding teachers, particularly those who teach math, science and special education. As a result, many districts are giving out emergency credentials to fill these positions. New York City has 10,000 such teachers, and in some schools in Oakland, Calif., half the faculty is on emergency certification. Often school districts simply assign current faculty members to teach subjects out of their regular field of knowledge. By some estimates, four million students are being taught essential subjects by teachers who neither majored nor minored in the subjects they're teaching.

None of these facts, however, justify the solution proposed by the President and others: spending hundreds of millions of dollars on recruiting and training. Money may attract peo-

## The Clinton plan ignores education's core problems.

ple into teaching, but the odds are they will be badly trained. The odds are even greater that they will be assigned to the toughest schools and the most difficult schedules. As a result, according to a Department of Education study of teacher retention, 22 percent will leave the teaching profession within three years; from 30 to 50 percent will leave within five years.

Simply put, nothing short of a complete overhaul will solve the problems of the public schools. Extra money alone will just keep the current mediocre system in place.

Consider the problem of teachers who are forced to teach subjects they haven't studied. Georgia, for example, allows teachers to spend up to half their time teaching subjects out of their field. Administrators often consider teachers to be interchangeable parts, so they're comfortable assigning a gym teacher to teach math, for example. Richard Ingersoll, a professor of sociology at the University of Georgia, compares this to a hospital's asking a podiatrist to perform brain surgery. More money won't end these practices or make administrators treat teachers with respect.

Some school districts have created their own shortages. Some schools in Oakland, for example, didn't have enough science teachers last year. Oakland's personnel office claimed that it couldn't find qualified teachers, but I've met several certified science teachers who tried to apply for jobs in Oakland but couldn't get interviews. More money won't make bureaucracies competent.

Teacher training is also a weak link. Most education schools train future teachers in lecture classes and have them spend time with children in real classrooms only in their last semester. Researchers, including Linda Darling-Hammond, a professor of education at Stanford, found that the best way to train teachers was to have them spend more time in schools working with master teachers.

But this is one problem that can be solved with a better use of resources. Universities regularly divert tuition paid by education majors into areas like nursing, engineering and medicine. Only about half of the tuition paid by education majors is used for their training. Universities have no incentive to stop siphoning money from education schools, and additional Federal money won't change that.

It's time we took action. A 1998 survey of college freshmen found that more than 10 percent of them wanted to become teachers. We haven't seen that kind of eagerness to teach since the early 1970's. Alternative certification programs, which train people to teach as a second career, are turning away applicants for lack of space. In other words, teaching appeals to young and old. We should act to see that the profession itself is deserving of their excitement.

*John Merrow, a former public school teacher, is the host and executive producer of "The Merrow Report," a program on public television.*

## 'City on a Hill' May Not Have Room for All

To the Editor:

Re "Casting Himself as a Reagan Heir" (front page, Aug. 17):

You report that Gary L. Bauer, the conservative Presidential candidate who borrows lines from Ronald Reagan, favors Mr. Reagan's comparison of America to a "shining city on a hill." In fact, this comparison did not originate with Mr. Reagan but with John Winthrop, the first governor of the colony of Massachusetts, who famously called Boston "the city on a hill" in a 1630 sermon aboard the Arbella as it sailed to America.

Winthrop, a Puritan, seems as likely a political role model for Mr. Bauer as Ronald Reagan. He, too, wanted to legislate morality, working to keep Massachusetts theocratic and banishing one of his colonists, Ann Hutchinson, for her religious beliefs.

GUY MAXTONE-GRAHAM  
New York, Aug. 17, 1999

To the Editor:

Re "Casting Himself as a Reagan

## Kissing Can't Hurt

To the Editor:

Why are Americans so afraid of the kiss ("The High Anxiety Greeting," Op-Ed, Aug. 19)? Tracy Charlton's anxiety is a reflection of our society's inability to express affection beyond the cold and impersonal handshake. During a recent semester in Europe, I was amazed at the way acquaintances greeted each other.

Even when I was introduced to a friend's relatives, I received a kiss on the cheek. There is something about greeting another individual with a kiss that creates a relaxed and amicable atmosphere.

We should take a lesson from Europeans and not be afraid to express our feelings.

This may just help bring about the kinder, gentler New York we have been waiting for. STEVEN HABER  
Bronx, Aug. 19, 1999

Heir" (front page, Aug. 17):

You compare Gary L. Bauer, the conservative Presidential candidate, to Ronald Reagan.

Among their differences, you note that Mr. Bauer measures 5 foot 6 in height, while Mr. Reagan measures 6 foot 1, a difference that makes it necessary for Mr. Bauer to "sometimes strain to be noticed."

As a liberal Democrat I am by no means a supporter of Mr. Bauer, but I question your relating his height to his political recognition.

The venerable James Madison, who was twice elected President, was even shorter than Mr. Bauer: 5 foot 4.

ANTHONY SCARIANO  
Olympia Fields, Ill., Aug. 18, 1999

## When Home Is History

To the Editor:

Re "For Historian, Preservation Meets Profit" (Big City column, Aug. 19): Landmarking does not decrease property values. Most residences fall under landmark review because they are within historic districts, which usually have relatively high values. Yes, landmarking requirements may mean some increased costs for materials. But these materials pay for themselves over time by lasting longer and by protecting the character of the property.

There are also some sources of financial help for landmarked property owners. The New York City Landmarks Commission has grants for facade work, and the Landmarks Conservancy has lent and granted more than \$11 million to homeowners, nonprofits, and businesses and religious institutions.

Preservationists are also pushing in Washington and Albany for homeowner tax credits for preservation work.

PEG BREEN  
President  
New York Landmarks Conservancy  
New York, Aug. 19, 1999

## Affordable Electricity

To the Editor:

An Aug. 17 news article on fuel cells highlights the growing need for clean, high-quality and reliable sources of electricity. However, you fail to mention that use of fuel cells is impeded by policies that allow utility companies to charge unjustifiably high rates to use the grid as backup and impose expensive and unnecessary requirements for connecting the cells.

Gov. George E. Pataki and the New York State Legislature can remove these barriers by supporting Assemblyman Steve C. Englebright's fair competition bill and by working to change regulatory incentives so utilities can begin to view fuel cells as an opportunity to provide clean, affordable and reliable electricity service rather than as a threat to the bottom line.

NATHANAEL GREENE  
New York, Aug. 19, 1999

The writer is an energy policy analyst at the Natural Resources Defense Council.

## Convicts' DNA Cards

To the Editor:

Your Aug. 16 editorial "Defects in the DNA Law" suggests that stain cards containing offenders' DNA blood samples be destroyed upon analysis to address a "grave civil liberties question." Yet such a strategy would severely impair the future of New York State's DNA databank.

Since the establishment of DNA databanks over the last decade, the scientific methodologies for DNA analysis of the samples have changed no less than three times. If the stain cards are destroyed, the option for reanalysis of those samples under a changed methodology would be lost, rendering the existing database useless. The only option would be again to collect biological samples from offenders — a strategy fraught with legal and financial difficulties. Notably, the new law includes enhanced felony penalties and civil fines for anyone who intentionally misuses DNA samples — provisions that were included in response to the civil liberties concerns you raised.

KATHERINE N. LAPP  
Director of Criminal Justice  
New York, Aug. 19, 1999

The New York Times

MONDAY, AUGUST 23, 1999

...e have witnessed in the last 25 year a coarsening  
American life," Hyde said. "There is waning respect  
for human dignity and new contempt for authority."

While welcoming Republican leaders' endorsements,  
Democratic gun control advocates argued there was no  
excuse for putting off House action for three weeks or  
more. They fear the National Rifle Association is  
already mobilizing opposition and could make  
headway while lawmakers are home for the Memorial  
Day recess.

"Now is the time to act, before the forces of the  
status quo marshal their forces," said Rep. Anthony  
Weiner, D-N.Y.

Democratic gun control advocates plan to turn up the  
heat on Republicans to act this week by trying to offer  
gun control amendments to unrelated bills on the  
House floor; by voting against adjourning for  
Memorial Day unless gun control measures have been  
acted upon; and to collect signatures on a petition to  
force these provisions out of committee on the floor.  
But none of those steps will succeed unless some  
Republicans cross party lines, and none have signaled a  
willingness to do so.

Antipathy to gun control has always been stronger in  
the House, where some 179 members received  
campaign contributions from the NRA in 1997-98.

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### Literacy Experts Spell Out Education Plan By Duke Helfand Los Angeles Times

Reflecting a growing consensus on the need to link  
classroom instruction to academic standards, leading  
literacy experts Tuesday unveiled a collection of grade-  
by-grade skills children should master to become  
proficient readers and writers.

Authors of the new guidelines say they are intended  
to fill a void in primary grade classrooms.

Although some states have adopted language arts  
standards for all students, most states have focused on  
selected upper grades such as fourth, eighth and 10th.

Many instructors in kindergarten through third grade  
have been left largely without guidance despite having  
to teach the most fundamental skills of literacy.

"What you have in this document are expectations of  
what children should be doing," said Barbara Foorman,  
a researcher at the University of Texas who helped  
draft the guidelines. "It gives states that don't have  
standards something they can use so they don't have to  
reinvent the wheel."

The standards were developed jointly by the  
Learning Research and Development Center at the  
University of Pittsburgh and the National Center on  
Education and the Economy in Washington.

The organizations assembled 22 reading experts to  
produce standards from a broad swath of research on  
early reading instruction.

Standards recommend that children read and write  
daily, starting in kindergarten.

Students would be expected to demonstrate many  
skills by the end of each school year.

Kindergartners should be able to recognize and name  
letters, distinguish sounds in words, and blend those  
sounds as they read simple words. They also should be  
able to retell stories that have been read to them and  
write rudimentary poems and stories, even if the pieces  
consist of scribbling or letters strung together with  
pictures.

First-graders should be able to use the cues of  
punctuation including commas, periods, question  
marks and quotations to draw meaning from what they  
read. They also should be able to read simple stories  
they haven't seen before and use dialogue, transitions  
and other grammar in their writing.

Second-graders should discuss books daily in peer  
groups and with their teachers, comparing works by  
different authors and talking about recurring themes in  
stories. They also should be able to introduce  
characters in their writing as well as use details about  
settings and motives.

Third-graders should be able to discuss the plot and  
setting of books, and grasp the meaning of figurative  
language such as similes and metaphors. They also  
should be able to write short stories, songs and poetry,  
and build on their writing by altering the story line.

Aware that such standards often amount to abstract  
expectations for classroom teachers, the authors of the  
standards have included concrete examples of student  
work that meets the goals.

CD-ROM video footage, for example, shows students  
reading aloud as they blend sounds to create words.  
Dozens of writing samples are provided to match  
classroom work.

"Teachers can get a visceral idea of what it means to  
meet the standards," said Marc Tucker, co-director of  
the project. "It's very important for teachers to  
understand the developmental progression of a student  
as they go through the various stages of mastering  
reading and writing."

Tucker and other officials released the standards  
Tuesday at a Washington news conference. Few state  
or school officials had seen the new guidelines, which  
cost \$45 for the package, but those who did called them  
useful tools for training teachers and improving  
classroom instruction.

"I think this work represents the best knowledge  
that's out there on how to effectively teach reading and  
writing," said Christopher Cross, president of the  
Council for Basic Education, a Washington  
organization that works to raise standards nationwide.

"Teachers don't feel terribly well-informed about  
what represents good work, particularly in reading.  
They are always looking for good examples of  
practice."

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### Teacher Standards Are Lagging Too, Study Says By Richard Lee Colvin Los Angeles Times

Are you able to read National Geographic? Did you  
pass junior-high math? Then you too might have what  
it takes to be an elementary school teacher in most  
states.

If you managed to pass algebra and geometry, then  
you might also be ready to get some chalk dust under  
your fingernails by teaching those courses to high  
school students.

At a time when states are striving to make far greater  
demands on students, they are not similarly raising  
their standards for what they expect of teachers, a study  
to be released Wednesday in Washington, D.C.,  
concludes.

"Millions of children are being damaged daily by  
underprepared teachers, because we've refused to  
establish high enough standards for entry into the field  
of teaching," said Patte Barth, a policy analyst at the  
Education Trust, who co-wrote the report.

Seven states have no licensing exams for new  
teachers. Only 29 states require prospective high  
school teachers to pass tests in the subject they plan to  
teach.

The content of those tests is "within easy reach of  
many of the students the test-takers are expected to  
teach," the report said.

In Georgia, for example, an applicant can miss more  
than half the questions on that test and still earn a  
license. Oregon sets the highest passing mark in the  
nation on that test, but aspiring teachers still can miss a  
third of the questions.

Passing marks are set low to ensure a sufficient  
supply of teachers but also to avoid lawsuits by  
dissatisfied job-seekers, the report said.

The Education Trust is a nonprofit group that works  
to improve the quality of education for poor and  
minority children. Barth said those children are the  
most likely to be exposed to poorly trained teachers.

Most disturbing to the authors was that teachers are  
not required to demonstrate that they have a deep  
knowledge of key concepts, the kind of knowledge that  
enables teachers to help their students attain a similar

*Barth  
Teacher  
Quality*

level of understanding. Instead, the licensing tests emphasized simple recall of facts and rote skills.

"Why should prospective teachers go to college if this is all they need to know?" asked Lynn Steen, a former president of the Mathematics Association of America and an adviser to the study.

Steen, a math professor at St. Olaf College in Northfield, Minn., said teachers must know far more than their students in order to answer their questions and be able to "think of different ways of presenting the material to different students."

He said states do not require prospective teachers to take enough math in college and the tests "don't guarantee they know anything either."

Even the tests with the most rigorous questions, such as in mathematics, were judged by Education Trust analysts to be at a high school level. The effectiveness of those tests, designed to screen out teachers who lack expertise in the subject they plan to teach, is undermined by the fact that states make it exceedingly easy to pass them.

But officials with the California Commission on Teacher Credentialing disputed the new report's conclusion that the tests for secondary school teachers are too easy. Candidates for teaching jobs who have completed a California-approved education-related program do not have to pass any test. Anyone with a college degree, however, can get a temporary permit by passing two tests of their knowledge of the subject they want to teach.

Dennis Tierney, director of professional services with the commission, said that only 40 percent of the test-takers passed one of the two tests in math and only 31 percent passed the other, even after several tries.

"We set the minimum standards," he acknowledged. "Obviously, we want teachers to know more than what the kids know. But, on the other hand, legally we need to be careful that the material we're demanding that they know be material they will need to know on the job."

The Education Trust report said typical reading passages in the tests required of elementary school teachers were written on the level of National Geographic, which the study's authors said should be readily understood by students in the fifth and sixth grades.

The study criticized the tests for high school teachers in the language arts, saying no questions require them to "show that they know how to do useful things with what they know."

The study's authors say such skills are critical, given that most states now have written student standards that emphasize the ability to apply one's knowledge to solve problems and to think and write analytically.

Many states waive even those minimal expectations in the event that they cannot readily find enough qualified candidates.

The report's authors recommend that, for elementary school teachers, states create tests that measure whether candidates have at least the general knowledge required of a four-year college liberal arts program. For high school teachers, the report recommends that states require passage of the most rigorous of the currently available tests.

In addition, the authors said, minimum passing scores should be raised and states should begin aligning licensing exams with academic standards for students.

But Barth said states will begin raising their requirements only if the public demands better qualified teachers.

"The only thing that's going to cut through ... is if the public gives policy-makers the backbone to say that we can't expect kids to meet high standards unless we expect teachers to meet high standards," she said.

Although the best school-based drug prevention programs are worth the cost, they produce only modest results and are hardly a "silver bullet" in the government's war on drugs, a new Rand Corp. study concludes.

The study, which focused on cocaine use, estimates that the best of the anti-drug prevention efforts will curtail a student's use of the substance by an average of 8 percent over his or her lifetime—a result that, dollar for dollar, compares favorably with government efforts to shrink demand by destroying cocoa leaves overseas or by patrolling the border.

But the 194-page report released Tuesday by the Santa Monica, Calif.-based policy think tank cautions against expecting too much from prevention programs, the full effects of which, it says, can take up to 40 years to kick in.

"The bad news for prevention enthusiasts is that prevention does not appear to be the hoped-for silver bullet," the study concludes. "It is not likely that with current technology, prevention can play a decisive role in eradicating our current drug problem."

The report, titled "An Ounce of Prevention, A Pound of Uncertainty," comes as government officials at all levels increasingly emphasize school-based prevention programs as part of the \$40 billion war on drugs.

It's been an uphill battle. After hitting a trough in the early 1990s, drug use among students is rising, federal figures show. The number of 12th-graders using cocaine has nearly doubled, from 1.3 percent in 1992 to 2.4 percent in 1998.

The federal government has tried to stem the tide by funding a plethora of anti-drug education programs in schools, but recent scientific research shows that many aren't effective, the Rand study says.

However, it focuses on two programs roundly considered to work: Project ALERT and Life Skills, both of which teach seventh- through ninth-graders the social skills to resist the peer pressure.

The Rand study, which involved 7,600 students, was based on evaluations of the programs in 1993 and 1995. These evaluations involved 86 schools, including 30 in California and Oregon.

The programs have reduced the use of marijuana, says the Rand study, which inferred an impact as well on cocaine consumption. Cocaine use typically starts after high school and leads to relatively more deaths, arrests and lost worker time than other drugs.

The study also attempts to establish, for the first time, a cost-benefit ratio that compares the prevention programs at \$67.12 a student with other government enforcement efforts to curtail cocaine use. The results:

Students who go through the prevention programs cut their lifetime use of cocaine by an average of 2.9 percent to 13.6 percent, with the mid-point being 7.6 percent. After an adjustment for the effects over time, that boils down to a reduction of 3.8 grams per student.

The benefits outweigh the costs. Every dollar spent on prevention yields an estimated \$2.40 savings in social costs, such as crime, lost workplace hours or death.

Prevention isn't nearly as cost-effective as treating drug abusers but it has a better pay-off than border patrols or eradicating cocoa leaves overseas.

The prevention programs would be implemented in all middle schools for \$550 million, easily affordable for the federal government. But it would take a long time to see results: six years to show a 1 percent drop in the number of cocaine users, and 40 years for a 7.5 percent decrease.

As such, prevention has a "modest impact" and should be considered a form of "cheap insurance" for the next drug epidemic, whenever that may be, said Jonathan P. Caulkins, lead researcher on the study and a professor of public policy at Carnegie Mellon University in Pittsburgh.

"It's too late for prevention by itself to be enough to address the current epidemic," he said Tuesday. "The horse is out of the barn."

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## School Drug Prevention Programs Produce Modest Success, Study Finds

By Ralph Frammolino  
Los Angeles Times

Edue-  
Teacher Quality  
~~Account~~

# Problems seen for new teachers

## Education grads idealistic but unprepared, survey finds

By Andrea Billups  
THE WASHINGTON TIMES

A wide majority of the nation's newest teachers enter the profession with a sense of idealism and satisfaction about their career choice. But their lack of practical experience leaves many of them unprepared for classroom reality.

A study by the nonpartisan Public Agenda has found that 75 percent of new teachers said they look at teaching "as a lifelong choice," and 80 percent said they would pick teaching again, if they had to start their career preparations over.

The study, "A Sense of Calling: Who Teaches and Why," was conducted by telephone from February to April. It looks at issues of teacher morale, preparation, certification and attrition. Its findings paint an upbeat picture of the newest entrants to the nation's teaching work force at a time when experts say new teachers are needed more than ever, said Public Agenda President Deborah Wadsworth.

"People concerned about the caliber of individuals entering teaching should be assured that most of them approach their work with a rare idealistic fervor," Mrs. Wadsworth said. "At the same time, many of them note that all the enthusiasm in the world cannot make up for their own poor practical training or the difficulty of working with kids who may be unmotivated and poorly prepared."

The graying of the teaching work force and a massive infusion of new students expected to enter U.S. schools over the next 10 years have been an issue for most school districts, which are struggling to recruit and retain enough competent instructors.

Shortages and distribution problems are being felt particularly in the areas of math, science and special education, with urban districts finding it a challenge to hire teachers willing to work in disadvantaged areas, where salaries are often lower than those offered in the suburbs.

Just 44 percent of school administrators surveyed said new teachers are equipped to maintain order in their classrooms, and 68 percent blame teacher preparation programs for failing to show new

### ON TEACHING

Some findings from a Public Agenda survey of new teachers, superintendents, principals and college students:

- Eighty-six percent of new teachers said reducing class size was a "very effective way" to improve teacher quality; 59 percent cited requiring school teachers to major in the subject to teach and 52 percent cited increasing teacher salaries.
- Eighty-four percent of new teachers said it was a good idea to pay higher salaries to teachers who work in difficult schools with hard-to-educate children; 69 percent support paying more money for teachers who are highly effective in improving academic performance, but only 44 percent said more money should be paid to teachers who cover severe shortage areas like math and science.
- Fifty-seven percent of new teachers said teaching should not be opened up to qualified, motivated people without formal teacher training, while 54 percent of superintendents and principals said it was a good idea.
- Seventy-four percent of new teachers said all teachers be required to have in-depth knowledge of the subjects they teach; 79 percent of superintendents agreed that subject knowledge was important for all.
- Seventy-three percent of new teachers said talented teachers are not enough to turn around schools with low student achievement and uninvolved parents.
- Forty-two percent of new teachers said student achievement is mostly determined by parental involvement and socioeconomic factors; 54 percent said teacher quality is just as important a factor in student success.
- Forty-five percent of school administrators said teacher training programs did only a poor or fair job of preparing teachers for the classroom; 55 percent said teacher training was good or excellent.

Source: Public Agenda

teachers how to discipline their pupils.

New teacher training has been high on the agenda of education groups in recent discussions on improving their profession. Last week, the National Council for Accreditation of Teacher Education (NCATE) called on the nation's colleges of teacher education to embrace higher standards. The council recommended that student teachers spend more time in the classroom in an attempt to learn how to manage and teach children effectively.

More than 900 public and private school teachers who have taught school for five years or less responded to the Public Agenda poll along with 511 school superintendents and principals and 802 college graduates under 30. The full report is available on the Internet at [www.publicagenda.org](http://www.publicagenda.org).

The survey found:

- Eight of 10 new teachers think only those with "a true sense of calling" should enter the profession.
- New teachers say their veteran

colleagues share their enthusiasm, with 98 percent calling their co-workers highly motivated and energetic.

• Fifty-two percent of school administrators believe the quality of new teachers has improved; only 9 percent say it has gotten worse. The rest say it is about the same.

• Only 15 percent of superintendents believe the teacher shortage in their district is widespread. Sixty-two percent say the shortage is occurring only in particular areas, while 23 percent say the shortage is not a problem for them.

• Most college graduates under the age of 30 who did not go into teaching still hold teachers in high esteem, with 80 percent saying teaching "provides a more important benefit to society than the job they currently hold."

• Nearly eight in 10 non-teachers agree with the statement "Teachers are seriously underpaid."

• Eighty-nine percent of non-teachers believe those who do teach often have to worry about their personal safety.

## Hostile territory

"Little Rock is fretting over new rumors that President Clinton will move his presidential museum, library, and policy center to Georgetown University, his alma mater, if the state courts disbar him for fibbing about his relationship with Monica Lewinsky," Paul Bedard writes in U.S. News & World Report.

"Skip Rutherford, head of the Clinton library foundation, says donors are complaining that Arkansas has become too hostile. The city fears losing tourism and \$16.4 million in revenue bonds for the project. One option: Little Rock gets the museum and Georgetown the library and policy center."

## Lazio falls, rises

Rep. Rick A. Lazio fell and cut his lip during a Memorial Day parade yesterday, and it took eight stitches to close up the wound.

Mr. Lazio, who recently replaced New York City Mayor Rudolph W. Giuliani as the GOP Senate candidate, stopped along the parade route in the Long Island town of Babylon to shake hands. He was sprinting back to rejoin the march — as he had done several times before — when he lost his footing and fell on his face.

He got up, brushed himself off and kept walking, but he appeared slightly dazed. The top of his lip on the right side of his mouth was cut and bleeding, the Associated Press reports.

Someone ran ahead to a deli and got a cup of ice and some napkins, and he finished the march while dabbing at his lip,

which swelled. Mr. Lazio later went to a hospital, where he received the stitches.

## McCain's help

Eight of the 17 Republican congressional candidates Sen. John McCain has endorsed or campaigned for do not support his legislation to end donations of unregulated "soft money" contributions from individuals, unions and corporations.

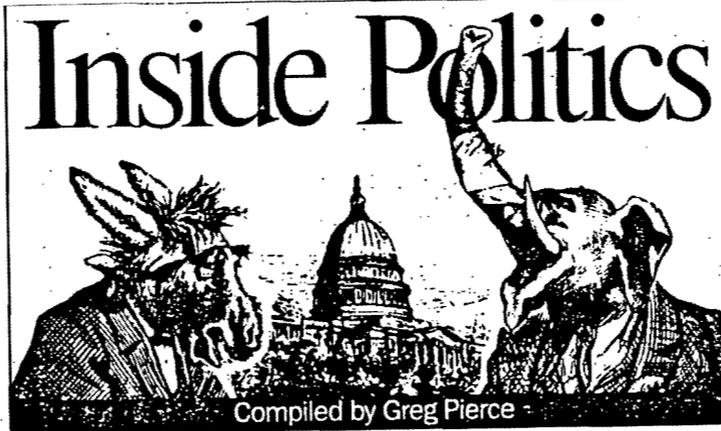
Two of them, Reps. Clay E. Shaw Jr. of Florida and James E. Rogan of California, actually voted against the House version of his bill, the Associated Press reports.

On the other hand, 16 of 17 Democrats in the races where the Arizona Republican has intervened support the soft-money ban legislation named after Mr. McCain and his Democratic co-sponsor, Sen. Russell D. Feingold of Wisconsin.

The only Democratic holdout is Rep. Bart Stupak of Michigan. But his McCain-endorsed GOP challenger, Republican National Committee member Chuck Ybb, also opposes a soft-money ban.

In addition, Mr. McCain doesn't even mention the McCain-Feingold bill on the Web site of his new organization, Straight Talk America. The site had highlighted four other issues — taxes, Social Security, education and national security — but the entire section was dropped last week after inquiries from the Associated Press. Spokesman Todd Harris said the Web site was being redone.

Mr. McCain said in an interview with AP writer Jonathan D. Salant that he is supporting "reformers" even if they don't be-



lieve in campaign overhaul.

## Cook's charge

Following last week's vote to grant China permanent normal trade relations, at least one House member now claims he was offered \$200,000 by multinational corporations to change his no vote to yes, WorldNetDaily.com reports.

"I have turned down over \$200,000 in multinational corporation PAC money if I would change my vote," Rep. Merrill Cook, a Republican who represents Utah's 2nd congressional district, told reporter David M. Bresnahan.

"I came to Congress for a reason, and there is not enough money in the world to sway my vote. I will not sell out America's interests," Mr. Cook said.

The congressman said he was delivering on a promise to his constituents not to support "this kind of action or the regime in China." The offers of money came from "multinational corporations

and through the Chamber of Commerce 2000 PACs," said Cook spokesman Richard Kuchinsky.

Saying that Mr. Cook "put principle over politics" when he turned down the money from the political action committees, Mr. Kuchinsky said he didn't know how many other congressmen had received similar offers of money in exchange for a favorable vote on the bill. Mr. Kuchinsky did not identify the "multinational corporations," but said they want to build factories in China so they can take advantage of lower wages.

## Hillary's secret

Hillary Rodham Clinton is raising tens of thousands of dollars at secret private fund-raisers from cronies of Yasser Arafat, even as she publicly courts Jewish voters, according to a story in the Forward, a Jewish-American newspaper.

Mrs. Clinton is scheduled to march through the Big Apple in the Israel Day Parade on June 4.

"But the Forward has learned that on May 12, Mrs. Clinton attended a private fund-raising reception at the Washington mansion of Hani Masri, a close associate of Mr. Arafat. The event, which sources say raised more than \$50,000, was closed to the press, which wouldn't have known about the event anyway, since it wasn't listed on Mrs. Clinton's public schedule," the newspaper said.

A week later, on May 19 — the same day that New York City Mayor Rudolph W. Giuliani dramatically announced his withdrawal from the Senate race — Mrs. Clinton quietly slipped into Virginia to attend another fund-raising event, reporter Eli Lake said.

This time, sources told the reporter, she brought in more than \$70,000 at the home of Rafat "Ray" Mahmood, a Pakistani-American real-estate developer who was in Islamabad during President Clinton's visit to Pakistan earlier this year. Again, the fund-raiser was closed to the press and not listed on Mrs. Clinton's public schedule.

Mr. Mahmood said he supports Democrats and has no views on foreign policy other than that he supports peace. He said he had been in Pakistan on a family vacation that coincided with Mr. Clinton's visit.

## Thank you

"Look for a snowballing of thank-you fund-raisers for key House members who, brows furrowed, announced — shortly before the big vote — that, after deep soul-searching and meditation, they'd back normalizing trade relations with China," Na-

tional Journal says.

"Rep. Charles B. Rangel, New York Democrat, a potentially pivotal undecided member until several days before the May 24 vote, will be recognized next month for his (eventual) clearheadedness. His campaign war chest will presumably be topped off at the event, which is being orchestrated by Bergner Bockorny, a lobbying firm that represents the Business Roundtable," the magazine reports.

"Separately, Rep. Martin Frost, Texas Democrat, emerged from the undecided's den, sniffed the air, and — just before he publicly embraced China — called Motorola Corp. to see if they could help arrange a money bash for him. No promises, but don't be surprised if Frost is accommodated, sooner rather than later."

## Bush's ad 'posse'

Texas Gov. George W. Bush is forming a "Park Avenue Posse" to help produce television advertisements for his Republican presidential campaign.

His top media strategist, Mark McKinnon, said Sunday the campaign has recruited New York advertising executive Jim Ferguson to head up a group of Manhattan ad men to advise Mr. Bush's team, based in Austin, Texas.

Mr. Ferguson is president and creative director of Young & Rubicam Inc., one of the nation's most prominent advertising firms. Mr. Ferguson and his recruits will work outside their agencies on a volunteer basis, Mr. McKinnon told the Associated Press.

• Greg Pierce can be reached at 202/636-3285 or by e-mail (Pierce@twimail.com).

*Edna*  
*Teacher Quality*

BY JAMES TRAUB

# At Queens College, Shaking Up Is Hard to Do

*The president of the school has some revolutionary ideas to transform his campus into a high-profile university. There could be some casualties.*

**L**AST SUMMER, ALLEN L. SESSOMS, the president of Queens College, came up with the kind of radical, out-of-the-box proposal you don't often hear from officials at the City University of New York: a merger between his college and nearby Queensborough Community College to form the University of Queens, a new entity with remedial students at the bottom and doctoral candidates at the top.

The plan got a remarkably frosty reception. The chairman of CUNY's board of trustees, Anne A. Paolucci, whom Gov. George E. Pataki had installed to lead a wave of reform, dismissed the idea as a distraction.

Mr. Sessoms's own faculty members were, and remain, somewhere between skeptical and hostile. A high-ranking CUNY official calls him a hot dog; a social scientist at Queens refers to him as an opportunist.

In a way, Mr. Sessoms is a symbol of the changes being thrust upon the CUNY colleges from the outside: from Governor Pataki, Mayor Rudolph W. Giuliani and members of the board of trustees, who have been demanding that the system raise its academic standards, even at the cost of its historic commitment to open admissions. Mr. Sessoms is the rare insider who identifies with these external forces of change; he has come up with one initiative after another designed to raise Queens's profile and distinguish it from the other CUNY colleges. The system has reacted to him as if he were a foreign body in its midst.

"The problem with people at CUNY is they're very passive," says Herman Badillo, a board member appointed by Mayor Giuliani and a strong supporter of Mr. Sessoms's. "They like to maintain the status quo."

In background, Mr. Sessoms is not part of the system; his sense of what is right and normal comes from elsewhere. A graduate of Union College, he earned a Ph.D. in physics from Yale in 1971, taught at Harvard for seven years and then joined the State Department, where he negotiated nuclear nonproliferation agreements in Iran, Iraq and the Soviet Union.

*James Traub, a contributing writer for The New York Times Magazine, is the author of "City on a Hill: Testing the American Dream at City College."*



Allen Sessoms shows a model of Queens College featuring the new biology center, front, to be headed by a celebrated AIDS researcher.

Thereafter, he served as a diplomat in Paris and Mexico City. Mr. Sessoms, who is married to an economist and has two children, then spent two years as academic vice president at the University of Massachusetts before being hired at Queens in 1995.

Mr. Sessoms talks about the open admissions ideal like someone who has just flown in from Paris. "If you want to go to the Sorbonne, and your French isn't good enough, you go to the Alliance Française," he said last month in a conversation in his office, overlooking the campus. "If you can't, tough; there are no excuses. I don't see the point in making the case that people should be permitted to do things they're incapable of doing. It doesn't help them, it doesn't help the institution, and we can't afford it."

That sits pretty flat on the toothbrush, all right. Words like "incapable" are taboo inside CUNY; people who use them are branded reactionary, elitist or even — the ultimate weapon — racist. But Mr. Sessoms has one incalculable advantage over CUNY's usual critics: he is black, and he was raised, as he often reminds visitors, in the South Bronx. His father ran a bodega, and his mother was a nurse. He is a product of the bygone, pre-open-admissions era of no excuses.

"If you were misbehaving in school," he recalled, "your parents knew about it before you got home. The teacher was someone to be respected, and if there was a problem in the school, it was the kid's fault."

Mr. Sessoms graduated from Theodore Roosevelt High School, where, he says, only "dummies" failed to graduate with a Regents diploma signifying a college-preparatory course of study. When he gave the commencement address at Roosevelt in 1996, he says, he was told proudly that 114 students were graduating — in a school of 4,000 students. Barely a dozen had Regents degrees.

"The problem," Mr. Sessoms says, "lies not with the teachers and administrators, but with the larger social unwillingness to demand achievement and to stigmatize failure" — an unwillingness, he believes, CUNY has perpetuated.

Mr. Sessoms, 52, is a brisk and self-confident figure with the strong handshake and solid upper body of the track athlete he was in high school and college. He is the kind of person who professes bafflement that others cannot see what is perfectly obvious to him. He has only good things to say about Governor Pataki, and he seems to view New York's famously combative mayor, widely despised inside CUNY, as something of a role model. "Rudy Giuliani has demonstrated that he doesn't have to be loved," Mr. Sessoms says. "He only has to be successful."

Mr. Sessoms has some of the Mayor's penchant for the harsh truth. "The only thing that matters in public policy documents is the budget line," he says. Over the last 20 years, CUNY has suffered devastating budget cuts that have reduced the number of full-time faculty by more than half. When Mr. Sessoms arrived at

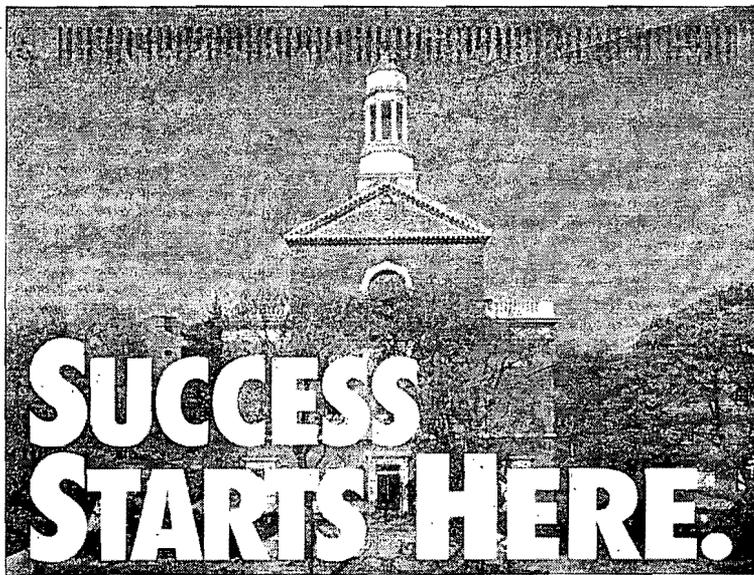
Queens; it was facing a new round of reductions, and the faculty was hoping that the new president would use his prestige to defend the system and demand a restoration of funds as a moral right.

But Mr. Sessoms views the language of moral rights as a self-defeating indulgence. The taxpayers were sending CUNY a message, he concluded, and the message was, "It doesn't work; it's been dead for 15 years." It was time, he argued, to listen to the taxpayers.

In fact, Queens College is not one of the schools that has given open admissions a bad name in some quarters. Along with Hunter and Baruch, it is generally considered one of the best of CUNY's 11 senior colleges. The campus was originally a home for wayward boys, and Mr. Sessoms's 12th-floor office looks out on a grassy commons surrounded by several quaint, Mission-style stucco buildings. The college draws on the immigrant population in Queens, as well as on middle class students in Nassau County. Almost two-thirds of the 13,000 undergraduates are white, and one-third are Jewish; there are twice as many Asian students as blacks. By contrast, among the 200,000 students at CUNY, 33 percent are black, 29 percent white, 26 percent Hispanic and 12 percent Asian. The controversies that roil the system have only occasionally touched Queens. The campus is not a hold-over of anything, save study.

Mr. Sessoms says he found Queens to

Continued on Page 14

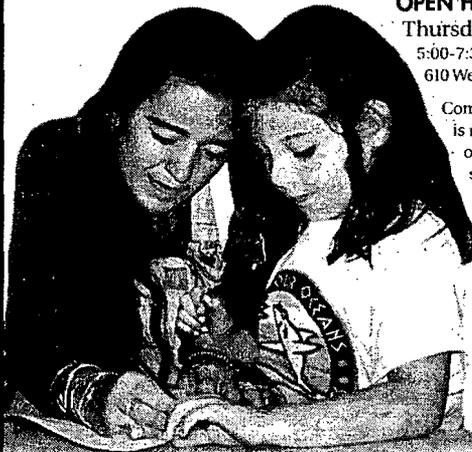


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UP CLOSE

## Queens College

Continued From Page 13

be a good college missing the opportunity to be great. One of his first initiatives was to raise the bar of admission above the CUNY minimum mandated for the senior colleges: he made the S.A.T.'s mandatory, raised the required grade-point average from the low 80's to 85 and steadily increased the minimum number of high school academic credits required to 16 from 10. Many members of the Queens faculty thought that Mr. Sessoms was taking on a nonexistent issue.

"Admissions standards are not the problem," says Barbara Bowen, an associate professor of English and the head of the college's chapter of the faculty and staff union. "The problem is underfunding."

Inside CUNY, selectivity is almost always seen negatively, as the kinder face of exclusionism: "If you drastically raise standards there may be a rather severe decline in the number of minorities who graduate," says Dean Savage, an economist at Queens. In fact, Queens's freshman enrollment fell sharply after the first year of the new standards, though the numbers have since started to creep back. Mr. Sessoms is proud of the fact that applications increased 10 percent last year, despite the more stringent requirements. In a guide to be published early next year by the Stanley Kaplan organization, Queens was rated one of the most attractive institutions for African-American students nationwide. "We're starting," he says, "to look like a normal place."

Earlier this year, after relentless prodding from the Mayor, CUNY's board passed a plan that would phase out all remediation from the senior colleges over three years, and eliminate it immediately at Queens, Hunter, Baruch and Brooklyn. (The ruling has been stalled by a court injunction.) Mr. Sessoms is one of the few college presidents to have openly embraced the board's plan, even though about half of entering students at Queens now fail one of the assessment tests that determine remedial placement. Mr. Sessoms says he feels confident that intensive tutoring would allow almost all of these students to sur-

vive in regular courses. But at a campus like City College, where students arrive with far more serious academic problems, the casualty rate would surely be much higher. Mr. Sessoms shrugs. "They go there and they get completely blown out," he says, "or they get their grades inflated, so they're completely misled. Who have you helped?"

U of Q, as they call Mr. Sessoms's proposal on campus, was designed in part to solve the problem of admissions standards. Since the community colleges would still be permitted to offer remedial courses under the board's plan, Mr. Sessoms would be able to offload his remedial students onto the lower rungs of the new university with no loss of enrollment or, therefore, of state revenue. He would thus raise standards without sacrificing access. The key element of the plan, though, is that the university would also offer doctoral degrees, which the colleges are currently prohibited from doing by state law. Many professors at Queens, especially in the sciences, are already doing doctoral research on campus, but their degrees are awarded by the Graduate Center, a CUNY-wide body located in Manhattan.

Mr. Sessoms insists that the proposal has a good chance of gaining the approval of both the CUNY board and the state legislature, but it would be no tribute to his sense of hard-headed realism if he actually believed that. In a recent presentation to the board, he put the cost of creating the university at \$26 million. Since Queens's current budget is \$68 million, that's a lot of money at a time of retrenchment.

Mr. Sessoms argues that the U of Q would be eligible for the great pots of Federal money that go to sustain doctoral research, thus helping solve Queens's perpetual money problems. But the individual colleges already receive millions in Federal grants; Frances Degen Horowitz, the president of the Graduate Center, says that Queens lags far behind schools like City or Hunter because its faculty is simply not competitive.

"Since the placement of doctoral students is heavily dependent on the reputation of your faculty," Ms. Horowitz tartly notes,

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## Queens College

Continued From Page 14

"The new university could not possibly serve its students as well as the Graduate Center does.

"For people who don't know a lot about higher education," she adds, "these" — here she pauses to insert an off-the-record adjective — "representations sound very impressive; when you dig behind them, the facts don't support it."

Many faculty members complain that the idea was sprung on them. "The University of Queens is exemplary of an approach that has caused a lot of problems," Ms. Bowen says. "Sessoms has shown disregard for the academic structure of decision-making."

But the U of Q is certainly not dead. Neither the Mayor nor the Governor has weighed in on the plan, and one board member, John Calandra, says he and some like-minded colleagues are eager to hear more details. Mr. Calandra lauds Mr. Sessoms for causing a debate on some fundamental issues that have been taken for granted for years.

Whether or not Mr. Sessoms gets his doctoral program, he has already begun to raise Queens's profile. His biggest success story to date is the new Center for Molecular and Cellular Biology, to be headed by Luc Montagnier, the celebrated French AIDS researcher. This spectacular coup was largely engineered, by Bernard Salick, a doctor-turned-entrepreneur who pursued Dr. Montagnier and gave the college \$3 million to finance a chair and help build the center. Dr. Montagnier's commitment has allowed Mr. Sessoms to raise \$20 million from the state and city governments and, he says, \$10 million from pharmaceutical companies. It has also attracted a leading AIDS researcher in the behavioral sciences. Construction is expected to begin this month.

Other AIDS experts say that Dr. Montagnier is more of a star than a cutting-edge figure, but Mr. Sessoms has no qualms about playing the celebrity game. He has persuaded George J. Mitchell, the former Democratic Senator from Maine, to serve as a senior fellow and super guru in a new center for international relations. It didn't sound as if Mr. Mitchell would be

around all that much, but, like Dr. Montagnier, he could be a public relations boon for Queens.

Mr. Sessoms has also hired a former CBS executive, Thomas F. Leahy, to serve as director of a new media and communications school and to raise \$10 million to get it going. In addition, he has brought in the Center for Educational Innovation, a group of former school administrators, to create a kindergarten-through-second-grade laboratory school in conjunction with Queens's education school, as well as a program to train principals and superintendents. Mr. Sessoms may reason that if he keeps throwing things at the wall, at least some will stick.

It is hard to imagine, though, that Mr. Sessoms will ever be accepted inside CUNY. In an intensely moralistic place, he is almost perversely unsentimental and market-oriented. He justifies his initiatives in terms of financial opportunities rather than larger intellectual purposes. "The only thing that matters is money," he says. "If you have a choice between love and money, take money." This is not the kind of clarion call to which academics are prone to respond.

Ms. Bowen says he represents a whole trend in university management: remaking the university along neo-liberal lines, aligning the university with the market. Public universities are, in fact, increasingly hard-pressed to justify their budgets to a skeptical public. Ms. Bowen believes that Mr. Sessoms represents a phenomenon that CUNY has largely resisted until now.

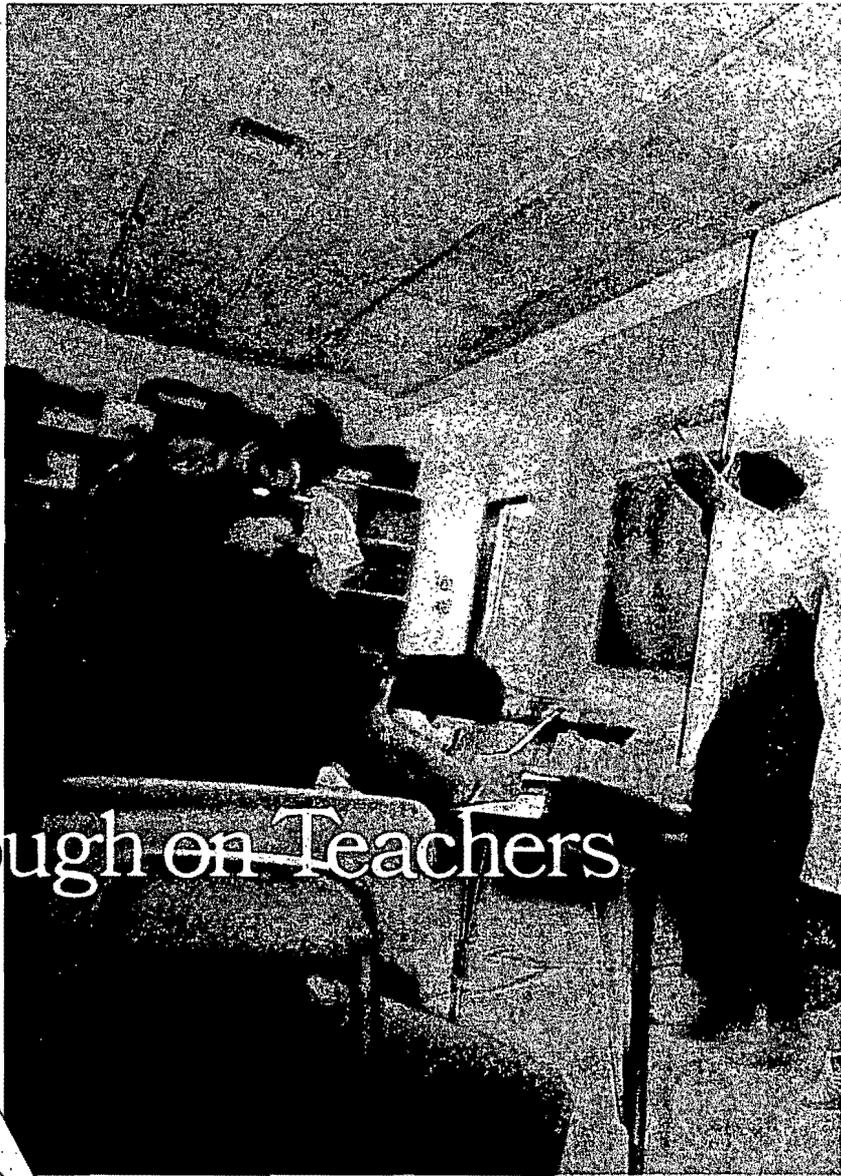
In any case, Mr. Sessoms, an ambitious, restless man with a golden résumé and a personal story that's hard to trump, may not be long for Queens. Within months after his arrival, he was reported to be on the short list for the presidency of Northeastern University; only after the news leaked out, at the end of the process, did he ask to have his name removed. That incident was the source of a reputation for opportunism that he has never shaken.

Mr. Sessoms says he has been approached for about 25 college presidencies, and has said he wasn't interested. But asked if he would consider another offer, he smiled roguishly and said, "It depends on the place." ■

The nation's education colleges, pressured to raise admissions standards and improve curriculums, are looking for ways to help future teachers pass muster today.

# Getting Tough on Teachers

BY RANDAL C. ARCHIBOLD



F

ACULTY MEMBERS AT MEDGAR EVERS COLLEGE in Crown Heights, Brooklyn, huddled one morning this semester in the education department's Africana Resource Center, a small conference room lined with stacks of multicultural books.

The occasion was one of the college's "teaching circles," meetings among faculty members from various departments — on this day, chemistry, English and math — aimed at finding ways to strengthen programs in the face of a looming crisis: Medgar Evers's teacher-education program, like many other colleges' throughout the state, faces decertification unless it improves.

The dominant topic at the meeting was literacy. Everyone talked about getting students to "write across the curriculum," a buzz phrase here and elsewhere that means giving students more reading and writing assignments in all classes, even science and math.

*Randal C. Archibold is an education reporter for The New York Times.*

Then the discussion turned, as it often does, to the future and to the hurdles the school must overcome to prepare tomorrow's teachers.

"Many students do not know how to do the simplest algebra, and that's true of science majors, too," said J. Flowers, a professor of physical science and computer science.

"So many of my students come to us without having read a whole book," said Zala Chandler, an English literature professor.

"They are afraid of math; they are afraid of arithmetic; I'm not saying anything about geometry," said Tyana Flesher, a math professor. "If they carry this attitude to the classroom, you will maybe have kids who don't know geometry."

Sharon Simmons, the chairman of the education department, is familiar with such laments, given the fact that many of the students throughout the college come from some of New York City's most academically inferior schools in some of its poorest neighborhoods.

## New York State's Report Card

Starting in 1999, an education school will be put on three-year probation and stand to lose accreditation if less than 80 percent of its graduates pass the required certification exams. Below are some 1996-97 passing rates for three groups of tests. All teachers must take the L.A.S.T. (Liberal Arts and Sciences Test) and A.T.S.-W (Assessment of Teaching Skills-Written). The C.S.T. (Content Specialty Test) is required of teachers seeking certification in a particular specialty; teachers in bilingual programs must pass the L.P.A. (Language Proficiency Assessment).

	C.S.T. %				C.S.T. %		
	L.A.S.T.	A.T.S.-W	L.P.A.'s		L.A.S.T.	A.T.S.-W	L.P.A.'s
Adelphi University	76%	84%	83%	N.Y. Inst. of Tech. - Metro Center	46%	57%	20%
Bank Street College of Education	94	99	100	N.Y. Inst. of Tech. - Old Westbury	84	91	79
Barnard College	100	100	100	New York University	92	95	91
Borincua College	28	51	67	Niagara University	94	96	78
CUNY Baruch College	77	86	86	Nyack College	78	89	-
CUNY Brooklyn College	71	80	79	Pace University - New York City	90	85	83
CUNY City College	40	49	70	Pace University - Pleasantville	92	98	83
CUNY College of Staten Island	83	89	87	Pace University - White Plains	100	100	86
CUNY Graduate School	75	87	100	Pratt Institute	52	60	25
CUNY Hunter College	78	88	92	St. Francis College	67	69	81
CUNY Lehman College	59	68	75	St. John's University - Jamaica	77	84	82
CUNY Medgar Evers College	41	58	75	St. John's University - Staten Island	82	92	77
CUNY Queens College	88	92	93	St. Joseph's College - Main	81	94	100
CUNY York College	52	63	43	St. Joseph's College - Suffolk	96	99	80
Colgate University	100	100	100	Sarah Lawrence College	100	100	100
College of New Rochelle	68	74	90	School of Visual Arts	95	75	100
Columbia Univ. Teachers College	97	97	91	Skiomore College	100	100	-
Cornell University	100	100	100	SUC Brockport	93	96	92
Dowling College	91	95	82	SUC Buffalo	95	97	83
Five Towns College	71	83	-	SUC Cortland	98	98	86
Fordham Univ. - Lincoln Ctr./Rose Hill	87	92	91	SUC Fredonia	98	100	93
Fordham University - Tarrytown	100	100	100	SUC Genesee	99	100	98
Holton Arms College - New Rochelle	86	92	89	SUC New Paltz	94	97	96
Holton Arms College - Rockland	84	90	88	SUC Old Westbury	79	92	83
Long Island University - Brooklyn	45	61	71	SUC Oneonta	93	97	94
Long Island University - Brentwood	89	90	100	SUC Oswego	95	97	82
Long Island University - C.W. Post	88	94	85	SUC Plattsburgh	97	99	98
Long Island University - Rockland	94	100	100	SUC Potsdam	94	99	88
Long Island University - Southampton	92	98	92	SUNY Albany	98	97	93
Long Island University - Westchester	65	79	87	SUNY Binghamton	98	100	96
Manhattan College	86	92	60	SUNY Buffalo	99	97	96
Manhattanville College	97	98	96	SUNY Stony Brook	95	94	90
Marist College	96	100	100	Syracuse University	98	100	92
Marymount College	62	96	100	Touro College	77	80	75
Marymount Manhattan College	73	100	94	Vassar College	100	100	-
Mercy College - Bronx	80	84	33	Wells College	94	100	100
Mercy College - Dobbs Ferry	75	85	92	Yeshiva University	97	100	88
Mercy College - Yorktown Heights	92	93	100	<b>All CUNY</b>	<b>84</b>	<b>94</b>	<b>82</b>
Mount St. Mary College	93	97	91	<b>All SUNY</b>	<b>95</b>	<b>97</b>	<b>90</b>
New School for Social Research	95	93	67	<b>All independent schools</b>	<b>87</b>	<b>93</b>	<b>87</b>
				<b>All schools</b>	<b>84</b>	<b>90</b>	<b>88</b>

Source: New York State Department of Education

## Future Accountability: A National Sampler

Many states are re-examining their standards for teachers; here are some new plans of action.

<p><b>Georgia</b> Next fall, education students at state universities must take additional courses in reading, math, science and other specialties, as well as courses in a designated minor.</p>	<p><b>Maryland</b> Next year, students must take extra reading instruction.</p>	<p><b>New Mexico</b> Proposed laws would deny Federal student aid to schools with less than 75% of graduating teachers passing the state exam.</p>	<p><b>Pennsylvania</b> Students must maintain a B average in liberal arts and the subject they want to teach. The state is raising the passing score on its certification exam.</p>	<p><b>Texas</b> 70% of a training program's graduating teachers must pass the state exam, or it will lose accreditation.</p>	<p><b>HIGHER EDUCATION ACT</b> Last month, President Clinton signed into law the allocation of \$1.2 billion to hire and train teachers. Of that, \$180 million will go to school districts for teacher testing and training.</p>
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David Saper/The New York Times

preparing for medical-board tests.

Deborah Hoyle, 38, chose Medgar Evers after a year at City College, where she felt lost among the school's 2,500 education students. Like many of her fellow students, she is a mother — she has two daughters, 18 and 9 — and has worked as a teacher's aide. Once so shy that she quit a speech class because it required an oral presentation to her classmates, Ms. Hoyle now laughs at the episode and chats freely, a change she credits partly to a close-knit, nurturing atmosphere at school.

After graduating in June, she wants to work as an elementary school teacher. But she, too, felt that her dream was being frayed by the certification exams. She failed to prepare the first time she took them in February, figuring her class work would stand her in good stead. She failed the liberal arts and science test by three points, crushing her spirit. "I was sick," she said. "I could not believe I failed the exam."

"But it did show me my weakness," she added. "At Medgar Evers we are taught to write essays a certain way, with an introduction, a thesis and three supporting details, but that's not what they wanted. It was more like summarize what you read and then give your opinion." Ms. Hoyle passed the exam on her second try.

As elsewhere, students at Medgar Evers did far better on the portion that was focused on teaching method and subject area than on the part designed to measure knowledge of the liberal arts. And some CUNY institutions did relatively well on all the exams, including the liberal arts and sciences exam. For instance, at Queens College, whose students are drawn heavily from Queens and suburban Long Island, 88 percent passed.

There is no easy measure of whether teachers are actually less able, since many exams are new or have been radically changed. That the tests don't judge teaching ability so much as general knowledge was a criticism heard after recent poor showings at some schools in New York and Massachusetts.

"I can understand the public's need to sort of have a sense that teachers are qualified and knowledgeable in their fields," said Joseph Caruso, the chairman of the education department at Framingham State College in Massachusetts. "But as a society, we place too much emphasis on tests."

For all the sweat over the exam, Ms. Hoyle does not regret her decision to enter teaching or Medgar Evers, founded in 1969 in the ferment of the civil rights movement and named after the slain Mississippi civil rights leader. The college has long been proud of its service to the African-American community, including sponsoring an annual conference of black writers.

"It doesn't make sense to me to teach in Canarsie or Howard Beach and then come home and look at the kids in my community, where I live, who need me," she said. "I want to graduate from Medgar Evers and say I went to a predominantly black college, and I want to work in my community."

Some administrators doubt that the state would ever really close education programs, and indeed the state is considering changing the way it calculates which test takers would count toward the 80 percent cutoff, which could inflate pass rates. Nonetheless, all the threatened colleges are seeking to raise admissions standards, and suffering the consequences — a drop-off in the number of eligible students.

This year, for instance, entering Medgar Evers students needed a minimum 2.5 overall grade point average — and a 3.0 in English classes — out of 4.0; previously, students with overall averages as low as 2.3 could get in. And in a departure from previous years, all students were required to pass CUNY's basic skills test before they were accepted.

Officials have discussed raising the required G.P.A. to 2.7 but are reluctant, for fear of turning away even more students and departing from the college's open-door spirit. Although the college has not taken its census yet, Dr. Simmons says she is certain fewer students are entering the program, which had about 900 students last spring. Some courses had to be canceled this year because too few signed up.

Mwalimu J. Shujaa, dean of the school of liberal arts and education, says losing the teaching program would set back efforts to diversify the teaching work force, which is overwhelmingly white in New York (66 percent) and the nation (87 percent). Educators believe that a diverse teaching force would better respond to



Bruce Berman for The New York Times

Linda Roster for The New York Times (above, top and left)

the increasingly diverse student population. "I'm sure you are aware of the national profile of teachers," Dr. Shujaa said. "White, female, suburban."

**I**F YOU NEED A LOT OF TEACHERS BUT DON'T want to pay much, what do you do?" said Richard Soder, a professor of education at the University of Washington in Seattle, who has studied teacher-training and hiring. "You go to women and make sure the training is not significant, because they might find grounding for areas where they make more money."

Indeed, the public school teaching work force of 2.7 million nationwide is more than three-quarters female. And although some states are seeking to raise teacher

John Silber, the chairman of the Massachusetts Board of Education, put it rather tartly during a summer meeting of education school deans smarting over the poor performance of students on that state's teacher certification exams. "Education programs have a reputation as a place for dum-dums," he said, and are considered "the laughing stock by serious scholars."

He added, "We ought to take that to heart." An additional problem is that universities do not tend to pour money into their educational programs, which are relatively inexpensive to run, requiring little in the way of equipment and other resources in comparison with, say, chemistry.

"These places are cash cows," said Linda Darling-Hammond, director of the National Commission on Teaching and America's Future, based at Teachers College at Columbia University.

The National Center for Education Statistics reports that education professors are paid, on average, \$11,000 less a year than their peers in other departments. And colleges spend about \$100 less per student credit-hour on education programs than for engineering, though tuition is generally the same.

Unlike medical or law schools, education programs are also not required to be certified or accredited by a professional board, although there is a move to change that. Of the 1,300 teacher-education institutions, about 500 have been accredited voluntarily by the National Council for the Accreditation of Teacher Education, a Washington-based professional organization that conducts rigorous review of their faculties, curriculums and student populations.

Two states, North Carolina and Arkansas, require the

Top: At Medgar Evers College, a student fills in her daily "Learning Log" in a course on how to teach reading. Above, far left: Christine Dalby, an education student at the University of Texas, gets hands-on classroom experience. Above, left: Prof. Nancy Lester teaches reading at Medgar Evers. Above: Jack Craven directs "Science and Math Methods" at Queens College.

council's accreditation, and several others, including New York, now strongly advise it, said Arthur Wise, the group's president. Only four institutions in New York State — Fordham, Hofstra, and Niagara universities and the State University College at Buffalo — are accredited by the council.

If New York State's new requirements were in effect today, at least two dozen education colleges would lose accreditation, including four campuses of CUNY, the main supplier of teachers to the city's public schools.

pay, the average beginning salary remains well below that for fields like business and computers.

It has always been a struggle to attract top-flight teaching candidates. Even within universities, support and respect for education programs go lacking.

According to a 1997 National Center for Education Statistics report, based on 1992-93 data, students in education programs tested into remedial college courses at higher rates — 18 percent took remedial math, compared with 11 percent of majors in the humanities and social science, and 13 percent took remedial English, compared with 7 percent of humanities and social science majors. Education students' entrance exam scores are also lower, with about half as many education majors in the top quartile as humanities and social science majors.

**F**OR YEARS, THE MAJOR CROP TO SPROUT from the baked earth of far west Texas has been cotton, grown on great big farms that splash green and white on the otherwise brown and crimson moonscape.

Now the folks "up at the college" — the University of Texas at El Paso — are trying to seed something else entirely, all in the name of better educating the farmers and working-class residents along the Mexican border.

The university, recognized by the United States Department of Education in its "Promising Practices" report on teacher education in September, is growing a teaching hospital, but one that aims to turn out teachers rather than doctors. And, to carry the analogy further, the E.R.'s where the interns apply theory to practice are schools like H.D. Hilley Elementary, right in the middle of a cotton field in nearby Socorro.

There, Maribel Alarcon, a student teacher, huddled on a recent day with a pack of sixth graders who measured and snipped and folded their multicolored construction paper into origami, all in the name of geometry.

"Do you see the triangles?" she asked as they twisted

Continued on Page 30

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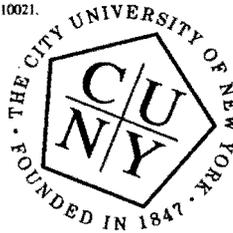
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# Tough Times

Continued From Page 25

and turned their frogs and whales to find the shapes. "Is there a parallelogram in there?"

Taking a breather, Ms. Alarcon summed up the value of the classroom experience: "On campus we got a lot of theory, but here we have hands-on practice with the kids. This gives us real approaches."

It is such approaches that educators hail as the wave of the future for education schools, which have been looking inward to find ways to improve the way they themselves teach.

Education students, like those with other majors, usually spend the first couple of years taking a college's core requirement of arts and sciences courses, like English and math, with the last two years devoted to education classes. In this latter period, they have traditionally done an 8-to-12-week "student teaching" experience at a school, and also taken courses that focus on theory, methods of instruction and, in many cases, multiculturalism.

Most campuses devote considerable class time to teaching student-centered learning, a method of instruction that discourages teachers from standing in front

of the classroom to lecture; instead, they are taught to engage youngsters in group discussions and activities that encourage the children to ask questions and find their own answers, with guidance rather than instruction from the teachers.

"Don't be a sage on the stage. Be a guide on the side," is how Stephanie Hadley, an El Paso student, put it.

"The old way was teacher-directed, where they don't ask kids to do anything," said Carmen Reichford, another student, as if recalling a bad memory. "But they just lecture and stand up there in the front of the class."

Or, as their science-education teacher, Sally Blake, explained: "Do you want kids that can do rote memorization, or do you want ones that can think? You want ones that can think."

In her class, it is not unusual to see students doing the very activities they would require of their pupils. One day last month, for instance, her students found themselves doing a minute's worth of jumping jacks, but not to limber up. They broke up into groups of three: one student did the jacks; another counted them; and a third recorded the time at intervals throughout the minute. The

## Test Questions

Below are sample questions from New York State's required teacher certification exams. No. 1 is the kind of question found in the Liberal Arts and Sciences Test, No. 2 in the Assessment of Teaching Skills - Written.

1) Read the excerpt below from Sophocles' "Antigone," in which Antigone has been sentenced to death for illegally burying her brother's body; then answer the question that follows.

**Chorus:** You showed respect for the dead  
So we for you, but power  
is not to be thwarted so.  
Your self-sufficiency has brought you down.

**Antigone:** Unwept, no wedding-song, unhonored, now I go  
the road laid down for me.  
No longer shall I see this holy light of the sun  
No friend to bewail my fate.

Based on the information in this passage, which of the following statements best describes the likely attitude of the ancient Greeks toward this tragic protagonist?

- a. surprise at the catastrophic force of her passions.
- b. detachment from her suffering, an inevitable punishment.
- c. absorption in the psychological sources of her conflict.
- d. admiration for her individualism and self-expression.

2) Shortly after the beginning of the school year, a teacher sets up a conference with each student's family. Which of the following teacher strategies would most effectively communicate that the teacher wishes to think of the home-school relationship as a partnership?

- a. outlining the goals for the class for the year and expressing willingness to answer any questions about them the families might have.
- b. preparing informational handouts, and a list of optional reading materials to help families understand the teacher's instructional plans, teaching approaches, etc.
- c. keeping discussions focused on topics that will allow the tone of the conference to remain positive throughout.
- d. asking families to come prepared to inform the teacher of things they believe are important to their child (e.g., special talents, situational factors).

goal was to measure the changing rate over time, and prepare a bar graph showing the results. In most cases, the pace of the jacks slowed over the course of the minute. "It's something physical, as opposed to word problems," Professor Blake said.

Other education courses typically involve classroom management and diversity.

Downstairs from Professor Blake's class, Virginia Gonzalez teaches "Critical Pedagogy," whose reading list includes titles like "Pedagogy of the Oppressed," by Paulo Freire. In this class, she said, they learn to respect students' viewpoints and to become mindful of the displays of cultural diversity seen in a classroom, like Hispanic immigrants' reluctance to question authority figures, like teachers.

"As a critical theorist, you are constantly deconstructing," she tells her pupils. "You are creating a learning space for your students. You are not defining them and saying, 'You sit here and this is what you do.'"

Across the country, schools are reducing the number of such courses, which have drawn ridicule from conservative scholars like Mr. Silber, who would rather see education students spend more time learning English and math than learning what he calls overly soft, touchy-feely approaches.

"We are moving away from the Mickey Mouse courses that always focus on development and method and not enough on content," said Richard Kunkel, dean of the College of Education at Auburn University in Alabama and executive director of the Holmes Partnership, a consortium of 120 universities seeking ways to improve teacher education. "Good training has a balance of content and practice."

Arturo Pacheco, the dean of El Paso's education school, defends the method courses as necessary to give teachers a grounding in how to approach their students and develop lessons. Nonetheless, the college in the last few years has scaled back on such on-campus classes in favor of a field-based approach. "Teachers are now prepared more like doctors and nurses, and less like philosophers or historians," he said. Increasingly, medical schools are seen as models for teacher-preparation programs, which are driven more and more by the need to strike a better balance between teaching theories of learning and giving education students more practical, clinical experience in elementary and secondary classrooms.

The National Commission on Teaching and America's Future recommended such an approach in a report last year, suggesting that field experience be increased to a full school year instead of the typical half year, but under close supervision from instructors or "mentor teachers."

The report did not suggest abandoning theory and methodology courses, and to strong programs like El Paso's, striking a balance is key.

Even El Paso, though, has not been immune to the drive to raise standards. The education program has raised its minimum grade point average for admission (and staying in) to 2.5 from 2.25, and is requiring its 1,500 students to take additional math and science classes. El Paso has met the new state requirement, posting a 78 percent overall success rate on the certification exam, and about 70 percent for each minority group, including Hispanics, the largest group on campus.

The education program has restructured in the last few years, with the centerpiece the drive to increase preparation in the field. In keeping with the teaching-hospital model, seniors are called in terms and spend about 600 to 700 hours in the field — double what they used to — at 25 "partner" schools.

They are like Christine Dalby, one of 13 interns spending this semester at Ascarate Elementary School.

"I could not imagine not having this experience," said Ms. Dalby, who found an answer to managing classroom discipline in Renee Reszel's sixth-grade room. "At the beginning of the class, she didn't discuss rules or anything like that. Instead, she works on the point system, where they get points for good behavior. It's all positive reinforcement."

But reality often clashes with the high ideals espoused in the lecture hall.

Colleges can instill in their students the best theory, the latest in methodology, but the effect of the teacher reform movement boils down to what happens when schools send their new recruits out to face veteran teachers and administrators suspicious of different ways of thinking.

Take Ms. Hadley, the enthusiastic intern determined not to be a "sage on the stage."

One day she was helping a veteran teacher at an elementary school with an exercise in which the pupils had to read a passage and then answer questions about it. Taking the initiative, Ms. Hadley saw an opportunity to make the lesson "more connected to real-life experience," she said. The passage dealt with developing a "world calendar," a reconfigured 364-day calendar in which numbered days of the month fall on the same weekday each year.

So Ms. Hadley had the students design their own calendars.

"They thought it was neat," she said. "Their birthdays fell the same day every year."

But inevitably, theory humps into practice. What feedback did she get from the more traditional classroom teacher?

"She called me a twit."

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**REPORT OF THE  
K-16 TEACHER  
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**REPORT OF THE  
K-16 TEACHER  
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TASK FORCE  
AMERICAN  
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OF TEACHERS  
APRIL 2000**

## **AFT K-16 TEACHER EDUCATION TASK FORCE**

In 1998 in response to a recommendation in the AFT policy resolution "The Union Role in Assuring Teacher Quality," AFT President Sandra Feldman appointed a task force to study a variety of issues related to teacher preparation.

The task force focused its work on three interrelated issues: entry/exit standards (including licensure) for teacher candidates; the clinical experience (including induction of new teachers); and the curriculum, in regard both to subject matter and pedagogy.

### **Members of the K-16 Teacher Education Task Force**

**Antonia Cortese**, *Co-chair*  
New York State United Teachers

**Irwin Polishook**, *Co-chair*  
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**Catherine Becker**, *President*  
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**Douglas Hartman**, *former President*  
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**Jerry Jordan**, *Administrative Director*  
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**Nora Lawson**, *President*  
Alabama State University Faculty-Staff Alliance

**Tom Mooney**, *President*  
Cincinnati Federation of Teachers

**William Scheuerman**, *President*  
United University Professions (State University of New York)

**Mitch Vogel**, *President*  
University Professionals of Illinois

**Norma Jean White**, *Vice President*  
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### **Staff to the Task Force**

**Joan Baratz-Snowden**, *Deputy Director*  
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**Diana Rigden**, *Consultant*

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# Executive Summary

A confluence of forces—the calls for high student achievement for all children, demands for accountability on the part of educational institutions and stakeholders, new federal legislation, recommendations of a prestigious commission and new research findings—have all served to focus the public's attention on teachers and the quality of instruction. Couple this with the current and even larger looming teacher shortage and it becomes clear why renewed attention is being paid to teacher preparation.

As the issue of teacher quality has attracted more attention, so too has it attracted varied proposals for achieving that end. One policy thrust calls for weakening the professional schools that educate teachers through the deregulation or elimination of teacher training and licensure. This view holds that there is little beyond subject matter that any teacher need know, and that that "little" can be learned on the job. The AFT holds a different view. We believe that the best way to bring an adequate supply of well-trained teachers into the classroom is not by avoiding collegiate teacher education, but rather by strengthening it—by bringing higher quality, greater resources and much more coherence to the way teacher education screens and prepares teacher candidates.

In 1998, the AFT created a task force composed of K-12 and higher education leaders to examine issues related to improving teacher education. This report presents their findings and recommendations.

In general, the task force found that while some education programs at colleges across the nation have taken significant and creative steps to reshape curricula and raise standards, many programs are still beset by serious problems that must be addressed. These include:

- difficulty in recruiting the ablest students—prompted in large part by low pay, poor working conditions, and lack of respect for the profession as well as the low esteem in which teacher education courses are held at many universities;
- inadequate standards for entering and exiting teacher education programs;
- underinvestment by the university in teacher education;
- poor coordination between teacher education and liberal arts faculty;
- little consensus about what should comprise the pedagogy curriculum;
- difficulty, within a four-year program, in finding enough time and the proper balance of coursework in liberal arts, pedagogy and a major in an academic discipline;
- lack of standards for clinical programs resulting in haphazard recruitment and training of supervising personnel, along with inadequate collaboration among the professionals concerning program goals, student oversight and assessment; and
- clinical experiences that often are too brief and do not require students to take sufficient responsibility for instruction.

In light of these findings, **the task force calls for an urgent national commitment to bring higher quality, greater resources and more coherence to the way higher education screens and prepares teacher education candidates.** To that end, we make the following 10 recommendations for reshaping teacher preparation.

### **1. REQUIRE CORE LIBERAL ARTS COURSES**

The task force calls on education and arts and sciences faculty to establish core courses in the liberal arts and sciences that college freshmen and sophomores are required to take in order to be admitted into a teacher education program, and on college presidents to support the faculty in this endeavor. These courses must provide broad exposure and a sound foundation in the range of subjects and information relevant to K-12 student standards.

### **2. INSTITUTE HIGHER ENTRY CRITERIA**

The task force calls for raising entrance standards for teacher education programs by requiring a 2.75 grade point average at the end of the sophomore year as an initial requirement, to be phased up to a 3.0 grade point average.

### **3. INSTITUTE A NATIONAL ENTRY TEST**

The task force calls upon leaders in the profession to develop a national voluntary test—not imposed by the federal government—to be used by states or higher education institutions to select candidates who want to enter teacher education. This test, which would generally be administered by the end of the sophomore year, would require students to demonstrate college-level proficiency in the core subject areas of mathematics, science, English language arts, and history/geography-social studies.

### **4. REQUIRE AN ACADEMIC MAJOR**

The task force calls upon all institutions of higher education to require an academic major in addition to pedagogical studies

and general liberal-arts coursework for all teacher candidates—elementary, middle and high school. The major must be sufficiently rigorous to enable teachers to deeply understand their content. It must also be comprehensive enough to prepare prospective teachers to help their students meet the new, more demanding K-12 education standards.

### **5. DEVELOP CORE CURRICULA IN PEDAGOGY**

The task force calls for congressional funding to enable the teaching profession to reach agreement on, and recommend that colleges adopt, rigorous core curricula in pedagogy based on the best research into how students learn and on the content-specific teaching methods shown to be effective with students. This could be done under the auspices of a respected body of scholars and educators—such as the National Academy of Sciences, the learned societies or a specially assembled body.

### **6. STRENGTHEN THE CLINICAL EXPERIENCE**

The task force calls for strengthening the clinical experience of traditional teacher preparation programs by building on successful models. These models should include the following characteristics:

- The cooperating classroom teachers with whom prospective teachers are placed are chosen on the basis of excellence determined by a peer review process; these classroom teachers should be adequately trained to assume this responsibility, and well rewarded for undertaking it.
- Education faculty are freed to spend more time with their students at their school placement sites and to receive professional advancement and other rewards for doing so.
- Clinical supervisors—the college staff who serve as the prospective teachers' link between the college campus and the K-12 classroom—are chosen on the basis of excellence

in teaching and adult learning, are trained by the education faculty regarding best practices, and are adequately compensated for their work.

- These three sets of professionals—cooperating teacher, clinical supervisors and education faculty—work together from the beginning to the end of the clinical experience to develop explicit goals for the process and develop criteria to assess the performance of prospective teachers.

### **7. INSTITUTE A RIGOROUS EXIT/LICENSURE TEST**

The task force calls on the teaching profession under the auspices of a respected body of scholars and educators (such as the National Academy of Sciences, the learned societies or a specially assembled body) to develop examinations in subject matter and pedagogy—to be taken by all prospective teachers prior to licensure in their teaching field. Current state teacher-testing requirements vary greatly and often are characterized by low-level content and low passing scores. These new examinations should aim for a level of rigor that is consistent with what entry-level teachers in other high-performing countries are expected to know.

### **8. TAKE A FIVE-YEAR VIEW**

The task force recommends that teacher preparation be organized, at a minimum, as a five-year process. This may take the form of a five-year university program, during which the students have opportunities early in pre-service training to observe and work in schools; in the fifth year, prior to graduation, the students receive an intensive clinical training internship, conducted in close collaboration with the public schools, for which they are compensated. If the university program is only four years, it is essential that the school district institute, at a minimum, a yearlong internship and mentoring program for new teachers.

## 9. STRENGTHEN INDUCTION

The task force calls for an induction program for all beginning teachers regardless of whether they have completed a four- or a five-year program. This must include a quality selection process for identifying and training mentor teachers; adequate training and compensation for these mentors; and time for them to genuinely teach, support and evaluate beginning teachers.

## 10. REQUIRE HIGH STANDARDS FOR ALTERNATIVE PROGRAMS

The task force calls upon those state departments of education that recognize alternative routes to teaching to require, at a minimum, that to be admitted to an alternative-route program students must pass state teacher-testing exams in the appropriate content areas. In addition, such programs must provide pedagogical coursework to alternative route candidates, monitor their performance in the classroom, and provide necessary services to support their development of effective teaching skills and strategies.

In order to implement these recommendations, the task force calls upon responsible parties to do the following:

- **University presidents** must make the preparation of high-quality teachers an institutional priority. This should be reflected in funding for teacher education commensurate with other professional training, in greater support for clinical experience programs, in strengthening relationships between the arts and science and education faculty, and in realigning the faculty reward structure to encourage greater involvement of faculty with their schools and community.
- **The National Council for the Accreditation of Teacher Education (NCATE)** must articulate higher standards of subject-matter knowledge and academic performance re-

quired of students entering and graduating from teacher education, particularly as they relate to state standards for K-12 students. In addition, NCATE needs to spell out quality standards for student teaching and other clinical experiences that include criteria for who may be a cooperating teacher or supervisor, and what role the university plays in training and coordinating such personnel.

- **K-12 union locals** must assume greater responsibility for the quality of the clinical experience by working with the district and the higher education institutions to identify and train excellent teachers to serve as cooperating teachers.
- **Higher education unions** must use their good offices to strengthen teacher education, to promote greater communication and coordination between teacher education and other faculty, to ensure contractually that the institutional reward system favors clinical work in the schools, and to encourage the hiring of excellent clinical faculty and cooperating teachers.
- **State legislatures, Congress and foundations** must make funding available to put into place the reforms mentioned above so as to enable excellent teacher education to become the norm, not the exception.

Strengthening teacher education will take political will, money, culture and attitude change at the universities and the public schools, and greater seriousness of purpose among all involved in the policies and practices related to the preparation of teachers. The best answer to high-quality teaching is professionalism: High-quality professional training, high standards for entry into teaching, a strong induction program for beginning teachers, competitive pay, administrative support and continuous opportunities for professional growth.

# Introduction

**A**s we enter the 21st century, various forces have combined to focus public attention on teachers and the quality of instruction. These include calls for higher academic achievement for all children; demands for accountability of educational institutions and stakeholders; the recommendations of the National Commission on Teaching and America's Future; and new research findings, which demonstrate that teacher quality is the single most important school variable affecting student achievement.

The urgency of recruiting and training quality teachers is underscored by demographics. Student enrollments are at an all-time high at the same time that the teacher work force is aging, and large numbers of teachers are likely to retire in the next few years. Indeed, more than 220,000 new teachers must be hired nationwide each year in the foreseeable future, if the country is to meet the educational needs of an ever-burgeoning student population. These students, the most diverse ever in our nation's history, will be required to meet higher standards for student achievement than ever before. Schools in rural and urban settings struggle to hire qualified teachers to

meet the needs of these students, and even wealthier suburban schools have difficulty finding the science, mathematics and special education teachers they need. This burgeoning demand for new teachers and an increasing demand for high quality in the teacher work force have put a spotlight on the preparation of teachers.

For more than half a century, researchers, policymakers and the education community have grappled with the wide range of problems that beset teacher recruitment and preparation: difficulty recruiting the ablest students; underinvestment in teacher education; lack of coordination between colleges of teacher education and the arts and sciences faculty; and inadequate pre-service time for teacher candidates to acquire the content knowledge, pedagogical knowledge and clinical experience they need to be successful in the classroom. Despite such impediments, as well as state requirements that are constantly changing, education faculty at colleges and universities around the country have produced many thousands of capable teachers.

As the issue of teacher quality has garnered increasing attention, so too has it attracted diverse "solutions" for achieving it. One thread of "reform," paradoxically, calls for weakening the professional schools that educate teachers through the deregulation of teacher training. For example, Ballou and Soler (1998) suggest: "The federal government should break the education school monopoly on teacher preparation. Any federal funds set aside for training should be available to any program that trains teachers, not just schools of education. Independent, non-profit groups such as Teach for America and individual schools should be eligible to use the funds for 'on-the-job' training, or in other ways they see fit." Since then, the Fordham Foundation has issued its manifesto (1999) calling for the deregulation of teacher education and, in a separate earlier report, questioned the need for teacher licensure (Ballou and Podgursky, 1998). The Sylvan Learning Centers,

online universities and a number of other vendors have established businesses providing alternate teacher training.

A second approach to reform aims at improving, not eliminating, teacher education. A number of collegiate teacher education programs have been working to deepen the content knowledge of teacher candidates, strengthen their instructional and assessment skills, and provide them with rich clinical experiences. Too often, however, the costs of these reforms result in relatively small programs funded by special grants and available to only a limited number of those enrolled in teacher education.

The American Federation of Teachers believes that the way to improve teacher preparation is to develop policies that strengthen teaching as a true profession with all the classical attributes of a profession—and to admit up front that many of those attributes are not characteristic of teaching today. As the late Albert Shanker, former AFT president, said in 1996:

To be considered a true profession, an occupation must: have a distinct body of knowledge—acknowledged by practitioner and consumer alike—that undergirds the profession and forms the basis of delivering high-quality services to clients; define for itself the nature of training required of those who wish to enter the field; require rigorous training to acquire the knowledge and skills necessary to practice the profession; control the standards for entry into the profession; have its practitioners be a major voice in determining working conditions; have its practitioners exercise independent judgment about client needs to ensure those needs are met; evaluate the performance of practitioners and remove from the profession those whose performance fall below standards; require that practitioners continue to learn about advances in the field; induct its members into the profession in a systematic and rigorous fashion; and have the respect of the larger society.

This focus on strengthening professionalism marks the findings and recommendations of this AFT K-16 Teacher Education Task Force. In our view, the best way to bring an adequate supply of well-trained teachers into the classroom is not by avoiding collegiate teacher education, but rather by

strengthening it—by bringing more professional control, higher quality, greater resources, and much more coherence to the way higher education screens and prepares teacher candidates today—whether those candidates come through traditional four-year programs or alternative routes.

The charge to the K-16 Teacher Education Task Force, composed of AFT leaders from K-12 and higher education, was to examine issues related to improving teacher preparation. We focused our work on three interrelated issues: entry/exit standards (including licensure) for teacher candidates; the clinical experience (including induction of new teachers); and the curriculum, in regard both to subject matter and pedagogy. To learn about these issues, we conducted extensive literature reviews, analyzed state policies and surveyed teacher training institutions. This report presents the findings from that research and formulates a set of recommendations to strengthen pre-service teacher licensure and entry into the profession. Addressing these issues with a sense of seriousness and urgency is necessary if we are to improve the quality of teacher preparation and produce teachers who are well prepared to deal with the challenges of the 21st century classroom—i.e., preparing a diverse student body to meet the high academic standards necessary to function in a highly technical, ever changing, democratic society. Even as we begin, however, we must emphasize an important truth. No package of teacher education reforms can be expected to ensure a continuing supply of qualified teachers unless it is coupled with high-caliber induction programs, better salaries and improved working conditions.

# Teacher Education

**T**he preparation of teachers is routinely an undergraduate, four-year program of university courses that includes (1) course-taking in the liberal arts and sciences, (2) a major or minor in one of the liberal arts and sciences disciplines and/or (3) teacher education, including a field experience in the schools. For candidates preparing to teach in elementary schools, knowledge of the subject matter is usually acquired through the initial liberal arts requirements. Candidates planning to teach in the high schools now typically major in the discipline they intend to teach. Programs vary regarding their expectations for candidates intending to teach in the middle grades. Some programs expect candidates to minor in two to four "core" subject areas (mathematics, science, history, English, the arts); others require a major in one discipline. In response to recommendations made by the Carnegie Forum (1986) and the Holmes Group (1986), some teacher education programs have instituted a "fifth year" model, expecting all candidates to complete a baccalaureate degree before progressing into an intensive year of education courses and school-based clinical experiences.

From the time they enter college until the time they become

full-fledged professionals, prospective teachers must go through seven steps.<sup>1</sup> These are:

- The **liberal arts and sciences requirements** typically taken by all college freshmen and sophomores.
- The **entry standards** students must meet in order to be accepted into the college's teacher education program at the end of the sophomore year.
- The **courses in pedagogy** students take during their junior and senior years as teacher education students.
- The **academic subject major** required of many teacher candidates today.
- The classroom-based **clinical experience** required by virtually all teacher education programs prior to graduation.
- The **exit/licensure requirements** at the end of the teacher education program.
- The **induction period**, during which classroom novices become full-fledged professionals.

The task force investigated each of these processes and found promising practices but also many ways in which the existing system falls short of meeting the needs of the profes-

<sup>1</sup> About 5 percent of the current teaching force entered the profession through an alternate route. These teachers tend to be older than traditional candidates, have experience in other careers, and have a greater percentage of minority members and individuals with science and math backgrounds than do candidates who enter through traditional routes. Nonetheless, these alternative-route candidates need clinical experience and pedagogical knowledge to be successful in the classroom. While this report does not discuss alternative routes, the AFT believes that such candidates must pass the same licensure tests as other entrants and must have serious supervised clinical training during their initial teaching years. Appendix A presents a brief overview of current alternative-route policies and practices.

sion. In particular, the task force looked at the factors impeding good practice and ways to overcome these impediments. The following sections describe what the task force discovered, step by step.

## Liberal Arts and Sciences Requirements

All students must take a core of required liberal arts and sciences courses when they are admitted to college. The breadth and quality of this coursework is of crucial importance to prospective teachers, particularly for most elementary and many middle school teachers who receive a great deal of their content preparation in these required courses. In too many cases today, however, the task force found that colleges lack a fully coherent or rigorous general liberal arts and sciences curriculum in the first two years for prospective teacher candidates. Typically, students sample widely among the varied disciplines based on any variety of personal considerations. This may or may not be appropriate for most college students, but it is certainly a problem for teacher candidates.

## Teacher Education Entry Requirements

Students are generally admitted into the college's teacher education program at the end of their sophomore year. Today, entry into teacher education is driven primarily by diverse institutional standards based on state accreditation standards and teacher licensure requirements. The National Council for the Accreditation of Teacher Education (NCATE) standard defines the minimum requirement for entry into the teacher education program for many states and institutions of higher education: basic literacy as demonstrated by a proficiency test and a 2.5 GPA or "C" average in coursework.<sup>2</sup> Indeed, every state, except Louisiana, requires students entering teacher preparation to have at least a 2.5 GPA. (In Louisiana, the requirement is 2.2.)<sup>3</sup>

As we have seen, these grade point averages largely reflect the student's success in the general liberal arts and sciences courses. Some campuses also expect those applying to the teacher preparation program to take an introductory course or two in teacher education and usually require students to pass these courses with at least a "C." However, as we have also learned, the breadth and quality of the liberal arts coursework may not be sufficient to meet the challenge of preparing good teachers. Also, in the absence of a consistent grading policy, it is impossible to tell what level of achievement a particular grade point average reflects.

Indeed, completion of two years of general education in many two- and four-year institutions—even with a 2.5 GPA—does not necessarily ensure that a teacher candidate has mastered basic literacy skills. For this reason, more than two-thirds of the states require demonstration of such basic skills on a pre-entry test into the teacher education program.<sup>4</sup> Sadly, there is nothing very rigorous about these tests. For example, an analysis of the widely used Praxis I test concluded:

- None of the literacy assessments—reading, mathematics and writing—exceeded high school level, and “at least two-

<sup>2</sup> A 2.5 GPA is a standard criterion for entry into other undergraduate professional programs such as business, nursing and pharmacy on most university campuses.

<sup>3</sup> We learned from our interviews that some campuses have recently raised the minimum GPA expectation of all teacher candidates to 2.7 or 2.75—a higher standard than in other professional schools on campus. Several colleges of education differentiate GPA expectations by program area—raising the score for candidates eager to enter programs (such as elementary education) that have more applicants than can be accepted into the program.

<sup>4</sup> Twenty-five states require that students pass some form of national or state basic literacy test, and an additional 14 states require that individual campuses test for such skills.

thirds of the mathematics items were judged to be middle school" level.

- "The basic literacy exams showed little complexity; rather the test items tended to require only simple recall or the application of a set procedure. ... [W]e found the tests to be far less difficult than either the SAT or ACT" (Education Trust, 1999).

Furthermore, individual states and institutions generally set very low cutoff scores for demonstration of mastery.

## The Education Curriculum

A central component of virtually every teacher education program is coursework in pedagogy, in effective methods of teaching. Debate about the relevance and rigor of pedagogy coursework has raged for decades. Critics have asserted, among other things, that there is no special content beyond subject matter that teachers must know, or that pedagogy instruction is too isolated from subject-matter instruction. Classroom teachers, on the other hand, often criticize their training as leaving them unprepared to deal with the demands of the modern classroom.

The most pervasive criticism is that, unlike preparation programs in medicine and law, which focus on the content of their fields and applying that content to the benefit of clients, teacher preparation too often focuses on the learning process, denigrating the content of what is to be learned (Urban, 1990). Indeed, Christopher Lucas (1997) chronicles the concerns of critics who for the last half-century have continued to conclude that teacher education is generally not an intellectual pursuit.

Teacher education coursework has also been widely criticized for its redundancy. In her analysis of teacher preparation coursework, Harriet Tyson (1994) found that "there is plenty

of scholarly and anecdotal evidence for a lot of redundancy within and among the courses that future teachers are required to take. The same topic, worthy though it may be, appears in the introductory education course, the educational psychology course and the general course on teaching methods."

To put it plainly, there is no consensus among academics as to what a core curriculum of education coursework should include—no body of knowledge the profession has determined that all teacher candidates need to know. In the absence of an agreed-upon core, the course content that teacher candidates receive at different colleges, and even from different instructors at the same college, can vary tremendously—not just in nuance, but in basic essentials. It is little wonder that many teachers say their teacher preparation program did not prepare them for teaching. Nor is it surprising that research continues to document the limited impact of teacher education on the perspectives, beliefs and practices of teacher candidates (Feiman-Nemser and Remillard, 1996).

In 1990, John Goodlad recommended that education research "must bear the stamp of scholarly effort and approval and not be hunches and conjectures." He advocated that the knowledge base be "codified and transmitted" and made readily accessible and bona fide. This has not yet happened. Indeed, Henry Holmes, dean of the Education School at Harvard University in the 1920s, failed in his attempt to identify "a set of fundamental principles around which to organize the professional curriculum" (Feiman-Nemser, 1990), and no one has yet been successful in accomplishing this task (Grossman and Richert, 1988; Barnes, 1990; Carter, 1990; Scardamalia and Bereiter, 1990; Kramer, 1991; Feiman-Nemser and Remillard, 1996). But, even if there is no current consensus on the core content of teacher education, advances in research on the process of learning and in effective teaching practices suggest that the raw material now exists to develop such a core, certainly in fields such as reading.

Three factors loom large in explaining the difficulty in creating a core curriculum in teacher education: the belief that teaching is a highly complex, context-specific enterprise; competing definitions of teaching; and state regulations and policies.

**Complex nature of teaching.** Education researchers often focus on the nature of teaching as ambiguous, complicated work that requires judgment, action, and the continuous ability to reflect and revise decisions on the basis of one's observations and insights. Teaching is interactive, and teachers "do not draw on knowledge one domain at a time; rather, they weave together different kinds of knowledge as they reason about what to do and take action in particular situations" (Feiman-Nemser and Remillard, 1996).

This focus on complexity, however, has seldom been matched by research aimed at establishing continuities that can be drawn upon to improve teaching. When teacher knowledge is viewed as "experiential, procedural, situational, and particularistic" (Carter, 1990), creating a coherent professional education program becomes very difficult. With no widely acknowledged principles to guide the process of how one learns to teach, any method that has worked in a classroom for any teacher becomes equal to any other method.

**Competing definitions of teaching.** Faculty in professional education programs define requirements and select courses based on philosophies of teaching and what the purpose of schooling is. These can be very different from faculty member to faculty member. National accrediting agencies expect teacher preparation programs to describe their mission and to demonstrate how courses and requirements align with this vision. But because each institution does this for itself, the "core curriculum of educational coursework" will vary significantly among programs.

**State regulations and policies.** New regulations and policies that address teacher preparation have recently been the focus

of a number of state legislatures, professional standards boards, boards of regents, state boards of education and state departments of education. Because there is no consensus within the profession, two somewhat conflicting views of teacher education drive these state mandates. In many cases, the new policies reflect a widely shared attitude among the public that intelligent, college-educated people can learn all they need to know about teaching either on the job or during a single summer of well-planned instruction. When this view of teacher education dominates the decision-making process, the regulations not only reduce the number of courses and hours a teacher candidate spends in a professional education program, they also limit the influence of the teacher education program both on the campus and in the preparation of future teachers.

A second, somewhat contrary, view of teacher education held by many policymakers is that educational experts will not create a suitable program for future teachers without guidance from the state. Teacher education does not need to be deregulated; rather, the requirements—curriculum, clinical experience and testing—need to be specified by the state. As a consequence, states mandate specific courses for teacher education programs and stipulate the number of hours future teachers must enroll in certain courses. These mandates are rarely considered in terms of their impact on a coherent course of study, and teacher education programs are required to change or add courses in an almost ad hoc fashion.

## The Arts and Sciences Major

A battle has raged for years over how much time in teacher education should be devoted to pedagogy and how much to subject-matter knowledge. This question has taken on even greater saliency in light of the K-12 standards movement, which makes it even more important that teachers have a deep knowledge of the subjects they teach.

In response, the number of institutions requiring an academic subject-matter major has greatly increased in recent years for teacher education students outside the elementary school level. On the basis of 1994 data, the National Center for Education Statistics (NCES) has noted that fewer of the newest teachers are majoring in education. According to *Education Week* (Jan. 13, 2000), 38 states now require an academic major or its equivalent for prospective secondary teachers.<sup>5</sup> This is a step forward, although about 20 percent of high school teacher candidates continue to major in education rather than an academic subject. Recently, there has been a push both in statehouses and on college campuses to require elementary teachers as well as high school teachers to have an academic major. Some universities have instituted an interdisciplinary major for elementary teachers to ground them in a number of the core subject areas they are expected to teach.

The education major, however, is still the norm among elementary school teacher candidates: 83 percent continue to major in education, and only 11 states require an academic subject major for elementary school teachers.<sup>6</sup>

## Clinical Experience: Pre-service Student Teaching

The school-based clinical experience is a central component of the initial preparation of teachers; it offers them experiences with students and teachers in classrooms and other school set-

<sup>5</sup> The 12 states that do not require a subject-area major for high school teachers are Arkansas, Delaware, Idaho, Illinois, Indiana, Kansas, Louisiana, Maryland, Oregon, Pennsylvania, Washington, and West Virginia.

<sup>6</sup> It should be noted that much of the concern about teachers not knowing their subject matter comes from hiring practices and school assignment policies, not from teacher education candidates who graduate without a major in the field they intend to teach.

tings, regardless of the grade level the candidate expects to teach or whether the preparation program is four or five years. Almost without exception, every teacher preparation program—whether housed in a small rural liberal arts college or in a large multidisciplinary college of education at a major state university—requires at a minimum a 10-week student-teaching experience for all elementary, middle and high school teacher candidates. And surveys of students and teachers indicate that the clinical experience is often considered the most important aspect of teacher education.

The typical student teaching experience involves three loosely linked staff supervising the novice—the academic faculty, the clinical supervisor (sometimes referred to as “clinical faculty”) and the cooperating teacher. The academic faculty have as their main responsibility providing theory and methods courses to teacher candidates. Given their responsibilities on campus and the university reward structure, academic faculty rarely observe student teachers, or, for that matter, the cooperating teacher. The job of on-site observation, supervision and counseling of the student teacher is largely left to the supervisory faculty, who often are retired teachers and other school personnel working on an adjunct, part-time basis. The cooperating teacher is the teacher in whose class the student is placed. This is the individual whose teaching practices are most influential for the student teacher, and the person who has the most direct and continual opportunity for observing the student teacher as that student performs various teacher functions—from tutoring a child, to preparing lesson plans, to teaching the entire class.

In addition to the student-teaching experience, many programs offer teacher candidates school-based experiences prior to student teaching, such as visiting schools and observing teachers and students. Some programs offer one-year internships or apprenticeships in lieu of traditional student teaching. These internships combine school-based instruction in teach-

ing methods and assessment with classroom observations, experiences and practice teaching.

The ways in which the clinical portion of teacher preparation is designed vary as widely as the size of the programs and the nature of the institutions. In this report, the term "clinical experience" encompasses field-based observations and school-based experiences, such as assisting teachers in the classroom and tutoring students, student teaching and internships. These experiences can occur in schools with which the campus has informal connections based on convenience, strong partnerships or contractual relationships such as the Professional Development School (PDS) model.

Review of research and interviews with deans reveal a nearly universal agreement on what a good clinical-experience program should look like. In excellent clinical programs, candidates should be able to:

- link theory and practice;
- observe and learn from the diverse teaching styles demonstrated by excellent teachers in a variety of settings;
- learn daily classroom and school routines and the details of how to manage a classroom, from the simplest routines such as arranging furniture, leaving notes on the chalkboard and calling the roll, to handling interruptions and maintaining discipline;
- learn how to design instruction and curriculum to achieve student learning in core subject areas;
- learn how to assess student learning and how to use the results of those assessments to plan instruction;
- observe and learn from school faculty engaged in content-based professional conversations about teaching and learning;

- learn to engage all students in learning by guiding and challenging them through instruction, assignments and assessment;
- learn to observe students and their work to judge how well they are learning and to give appropriate feedback to ensure that all students learn; and
- learn to work with colleagues to establish a school climate that supports and encourages student learning.

In recent years, colleges and the education faculty have developed many excellent clinical training programs that achieve high results. They are characterized by a careful choice of school sites, clinical supervisors and cooperating teachers, as well as continual interchange among the professionals around the goals of the experience and the standards that students must meet. The problem, unfortunately, is that programs offering such a high level of personal attention are not widely available, serving only about 20 percent of teacher candidates nationwide. Facing large numbers of teacher candidates and insufficient resources, most programs still fall far short of what is needed. Indeed, it is not surprising to learn that:

- The student-teaching experience is too short to adequately prepare teacher candidates to assume full responsibility for a classroom.
- Student teachers are often placed in schools because they are close to campus or to the students' homes, or because of a school's willingness to participate, rather than its academic excellence.
- The cooperating teachers who are responsible for mentoring the student teachers placed in their classrooms are frequently selected haphazardly by principals with little input from the university or the teachers in the schools.

- Cooperating teachers receive few or no incentives for working with student teachers, and they are not trained adequately, nor supported by the school or university.
- Cooperating teachers' evaluations of teacher candidates are often ignored, or not requested at all.
- The supervisory faculty, frequently retired teachers and principals who are responsible for overseeing the student teacher placements, have low standing at the university and are often selected as a result of their availability and willingness to accept such low-paid assignments rather than for their excellence as teachers and mentors.
- Supervisory faculty, like cooperating teachers, are often untrained and unsupported in their work with teacher candidates.
- There frequently is far too little coordination among university faculty, clinical supervisors and cooperating teachers regarding standards of good teaching and the requirements of a rigorous clinical experience.

There is, in short, a pervasive disconnect among the professionals responsible for the clinical training of prospective teachers.

## Exiting Teacher Education and Entering the Profession

Institutional exit criteria revolve around state licensure requirements. In most states, these requirements include completing an approved program with at least a 2.5 GPA, practice teaching in a school setting and passing some kind of standardized licensure test.<sup>7</sup>

## COURSEWORK MASTERY

As we have seen, the balance of academic and pedagogy courses taken by teacher education students—indeed, the very content of those courses—has been a professional battleground over competing concepts of teaching. In most states and on most campuses, candidates who take the courses required for a teaching license, and maintain a “C” or better (2.5 on a 1-to-4 scale) in those courses, are deemed to have given sufficient “evidence of mastery.” As further evidence of coursework mastery, some campuses require candidates to pass state licensure tests, including subject-matter tests, prior to graduation.

As with the GPA entry requirement, there has been some challenge to the 2.5 GPA exit standard—questions have been raised about grade inflation and the rigor of the courses. In response, some educators point to recent research demonstrating that newly graduated teachers often have higher GPAs than those of other bachelor's degree recipients. That evidence can be interpreted to indicate deeper knowledge and better skills on the part of new teachers (Darling-Hammond and Cobb, 1996). On the other hand, Robin Henke and others (1996) say that the higher GPA of teacher education candidates may be the result, at least in part, of the courses they took. Teacher education candidates were more likely than other graduates to have taken education courses, less likely to have taken advanced mathematics and calculus courses, and tended to take fewer courses in science and engineering.

## SUCCESSFUL COMPLETION OF THE CLINICAL EXPERIENCE

Among the required courses are field experiences, including student teaching. The recommendations of both school-based

<sup>7</sup> Assessment requirements for initial licensure vary considerably among states, both in terms of what is tested and where the cut-score is set. ETS produces the Praxis series (formerly the NTE). These tests—basic skills, pedagogy, general knowledge, and subject-specific knowledge—are used in various combinations by more than 40 states.

and university supervisors are generally required to provide evidence that the candidate is able to teach students. Some programs also are beginning to institute performance-based assessments of a teacher candidate's knowledge and skills and to use videos, portfolios and special projects as the means to determine the candidate's mastery. In most cases, the performance-based assessments are exclusively designed to demonstrate pedagogical knowledge and skills rather than knowledge of subject-matter content.

### EXIT AND LICENSURE EXAMS

Just as every state expects graduating teachers to have a 2.5 GPA, virtually all also expect teachers to pass some sort of standardized examination(s) for initial licensure. Information from the *Manual on the Preparation and Certification of Educational Personnel 1998-99*, prepared by the National Association of State Directors of Teacher Education and Certification (NASDTEC, 1998) reveals that:

- *Basic Skills Exams* are required by 40 states;<sup>9</sup>
- *Subject-Matter Exams* are required by 30 states;
- *General Knowledge Exams* are required by 19 states;
- *Knowledge of Teaching Exams* are required by 25 states;
- *Assessment of Teaching Performance* is required by 13 states; and
- Six states (Alaska, Iowa, South Dakota, Utah, Vermont and Wisconsin) do not require an examination for initial teacher certification.

The current licensure exams pose two serious problems for anyone concerned about the quality of teachers entering the classroom:

- First, the tests being offered assess low-level knowledge and skills, not the candidate's command of college-level work.<sup>9</sup>

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■ Second, cut-scores for these tests are often very low and, on occasion, are not enforced even at that low level. Data are hard to extract from testing companies or state agencies (a situation that will change with the newly required U.S. Department of Education State Report Cards, which will provide information on both cut-scores and pass rates). Nevertheless, it appears that in many teaching fields in many states, candidates who score at or above single-digit percentiles qualify for a license, and very few states have cut-scores above the 25th percentile for any field. Further, when states have teaching shortages, they often waive the testing requirement or lower the passing score. For example, one state experiencing a shortage of secondary mathematics teachers issued licenses to every candidate who took the mathematics exam regardless of the score. \*

In sum, the common criteria for exit from teacher education are not yet sufficient to ensure that teachers are "models of educated persons" or to convince the public that teaching is a profession in which wide and deep knowledge of a complex field is required of all practitioners.

### Induction Programs for Beginning Teachers

Graduation from a teacher education program—whether four or five years—cannot be considered the end of training for

<sup>8</sup> NASDTEC includes the District of Columbia as a state.

<sup>9</sup> The quality of the licensure exams is the subject of at least two studies, one from the Education Trust (1999) and one proposed by the National Research Council of the National Academy of Sciences. The task force also recognizes that there are some promising efforts to reform teacher testing. The Interstate New Teacher Assessment and Support Consortium (INTASC) has developed a set of standards for beginning teachers that could form the basis for curriculum reform and for new and better standardized tests. Indeed, INTASC is developing performance assessments in the core disciplines and a test for teaching knowledge. The consortium has yet to address the need to develop better tests of teacher candidates' subject-matter knowledge.

teachers. The demands of the pre-college degree—acquiring subject-matter knowledge, pedagogical content knowledge and clinical training—do not allow sufficient time for teacher candidates to develop the skills and experiences necessary for completely independent practice in their initial teaching assignments, including the skills necessary to work effectively with paraprofessionals and other education support staff. Nonetheless, after graduation most new teachers are assigned a class, often with the most hard-to-teach students, and then left to sink or swim on their own. By contrast, other countries with high-achieving school systems induct new teachers into the profession through clinical, real-world training processes—following rigorous undergraduate academic preparation—by which inductees develop and perfect their teaching skills under the mentorship of more experienced and skilled colleagues.

Some school districts, working in collaboration with university teacher-education programs in some cases, are instituting internship programs for novice teachers. These programs ensure that new teachers have both a reduced teaching load and a mentor who will assist them as they confront the hard realities of the classroom. The reduced load allows time for professional development activities that include observing master teachers, talking with colleagues about teaching and learning, and responding to the guidance offered by mentors who review the novice teachers' practice and recommend strategies to improve the quality of their classroom performance. Such programs have been instituted in Toledo, Berea, Cincinnati, and Cleveland, Ohio; New York City and Rochester, N.Y.; Minneapolis, Minn.; Pittsburgh and Philadelphia, Pa.; and Poway, Calif. Research indicates that teachers who are mentored when they enter teaching are more likely to remain in the profession.

# Recommendations

**A**s we have seen, excellent teaching requires a firm grounding in academic subject matter and in the art and science of how to convey information—in short, it requires professionalism, just like law, medicine and any other complex service to the public. Only individuals who receive top-quality training—at college and at the work site—and who demonstrate that they meet high standards—on paper and on their feet—should be permitted to enter the teaching profession. **Thus, the task force calls for an urgent national commitment to bring high quality, greater resources and more coherence to the way teacher education candidates are screened and prepared.** To this end, we make the following 10 recommendations.

## **1. REQUIRE CORE LIBERAL ARTS COURSES**

The task force calls on education and arts and sciences faculty to establish core courses in the liberal arts and sciences that college freshmen and sophomores are required to take in order to be admitted into a teacher education program, and on college presidents to support the faculty in this endeavor. These courses must provide broad exposure and a sound foundation in the range of subjects and information relevant to K-12 student standards.

## **2. INSTITUTE HIGHER ENTRY CRITERIA**

The task force calls for raising entrance standards for teacher education programs by requiring a 2.75 grade point average at the end of the sophomore year as an initial requirement, to be phased up to a 3.0 grade point average. This should include the liberal arts and science requirements described above, as well as one or more introductory education course(s) which include opportunities to observe real classrooms.

## **3. INSTITUTE A NATIONAL ENTRY TEST**

The task force calls upon leaders in the profession to develop a national voluntary test—not imposed by the federal government—to be used by states or higher education institutions to select candidates who want to enter teacher education. This test, which would generally be administered by the end of the sophomore year, would require students to demonstrate college-level proficiency in the core subject areas of mathematics, science, English language arts, and history/geography-social studies.

## **4. REQUIRE AN ACADEMIC MAJOR**

The task force calls upon all institutions of higher education to require an academic major in addition to pedagogical studies and general liberal arts coursework for all teacher candidates—elementary, middle and high school. The major must be sufficiently rigorous to enable teachers to deeply understand their content. It must also be comprehensive enough to prepare prospective teachers to help their students meet the new, more demanding K-12 education standards.

## **5. DEVELOP CORE CURRICULA IN PEDAGOGY**

The task force calls for congressional funding to enable the teaching profession to reach agreement on, and recommend that colleges adopt, rigorous core curricula in pedagogy based on the best research into how students learn and on the content-specific teaching methods shown to be effective with stu-

dents. This could be done under the auspices of a respected body of scholars and educators—such as the National Academy of Sciences, the learned societies, or a specially assembled body.

We can no longer tolerate a “do your own thing” pedagogy curriculum. Every successful profession has developed a set of broadly agreed upon understandings about the training needed to enter the profession. This must become a reality for the teaching profession as well. The task force is not advocating the establishment of a mechanistic curriculum that stifles creative college teaching and research. But we know enough now about learning and effective teaching in areas such as reading and mathematics to develop professional consensus about what should be taught to all teacher candidates in these fields.

## **6. STRENGTHEN THE CLINICAL EXPERIENCE**

The task force calls for strengthening the clinical experience of traditional teacher preparation programs by building on successful models. These models should include the following characteristics:

- The cooperating classroom teachers with whom prospective teachers are placed are chosen on the basis of excellence determined by a peer review process; these classroom teachers should be adequately trained to assume this responsibility, and well rewarded for undertaking it.
- Education faculty are freed to spend more time with their students at their school placement sites and to receive professional advancement and other rewards for doing so.
- Clinical supervisors—the college staff who serve as the prospective teachers' link between the college campus and the K-12 classroom—are chosen on the basis of excellence in teaching and adult learning, are trained by the education faculty regarding best practices, and are adequately compensated for their work.

- These three sets of professionals—cooperating teacher, clinical supervisors and education faculty—work together from the beginning to the end of the clinical experience to develop explicit goals for the process and develop criteria to assess the performance of prospective teachers.

The task force believes the clinical experience can best be provided in public schools where the faculty embraces the mission of preparing new teachers, has allocated resources to that mission, and has developed a professional culture that supports it.

### **7. INSTITUTE A RIGOROUS EXIT/LICENSURE TEST**

The task force calls on the teaching profession under the auspices of a respected body of scholars and educators (such as the National Academy of Sciences, the learned societies or a specially assembled body) to develop examinations in subject matter and pedagogy—to be taken by all prospective teachers prior to licensure in their teaching field. Current state teacher-testing requirements vary greatly and often are characterized by low-level content and low passing scores. These new examinations should aim for a level of rigor that is consistent with what entry-level teachers in other high-performing countries are expected to know.

### **8. TAKE A FIVE-YEAR VIEW**

The task force recommends that teacher preparation be organized, at a minimum, as a five-year process. This may take the form of a five-year university program, during which the students have opportunities early in pre-service training to observe and work in schools; in the fifth year, prior to graduation, the students receive an intensive clinical training internship, conducted in close collaboration with the public schools, for which they are compensated. If the university program is only four years, it is essential that the school district institute, at a

minimum, a yearlong internship and mentoring program for new teachers.

### **9. STRENGTHEN INDUCTION PROGRAMS**

The task force calls for an induction program for all beginning teachers regardless of whether they have completed a four- or a five-year program. The AFT will work with school administrators and, through collective bargaining agreements, implement induction programs for novice teachers that include: a quality selection process for identifying and training mentor teachers; adequate training and compensation for these mentors; and time for them to genuinely teach, support and evaluate beginning teachers.

### **10. REQUIRE HIGH STANDARDS FOR ALTERNATIVE PROGRAMS**

The task force calls upon those state departments of education that recognize alternative routes to teaching to require, at a minimum, that to be admitted to an alternative-route program students must pass state teacher-testing exams in the appropriate content areas. In addition, such programs must provide pedagogical coursework to alternative route candidates, monitor their performance in the classroom, and provide necessary services to support their development of effective teaching skills and strategies.

# Roles and Responsibilities

**T**o improve current conditions, the AFT believes that university officials, school district officials, college and school district faculty, public and private grantmakers, and policymaking bodies (such as NCATE, disciplinary associations and state agencies) must use all their influence to carry out the agenda outlined in this report. The national AFT, as well as each K-12 and higher education union, must take up the fight in their schools and on their campuses. For example:

■ *The president of the university must make the preparation of high-quality teachers an institutional priority.* Presidents and boards of trustees must demonstrate that teacher education is at the heart of serious discussions and decisions. Recently a foundation president reviewed randomly selected annual reports from our nation's colleges and universities, only to discover that the education divisions were not mentioned in a single one. This is confirmed in the shameful amount of money spent on teacher education compared to other disciplines. For example, the task force looked at two

colleges in different regions of the country; one spent less than half on each teacher education graduate compared to its engineering graduates, and the other spent less than one-third on teacher education classes compared to industrial technology. At research institutions, it was found that only social work and accounting departments receive less financial support than the college of education (Howard, Hirtz, and Baker, 1998). Dollars do not tell us everything, but what they do tell us is extremely disturbing.

The task force is greatly heartened by the publication in 1999 of an American Council on Education report, *To Touch the Future*, which strongly urges college and university presidents to devote greater attention to teacher education and to restructure resources toward it. Presidents should help strengthen relationships between the arts and sciences and education faculty, realign the faculty reward structure to encourage greater involvement of faculty with their school and community, greatly increase spending for the clinical experience program, and form alliances with neighboring communities to ensure that the university's resources are directed toward the development of teachers who can help their students meet high academic standards.

■ *NCATE must strengthen its standards regarding entry into the profession as well as its standards for clinical practice.* Current entry standards require only a 2.5 grade point average and basic literacy. NCATE should articulate a higher standard of subject-matter knowledge and academic performance, particularly as it relates to state standards for K-12 students. In addition, it needs to spell out standards for student teaching and other clinical experiences that include criteria delineating who may be a cooperating teacher or a supervisor, and what role the university plays in training and coordinating such personnel.

■ ***State legislators, Congress and foundation leaders must designate the funds needed to enable colleges and universities to deliver excellent teacher education.*** Public funds from national, state and local sources must be increased to deliver high-quality pre-service training. They must also provide support for additional post-graduation, on-the-job clinical training through the development of induction programs for novice teachers. Corporate and foundation leaders can help improve the quality of instruction and thus ensure student achievement by providing grants and special projects targeted at teacher education programs.

■ ***College faculty, clinical supervisors and cooperating school-teachers must define clear, explicit and shared expectations for their roles and responsibilities during the clinical experience.*** These standards should be reflected in new NCATE standards and incorporated into collective bargaining contracts.

■ ***School district unions must assume greater responsibility for the quality of the clinical experience.*** K-12 locals need to make the process of identifying cooperating teachers for teacher education candidates and mentors for novice teachers a central part of their responsibility. Collective bargaining should address the procedures that would ensure a quality mentor program, rigorous selection criteria, training for cooperating and mentor teachers, and adequate compensation. School districts and K-12 unions both have a professional responsibility to cooperate in ensuring teacher quality by jointly arranging meetings, seminars and other activities.

■ ***Higher education unions must use their good offices to strengthen teacher education. The campus union can take the lead in promoting greater communication between teacher-education faculty and their colleagues in other departments.*** The union, through its contract, can work to ensure that the

institutional reward system favors clinical work in the schools, and that the hiring and training process for clinical faculty meets high standards. The union must work, through academic channels, to ensure that the basic liberal arts and sciences requirements offer students the grounding they need to be effective in the classroom. The union should insist that the university not place students in clinical settings where the cooperating teacher has not been vetted by a process that ensures excellence.

Strengthening teacher education requires political will, money, culture and attitude change both in the universities and in the public schools, and greater seriousness of purpose among all involved in the policies and practices related to teacher preparation. Good education for our nation's school-children cannot be delivered by declaring pedagogy meaningless nor by requiring that teachers need only the most superficial knowledge of content to interact with their students. The best answer to high-quality teaching is professionalism: high-quality professional training, high standards for entry into the profession, a strong induction program for beginning teachers, competitive pay, administrative support and continuous opportunities for professional growth.

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# Appendix A: Alternative Certification

## Background

Teacher preparation programs in the United States traditionally have been designed to meet the needs of high school graduates who enter college and want to become teachers. These state-approved programs typically fulfill the college's general education requirements for earning a baccalaureate degree and include a major or minor in education, as well as requirements such as passing specific tests and student teaching. Upon successfully completing the program, a candidate receives a license to teach.

Since the mid-1980s, when three states (California, New Jersey and Texas) began implementing programs that prepare teachers through alternative means, the number of states that have some kind of alternative route to teacher certification has grown dramatically. In 1999, some 40 states reported that they provide alternatives to the traditional avenue into teaching (Feistritzer and Chester, 2000).

## About the Data

The National Center for Education Information (NCEI) report, *Alternative Teacher Certification: A State-by-State Analysis 2000*, by C. Emily Feistritzer and David T. Chester contains the most current data on alternative certification. But, as the authors note, the data available from the states are quite limited and have many holes. For instance, only 12 states track the age of candidates in their alternative certification programs.

## Evolution of Alternative Routes

### *Meeting the needs of older candidates and responding to shortages*

Alternative teacher-certification programs have evolved in order to attract and prepare individuals who already have undergraduate degrees in fields other than education. Traditional undergraduate programs don't make sense for these individuals.

Alternative teacher-preparation routes also have developed in response to threats of shortages. Existing and anticipated shortages (the well-publicized projected need for 220,000 new teachers per year over the next decade) are largely geographic and subject-matter specific. And, as Feistritzer and Chester point out, when the estimated annual demand for new teachers is examined, it becomes clear that it refers to "newly hired" teachers, which can mean new to the country, state, district or school as well as those individuals new to teaching. From the available data, however, it is difficult to tell what percent of new hires in any given year are individuals returning to teaching or changing teaching positions, what percent are new teachers prepared in teacher education programs and what percent are new teachers prepared through alternative routes or granted emergency licenses. In any case, the Feistritzer and

Chester data do show that the number of alternative certified teachers is growing.

### *Growing interest in alternative routes to teacher certification*

Thus far, alternative teacher-certification programs have prepared under 5 percent of today's 2.7 million teachers. But, according to 1999 NCEI interviews there is increasing interest in these routes—especially from individuals wanting to become certified to teach. Officials in 33 states say that interest in alternative certification programs among local school district personnel has grown, 27 states report rising interest among state legislators, and 22 states say interest among university/college schools of education has increased.

### *Changing profile of prospective teachers*

What type of candidates do alternative certification programs attract? Existing data (fewer than half the states with such programs record these data) show that this growing segment of prospective teachers tends to be older and that these programs attract more men and minorities than traditional programs. It appears, too, that participants are likely to teach in the inner city or in rural areas.

- Candidates tend to be older—the age ranges from 25 to 50—than participants in traditional programs (Feistritzer and Chester, 2000). Indeed, the profile of individuals entering teaching has changed markedly. People are beginning their preparation later in their academic and professional careers. Nearly three out of 10 candidates who completed a college-based teacher preparation program in 1998 entered the program after receiving at least a bachelor's degree (Feistritzer and Chester, 2000).
- Alternative programs attract more men than traditional programs. Of the 16 states recording such data, most report that the percentage of male alternative-certification candidates

exceeds the percentage distribution of male teachers (27.2 percent) in public schools nationwide. For example, South Carolina reports that 58 percent of program participants are male, and Idaho reports that 67 percent of participants are men (Feistritzer and Chester, 2000; Henke et al., 1997).

■ Alternative programs attract more minority candidates than traditional programs. Only 12 of the 40 states with alternative routes to certification report usable data on race and ethnicity. However, the available data indicate that most (seven out of 12) states had a proportion of black program participants that was greater than the proportion of blacks in the national teacher work force, which is 8.6 percent. Some states reported even larger proportions of black participants in alternative programs—ranging from 13.5 percent in Texas to 99 percent in Kentucky. For the states that showed ethnic breakouts for alternative teacher-certification programs, most (eight out of 12) had a proportion of blacks equal to or greater than the proportion of blacks in the state as a whole. For example, Michigan's black population is roughly 14 percent, but 80 percent of candidates in alternative programs were black (Feistritzer and Chester, 2000; Henke et al., 1997; Wright, 1996).

■ The data also show that most (seven out of 12) states had a proportion of Hispanic candidates in alternative programs that was greater than the proportion of Hispanics among teachers nationally, which is 3.7 percent. States reported larger proportions, which range from 5 percent in Arkansas and Delaware to 27 percent in Texas and up to 55 percent in New Mexico. For the states that showed ethnic breakouts for alternative teacher-certification programs, most had a proportion of Hispanics equal to or greater than the proportion of Hispanics in the state as a whole. For example, New Mexico's Hispanic population is roughly 38 percent, but 55

percent of candidates in alternative programs were Hispanic (Feistritzer and Chester, 2000; Henke et al., 1997; Wright, 1996).

■ Participants in alternative programs seem to be more likely to teach in inner-city and rural communities than in small towns or suburbs. More than half of the states that keep such data (13) report that 50 percent or more of the participants in their alternative route programs teach in inner-city or rural communities. In California, for instance, 80 percent of alternative certification participants teach in inner-city schools, and Idaho reports that 90 percent of alternative program participants teach in rural schools (Feistritzer and Chester, 2000).

Based on these data, it appears that alternative certification programs may hold promise as a means of increasing minority representation in the teaching force and supplying qualified teachers to schools in hard-to-staff urban and rural areas.

## Quality Issues

Just as working to improve and ensure the quality of traditional teacher-preparation programs is a crucial component in any efforts to enhance instruction and student learning, it is equally important to ensure that alternative routes into teaching are of high caliber.

The quality of existing alternative certification programs varies widely. Few states have programs with well-defined criteria for recruiting, selecting, training and licensing prospective teachers. The range of qualifying criteria, for instance, varies from requiring a bachelor's degree, passage of a test(s), screening interviews, and demonstration of content mastery to requiring just a bachelor's degree to not requiring a college degree at all. A few examples from Feistritzer and Chester's program descriptions:

■ Arkansas's "Alternative Certification Program" requires applicants to have at least a bachelor's degree (non-education major in the subject he or she intends to teach, or coursework requirements for secondary certification), a cumulative GPA of 2.75 or 3.0 in the last 60 hours of degree work, three letters of reference, and an interview with a selection committee. The applicant must also take the Praxis I and Praxis II (Specialty Area Examination) to enter the program.

■ In Vermont, if a certified teacher is not found to fill a vacant position by autumn, the district is allowed to select "the best available candidate" and can obtain a waiver.

■ In Michigan, one route requires that candidates possess at least a bachelor's degree or be currently enrolled in a teacher preparation program—which will result in a Michigan teaching certificate when finished—and have completed 90 semester hours in a teacher preparation program.

On one extreme are quality alternative certification programs that (1) aim to attract talented career changers and others with at least a bachelor's degree in a non-education major, and (2) impose rigorous entry criteria that may include tests, interviews and demonstrated mastery of content among other requirements. Candidates in these programs take education and pedagogy courses the summer before entering the classroom and throughout the school year. They teach during the regular school year, but under the close supervision of expert mentor teachers and become fully licensed once they have successfully met the standards for completing the program. According to Feistritzer and Chester, there are only 12 states that implement one or more programs that meet the National Center for Education Information's criteria (similar to the above) for exemplary alternative teacher preparation. In 1998-99 less than 40 percent of the approximately 24,000 individu-

als certified through alternative route programs had the benefit of programs that Feistritzer and Chester have identified as being exemplary.

On the opposite end of the spectrum are programs that require little more than a college degree, if that, and fail to require education coursework or to provide support in the classroom. Individuals who enter teaching through such routes—often referred to as "emergency certification"—are left to sink or swim. In between these extremes are programs that may have some, but not all, of the characteristics essential to quality alternative certification programs.

## Selectivity

Data collected in the 11 states that track application and acceptance to alternative certification programs indicate some amount of selectivity in determining who enters such programs. All but three states report accepting fewer candidates than applied to their alternative route program(s). In Connecticut, for instance, 460 people applied to the state's alternative teacher-certification programs, but only 180 were accepted. It is not clear from the data, however, why the candidates were rejected by the programs. For example, all or nearly all of the candidates might meet a program's entry requirements, but the program might turn many away because of restrictions related to the program's size. That situation would be drastically different from a program that rejects applicants because they do not meet stringent entry criteria.

Nearly one-third of all states with alternative certification programs (13 out of 40) also have a program that can be considered an emergency route. For example, California, a state that Feistritzer and Chester identify as having exemplary programs, implements an emergency certification program. In some states, emergency certification accounts for filling more teaching positions than any other alternative route. In 1998-99,

California issued 28,617 emergency teaching permits—vastly more than for all other alternative routes combined. Louisiana issued 4,698 emergency certificates (called “temporary teaching assignment”)—more than five times the number of its other alternative certification avenues combined. The emergency route is not selective.

## Recommendations

Emergency routes where individuals are thrown into the classroom to “sink or swim” are unacceptable and must be eliminated as an “alternative route” to the classroom. But, recruiting individuals who did not originally prepare to be teachers can provide a rich source of candidates for the teacher work force. It is reasonable to develop for these individuals alternative training programs that accommodate their past educational and work experiences. Such programs must insist on rigorous standards for entry (including passing all subject-matter tests required of traditional candidates) and pre-employment pedagogical training. In addition, individuals who enter these routes into teaching must have intensive support and supervision by expert teachers during their initial teaching experiences—“buddy systems” won’t suffice.

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