2011 State Teacher Policy Yearbook

Utah

OVERALL GRADA

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Acknowledgments

STATES

State education agencies remain our most important partners in this effort, and their gracious cooperation has helped to ensure the factual accuracy of the final product. Every state formally received a draft of the *Yearbook* in July 2011 for comment and correction; states also received a final draft of their reports a month prior to release. All but one state responded to our inquiries. While states do not always agree with the recommendations, their willingness to acknowledge the imperfections of their teacher policies is an important first step toward reform.

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

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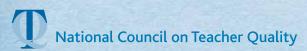
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Executive Summary

For five years running, the National Council on Teacher Quality (NCTQ) has tracked states' teacher policies, preparing a detailed and thorough compendium of teacher policy in the United States on topics related to teacher preparation, licensure, evaluation, career advancement, tenure, compensation, pensions and dismissal.

The 2011 State Teacher Policy Yearbook includes NCTQ's biennial, full review of the state laws, rules and regulations that govern the teaching profession. This year's report measures state progress against a set of 36 policy goals focused on helping states put in place a comprehensive framework in support of preparing, retaining and rewarding effective teachers. For the first time, the Yearbook includes a progress rating for states on goals that have been measured over time. An overall progress ranking is also included, showing how states compare to each other in moving forward on their teacher policies.

Utah at a Glance

Overall 2011 Yearbook Grade:



Overall 2009 Yearbook Grade: D

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

Overall Progress



Highlights from recent progress in Utah include:

- Annual evaluations for all teachers
- No loopholes in license test requirements
- Teacher pension system with option of defined contribution plan

How is **Utah** Faring?

Area 1 Delivering Well Prepared Teachers



Policy Strengths

Policy Weaknesses

- Teacher candidates are not required to pass a test of academic proficiency as a criterion for admission to teacher preparation programs.
- Elementary teachers are not adequately prepared to teach the rigorous content associated with the Common Core Standards.
- Teacher preparation programs are not required to address the science of reading, and candidates are not required to pass a test to ensure knowledge.
- Neither teacher preparation program nor licensure test requirements ensure that new elementary teachers are adequately prepared to teach mathematics.

- Middle school teachers are allowed to teach on a 1-8 generalist license.
- Although most secondary teachers must pass a content test to teach a core subject area, some secondary science and social studies teachers are not required to pass content tests for each discipline they intend to teach.
- The state offers a K-12 special education certification.
- Not all new teachers must pass a pedagogy test.
- Requirements for teacher preparation do not ensure a high-quality student teaching experience.
- The teacher preparation program approval process does not hold programs accountable for the quality of the teachers they produce.

Area 2 Expanding the Pool of Teachers



Policy Strengths

The state offers a license with minimal requirements that would allow content experts to teach part time.

Policy Weaknesses

- Admission criteria for the alternate route to certification are not sufficiently selective or flexible for nontraditional candidates.
- Alternate route preparation is not streamlined or geared toward the immediate needs of new teachers.
- Although there are no limits on the usage of alternate routes, there are restrictions on providers.
- Although out-of-state teachers are appropriately required to meet the state's testing requirements, there are additional obstacles that do not support licensure reciprocity.

How is **Utah** Faring?

Area 3 Identifying Effective Teachers



Policy Strengths

- The state data system has the capacity to provide evidence of teacher effectiveness.
- All teachers must be evaluated annually.

Policy Weaknesses

- Objective evidence of student learning is not the preponderant criterion of teacher evaluations.
- Tenure decisions are not connected to evidence of teacher effectiveness.
- Licensure advancement and renewal are not based on teacher effectiveness.
- Little school-level data are reported that can help support the equitable distribution of teacher talent.

Area 4 Retaining Effective Teachers



Policy Strengths

- All new teachers receive mentoring.
- Districts are given full authority for how teachers are paid, although they are not discouraged from basing salary schedules solely on years of experience and advanced degrees.
- Teachers can receive performance pay as well as
- additional compensation for working in shortage subject areas.
- Teachers have the option of a defined contribution plan or a hybrid plan as their mandatory pension plan.
- The defined contribution plan is fully portable, flexible, and fair to all teachers, and pension wealth accumulates uniformly for each year a teacher works.

Policy Weaknesses

- Professional development is not aligned with findings from teachers' evaluations.
- The state does not support additional compensation for relevant prior work experience or for working in high-need schools.
- The hybrid pension plan is similar to a defined benefit pension system and is not portable, flexible or fair, and pension wealth does not accumulate uniformly for each year a teacher works.
- The state commits excessive resources to the pension system.

Area 5 Exiting Ineffective Teachers



Policy Strengths

- Most teachers must pass all required subject-matter tests as a condition of initial licensure; unfortunately, this does not apply to teachers licensed through alternate routes.
- A last hired, first fired layoff policy is prohibited.

Policy Weaknesses

- Eligibility for dismissal is not a consequence of multiple unsatisfactory evaluations.
- Ineffective classroom performance is not grounds for dismissal, and the state does not ensure that the appeal process for tenured teachers is expedient.

Utah Goal Summary

Goal Br	reakdown		1 /41			
★ Bes	st Practice	0		Area 3: Identifying Effective Teachers		
Ful	ly Meets	4		3-A: State Data Systems		
Ne	arly Meets	7		3-B: Evaluation of Effectiveness		
1 Par	tially Meets	10		3-C: Frequency of Evaluations		
On	ly Meets a Small Part	5				
	es Not Meet	10		3-D: Tenure	0	
	Progress on Goals Since 2009			3-E: Licensure Advancement	0	
				3-F: Equitable Distribution		
Area 1:	Delivering Well Prepared Teachers			Area 4: Retaining Effective Teachers		
1-A: Adr	mission into Preparation Programs	\circ		4-A: Induction		
1-B: Eler	mentary Teacher Preparation	•		4-B: Professional Development	•	
	cher Preparation in Reading truction	0		4-C: Pay Scales	•	
1-D: Tea	cher Preparation in Mathematics	•		4-D: Compensation for Prior Work Experience	0	
1-E: Mid	Idle School Teacher Preparation	•		4-E: Differential Pay	0	
1-F: Sec	ondary Teacher Preparation			4-F: Performance Pay		
	condary Teacher Preparation in ence	•		4-G: Pension Flexibility	0	
	condary Teacher Preparation in cial Studies			4-H: Pension Sustainability	•	
1-I: Spec	cial Education Teacher Preparation	0		4-I: Pension Neutrality	•	
1-J: Ass	essing Professional Knowledge		8	Area 5: Exiting Ineffective Teachers		
1-K: Stu	dent Teaching	0		5-A: Licensure Loopholes	•	
	cher Preparation Program			5-B: Unsatisfactory Evaluations		
	countability Expanding the Pool of Teachers			5-C: Dismissal for Poor Performance	0	
	ernate Route Eligibility	0		5-D: Reductions in Force		
2-B: Alte	ernate Route Preparation	•				
2-C: Alte	ernate Route Usage and Providers	•				
2-D: Par	t Time Teaching Licenses	•				
2-E: Lice	ensure Reciprocity	•				

About the Yearbook

The National Council on Teacher Quality (NCTQ) has long argued that no educational improvement strategies states take on are likely to have a greater impact than policies that seek to maximize teacher effectiveness. In this fifth edition of the State Teacher Policy Yearbook, NCTQ provides a detailed examination of state laws, rules and regulations that govern the teaching profession, covering the full breadth of policies including teacher preparation, licensure, evaluation, career advancement, tenure, compensation, pensions and dismissal.

The Yearbook is a 52-volume compendium of customized state reports for the 50 states and the District of Columbia, as well as a national summary overview, measuring state progress against a set of 36 specific policy goals. All of the reports are available from NCTQ's website at www.nctq.org/stpy.

The 36 Yearbook goals are focused on helping states put in place a comprehensive policy framework in support of preparing, retaining and rewarding effective teachers. The goals were developed based on input and ongoing feedback from state officials, practitioners, policy groups and other education organizations, as well as from NCTQ's own nationally respected advisory board. These goals meet five criteria for an effective reform framework:

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

The need to ensure that all children have effective teachers has captured the attention of the public and policymakers across the country like never before. The Yearbook offers state school chiefs, school boards, legislatures and the many advocates who press hard for reform a concrete set of recommendations as they work to maximize teacher quality for their students.

How to Read the Yearbook

NCTQ rates state teacher policy in several ways.

For each of the 36 individual teacher policy goals, states receive two ratings. The first rating indicates whether, or to what extent, a state has met the goal. NCTQ uses these familiar graphics to indicate the extent to which each goal has been met:









A new feature of this year's *Yearbook* is a progress rating for each goal NCTQ has measured over time. These ratings are intended to give states a meaningful sense of the changes in teacher policy since the 2009 *Yearbook* was published. Using the symbols below, NCTQ determines whether each state has advanced on the goal, if the state policy has remained unchanged, or if the state has actually lost ground on that topic.





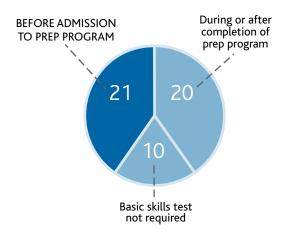


Some goals are marked with this symbol , which indicates that the bar has been raised for this goal since the 2009 *Yearbook*. With many states making considerable progress in advancing teacher effectiveness policy, NCTQ raised the standards for some goals where the bar had been quite low. As this may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

States receive grades in the five goal areas under which the 36 goals are organized: 1) delivering well prepared teachers; 2) expanding the pool of teachers; 3) identifying effective teachers; 4) retaining effective teachers and 5) exiting ineffective teachers. States also receive an overall grade that summarizes state performance across the five goal areas, giving an overall perspective on how states measure up against NCTQ benchmarks. New this year, states also receive an overall progress ranking, indicating how much progress each state has made compared to other states.

As always, the *Yearbook* provides a detailed narrative accounting of the policy strengths and weaknesses in each policy area for each state and for the nation as a whole. Best practices are highlighted. The reports are also chock full of reader-friendly charts and tables that provide a national perspective on each goal and serve as a quick reference on how states perform relative to one another, goal by goal.

Another new feature this year makes it easier to distinguish strong policies from weaker ones on our charts and tables. The policies NCTQ considers strong practices or the ideal policy positions for states are capitalized. This provides a quick thumbnail for readers to size up state policies against the policy option that aligns with NCTQ benchmarks for meeting each policy goal. For example, on the chart below, "BEFORE ADMISSION TO PREP PROGRAM" is capitalized, as that is the optimal timing for testing teacher candidates' academic proficiency.



Goals

AREA 1: DELIVERING WELL PREPARED TEACHERS

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1-A: Admission into Preparation Programs

The state should require undergraduate teacher preparation programs to admit only candidates with good academic records.

1-B: Elementary Teacher Preparation

The state should ensure that its teacher preparation programs provide elementary teachers with a broad liberal arts education, the necessary foundation for teaching to the Common Core Standards.

1-C: Teacher Preparation in Reading Instruction

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

1-D: Teacher Preparation in Mathematics

The state should ensure that new elementary teachers have sufficient knowledge of the mathematics content taught in elementary grades.

1-E: Middle School Teacher Preparation

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

1-F: Secondary Teacher Preparation

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

1-G: Secondary Teacher Preparation in Science

The state should ensure that science teachers know all the subject matter they are licensed to teach.

1-H: Secondary Teacher Preparation in Social Studies

The state should ensure that social studies teachers know all the subject matter they are licensed to teach.

1-I: Special Education Teacher Preparation

The state should ensure that special education teachers know the subject matter they will be required to teach.

1-I: Assessing Professional Knowledge

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

1-K: Student Teaching

The state should ensure that teacher preparation programs provide teacher candidates with a high-quality clinical experience.

1-L: Teacher Preparation Program Accountability

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

AREA 2: EXPANDING THE POOL OF TEACHERS

PAGE 57

2-A: Alternate Route Eligibility

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

2-B: Alternate Route Preparation

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

2-C: Alternate Route Usage and Providers

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

2-D: Part Time Teaching Licenses

The state should offer a license with minimal requirements that allows content experts to teach part time.

2-E: Licensure Reciprocity

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

Goals

AREA 3: IDENTIFYING EFFECTIVE TEACHERS

PAGE 79

3-A: State Data Systems

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

3-B: Evaluation of Effectiveness

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

3-C: Frequency of Evaluations

The state should require annual evaluations of all teachers.

3-D: Tenure

The state should require that tenure decisions are based on evidence of teacher effectiveness.

3-E: Licensure Advancement

The state should base licensure advancement on evidence of teacher effectiveness.

3-F: Equitable Distribution

The state should publicly report districts' distribution of teacher talent among schools to identify inequities in schools serving disadvantaged children.

AREA 4: RETAINING EFFECTIVE TEACHERS

PAGE 103

4-A: Induction

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

4-B: Professional Development

The state should require professional development to be based on needs identified through teacher evaluations.

4-C: Pay Scales

The state should give local districts authority over pay scales.

4-D: Compensation for Prior Work Experience

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

4-E: Differential Pay

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

4-F: Performance Pay

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

4-G: Pension Flexibility

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

4-H: Pension Sustainability

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

4-1: Pension Neutrality

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

AREA 5: EXITING INEFFECTIVE TEACHERS

PAGE 145

5-A: Licensure Loopholes

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

5-B: Unsatisfactory Evaluations

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

5-C: Dismissal for Poor Performance

The state should articulate that ineffective classroom performance is grounds for dismissal and ensure that the process for terminating ineffective teachers is expedient and fair to all parties.

5-D: Reductions in Force

The state should require that its school districts consider classroom performance as a factor in determining which teachers are laid off when a reduction in force is necessary.

Goal A – Admission into Preparation Programs

The state should require undergraduate teacher preparation programs to admit only candidates with good academic records.

Goal Components

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

- 1. The state should require teacher candidates to pass a test of academic proficiency that assesses reading, writing and mathematics skills as a criterion for admission to teacher preparation programs.
- 2. All preparation programs in a state should use a common admissions test to facilitate program comparison, and the test should allow comparison of applicants to the general college-going population and selection of applicants in the top half of that population.
- Programs should have the option of exempting candidates from this test who submit comparable SAT or ACT scores at a level set by the state.



The components for this goal have changed since 2009. In light of state progress on this topic, the bar for this goal has been raised.

Background

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



Area 1: Goal A **Utah** Analysis



State Does Not Meet Goal Raised for this Goal





Progress Since 2009

ANALYSIS

Utah does not require aspiring teachers to pass a test of academic proficiency as a criterion for admission to teacher preparation programs or at any time thereafter.

RECOMMENDATION

 Require teacher candidates to pass a test of academic proficiency that assesses reading, writing and mathematics skills as a criterion for admission to teacher preparation programs.

Teacher preparation programs that do not screen candidates end up investing considerable resources in individuals who may not be able to successfully complete the program and pass licensing tests. Candidates needing additional support should complete remediation prior to program entry, avoiding the possibility of an unsuccessful investment of significant public tax dollars.

Require preparation programs to use a common test normed to the general college-bound population.

The basic skills tests in use in most states largely assess middle school-level skills. To improve the selectivity of teacher candidates—a common characteristic in countries whose students consistently outperform ours in international comparisons—Utah should require an assessment that demonstrates that candidates are academically competitive with all peers, regardless of their intended profession. Requiring a common test normed to the general college population would allow for the selection of applicants in the top half of their class, as well as facilitate program comparison.

Exempt candidates with comparable SAT or ACT scores.

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

UTAH RESPONSE TO ANALYSIS

Utah noted that it is updating its program-approval rule to include a common test for program entry. Preparation programs already use ACT, SAT or Praxis I scores for admission. However, a consistent state minimum score for admission into teacher preparation is not yet required but will be addressed in the update.

Supporting Research

Utah Board Rule R277-503-4(A)(2) http://www.rules.utah.gov/publicat/code/r277/r277-503.htm#T4

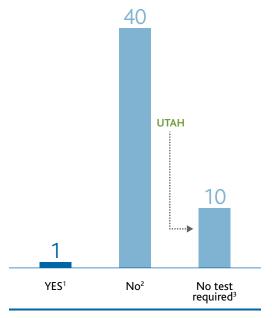
LAST WORD

NCTQ looks forward to reviewing the state's progress in future editions of the Yearbook.



Although there are a number of states that require teacher candidates to pass a basic skills test as a criterion for admission to a preparation program, Texas is the only state that requires a test of academic proficiency normed to the general college bound population rather than just to prospective teachers. In addition, the state's minimum scores for admission appear to be relatively selective when compared to other tests used across the country.

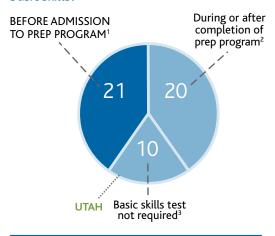
Figure 2 Do states require a test of academic proficiency that is normed to the general college-going population?



1. Strong Practice: Texas

- 2. Alabama, Alaska, Arkansas, California, Connecticut, Delaware, District of Columbia, Florida, Georgia, Hawaii, Illinois, Indiana, Iowa, Louisiana, Maine, Maryland, Massachusetts, Michigan, Minnesota, Mississippi, Missouri, Nebraska, Nevada, New Hampshire, New Jersey, New Mexico, New York, North Carolina, North Dakota, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Carolina, Tennessee, Vermont, Virginia, Washington, West Virginia, Wisconsin
- 3. Arizona, Colorado, Idaho, Kansas, Kentucky, Montana, Ohio, South Dakota, Utah, Wyoming

Figure 3 When do states test teacher candidates' basic skills?



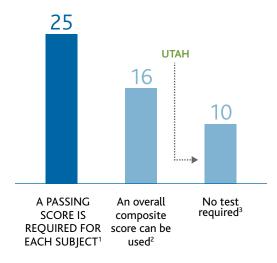
- 1. Strong Practice: Arkansas, Connecticut, Florida, Georgia, Hawaii, Illinois, Indiana, Iowa, Louisiana, Mississippi, Missouri, Nebraska, North Carolina, Rhode Island, South Carolina, Tennessee, Texas, Virginia, Washington, West Virginia, Wisconsin
- 2. Alabama, Alaska, California, Delaware, District of Columbia, Maine, Maryland, Massachussets, Michigan, Minnesota, Nevada, New Hampshire, New Jersey, New Mexico, New York, North Dakota, Oklahoma, Oregon, Pennsylvania, Vermont
- 3. Arizona, Colorado, Idaho, Kansas, Kentucky, Montana, Ohio, South Dakota, Utah, Wyoming

TESTNORME TO COLLEGE.

ADMISSION TO PREP PROPERTO Figure 4 Do states appropriately test teacher candidates' academic proficiency? Alabama Alaska Arizona П П Arkansas California Colorado Connecticut Delaware П District of Columbia Florida П П Georgia Hawaii Idaho Illinois Indiana Iowa Kansas Kentucky Louisiana Maine Maryland Massachusetts Michigan Minnesota Mississippi П Missouri Montana Nebraska Nevada New Hampshire New Jersey New Mexico П New York North Carolina North Dakota Ohio Oklahoma Oregon Pennsylvania Rhode Island South Carolina South Dakota Tennessee П П П Texas **UTAH** Vermont Virginia П Washington West Virginia Wisconsin Wyoming 1 20 20 10

Figure 5

Do states measure performance in reading, mathematics and writing?



- 1. Strong Practice: Alabama, Alaska, Arkansas, Connecticut, Delaware, Florida, Georgia, Illinois, Louisiana, Massachusetts, Michigan, Minnesota, Mississippi, Missouri, Nebraska, Nevada, New Jersey, Oklahoma, Oregon, South Carolina, Tennessee, Texas, Washington, West Virginia, Wisconsin
- California⁴, District of Columbia⁴, Hawaii⁴, Indiana, Iowa, Maine⁴, Maryland, New Hampshire⁴, New Mexico, New York, North Carolina, North Dakota⁵, Pennsylvania⁴, Rhode Island⁴, Vermont, Virginia
- 3. Arizona, Colorado, Idaho, Kansas, Kentucky, Montana, Ohio, South Dakota, Utah, Wyoming
- 4. Minimum score must be met in each section.
- Composite score can only be used if passing score is met on two of three subtests.

Goal B – Elementary Teacher Preparation

The state should ensure that its teacher preparation programs provide elementary teachers with a broad liberal arts education, the necessary foundation for teaching to the Common Core Standards.

Goal Components

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

- 1. The state should require that its approved teacher preparation programs deliver a comprehensive program of study in broad liberal arts coursework. An adequate curriculum is likely to require approximately 36 credit hours to ensure appropriate depth in the core subject areas of English, science, social studies and fine arts. (Mathematics preparation for elementary teachers is discussed in Goal 1-D.)
- 2. The state should require elementary teacher candidates to pass a subject-matter test designed to ensure sufficient content knowledge of all subjects.
- 3. The state should require elementary teacher candidates to complete a content specialization in an academic subject area. In addition to enhancing content knowledge, this requirement also ensures that prospective teachers have taken higher level academic coursework.
- 4. Arts and sciences faculty, rather than education faculty, should in most cases teach liberal arts coursework to teacher candidates.

Background

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



Area 1: Goal B **Utah** Analysis



State Meets Small Part of Goal



Progress Since 2009

ANALYSIS

Although Utah has adopted the Common Core Standards, the state does not ensure that its elementary teacher candidates are adequately prepared to teach the rigorous content associated with these standards.

Utah has worked with ETS to create a new elementary content test, which will be comprised of four subtests with individual scores in math, reading and language arts, science and social studies. Candidates must pass each subtest to be eligible for licensure. This new test will be available in December 2011, and, as of September 2012, it will be the state's required assessment for elementary teacher candidates.

Although the state does not specify general education requirements, all elementary teacher candidates in Utah are required to complete an unspecified amount of "study and experiences" in areas that include language development and listening, speaking, writing and reading, with an emphasis on language development, biological and physical science and health, social studies and fine arts. These are sensible indicators of important curricular areas, but there is no guarantee that the courses used to meet these requirements will be relevant to the PK-6 classroom.

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

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

Supporting Research

Utah Administrative Code R277-504-7

Praxis II www.ets.org

RECOMMENDATION

Require a content test that ensures sufficient knowledge in all subjects.

Utah should ensure that its new subject-matter test for elementary teacher candidates is well aligned with the Common Core Standards, which represent an effort to significantly raise the standards for the knowledge and skills American students will need for college readiness and global competitiveness.

Further, to be meaningful, Utah should also ensure that the passing scores on each subtest reflect high levels of performance.

Provide broad liberal arts coursework relevant to the elementary classroom.

Utah should either articulate a more specific set of standards or establish more comprehensive coursework requirements that are specifically geared to the areas of knowledge needed by PK-6 teachers. Further, the state should align its requirements for elementary teacher candidates with the Common Core Standards to ensure that candidates will complete coursework relevant to the

common topics in elementary grades. An adequate curriculum is likely to require approximately 36 credit hours in the core subject areas of English, science, social studies and fine arts.

Require at least an academic concentration.

An academic concentration, if not a full academic major, would not only enhance Utah teachers' content knowledge, but it would also ensure that prospective teachers have taken higher-level academic coursework. Further, it would provide an option for teacher candidates unable to fulfill student teaching or other professional requirements to still earn a degree.

■ Ensure that arts and sciences faculty teach liberal arts coursework.

Although an education professor is best suited to teach effective methodologies in subject instruction, faculty from the university's college of arts and sciences should provide subject-matter foundation.

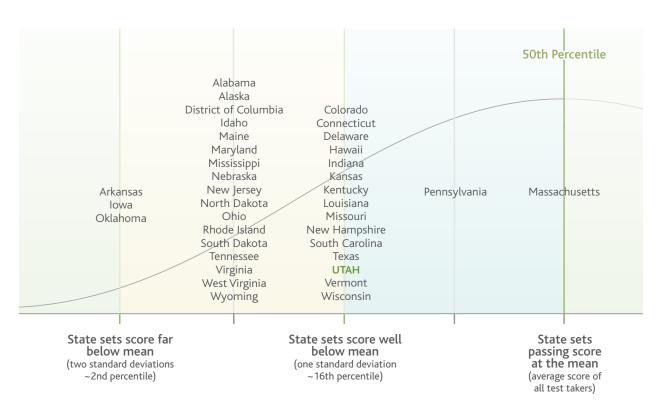
UTAH RESPONSE TO ANALYSIS

Utah pointed out that all teacher preparation programs are required to use the Common Core Standards beginning in the fall of 2012, and the state is providing professional development to all preparation faculty members. Further, requirements for academic concentration will be addressed in the program approval revision process during the 2011-2012 school year.



Although no state meets this goal, three states have noteworthy policies. Massachusetts's testing requirements, which are based on the state's curriculum, ensure that elementary teachers are provided with a broad liberal arts education. Indiana and Utah are the first two states to adopt the new Praxis II "Elementary Education: Multiple Subjects" content test, which requires candidates to pass separately scored subtests in reading/language arts, mathematics, social studies and science.

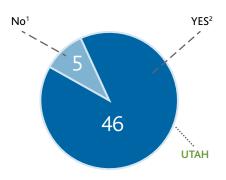
Figure 7
Where do states set the passing score on elementary content licensure tests¹?



¹ Based on the most recent technical data that could be obtained; data not available for Arizona, California, Florida, Georgia, Illinois, Michigan, Minnesota, New Mexico, New York, North Carolina, Oregon and Washington. Montana and Nebraska do not require a content test. Colorado score is for Praxis II, not PLACE. Indiana, Maryland, Nevada, South Carolina and Utah now require new Praxis tests for which the technical data are not yet available; analysis is based on previously required test.

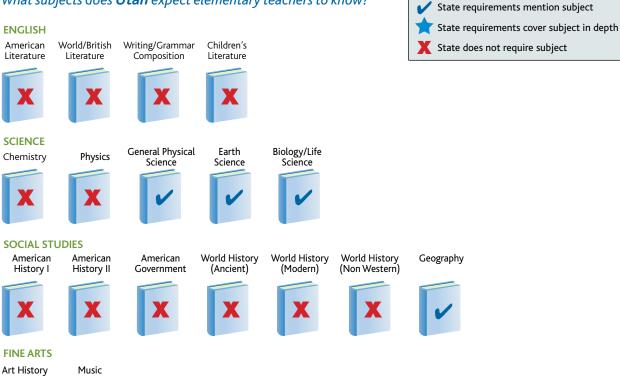
Figure 8

Have states adopted the K-12 Common Core State Standards?



^{1.} Alaska, Minnesota, Nebraska, Texas, Virginia

Figure 9
What subjects does **Utah** expect elementary teachers to know?

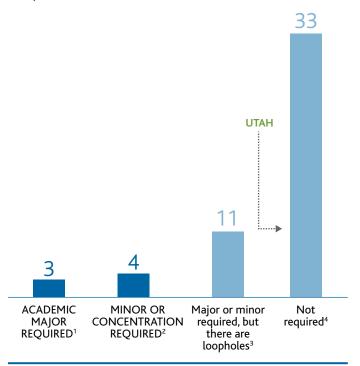


Strong Practice: Alabama, Arizona, Arkansas, California, Colorado, Connecticut, Delaware, District of Columbia, Florida, Georgia, Hawaii, Idaho, Illinois, Indiana, Iowa, Kansas, Kentucky, Louisiana, Maine, Maryland, Massachusetts, Michigan, Mississippi, Missouri, Montana, Nevada, New Hampshire, New Jersey, New Mexico, New York, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Carolina, South Dakota, Tennessee, Utah, Vermont, Washington, West Virginia, Wisconsin, Wyoming

Figure 10	ENGLISH	/ SCIENCE	SOCIAL STUDIES	FINE / ARTS
Do states expect	American Literature World/British Literature Writing/Crammar/ Composition	Chemistry Physics Ceneral Physical Science Earth Science BiologIII lie Science	American History / American History / American Government World History (Ancient) World History (Modern) (Non-Western) Geography	
elementary teachers	ture rerature	" Scie	\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\	
to have in-depth	Liters Sh Li, Sh Li, Liters	Vsice Co.	History Cove	// _ / /
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core content?	American Literature World/British Literature Writing/Crammar/ Children's Literature	Chemistry Physics General Physical Scien Earth Science Biology/Life Science	American History / American History / American Governmen World History (Ancie, World History (Mode, (Non-Western) Geography	Art History Music
Alabama				
Alaska				
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Virginia Washington				
West Virginia				
Wisconsin				
Wyoming				
,8				

Figure 11

Do states expect elementary teachers to complete an academic concentration?



- 1. Strong Practice: Colorado, Massachusetts, New Mexico
- 2. Strong Practice: Indiana, Mississippi, New Hampshire, Oklahoma
- California, Connecticut, Iowa, Michigan, Missouri,
 New Jersey, New York, Tennessee, Texas, Vermont, Virginia
 These states require a major, minor or concentration but
 there is no assurance it will be in an academic subject area.
- 4. Alabama, Alaska, Arizona, Arkansas, Delaware, District of Columbia, Florida, Georgia, Hawaii, Idaho, Illinois, Kansas, Kentucky, Louisiana, Maine, Maryland, Minnesota, Montana, Nebraska, Nevada, North Carolina, North Dakota, Ohio, Oregon, Pennsylvania, Rhode Island, South Carolina, South Dakota, Utah, Washington, West Virginia, Wisconsin, Wyoming

Goal C – Elementary Teacher Preparation in Reading Instruction

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

Goal Components

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

- To ensure that teacher preparation programs adequately prepare candidates in the science of reading instruction, the state should require that these programs train teachers in the five instructional components shown by scientifically based reading research to be essential to teaching children to read.
- 2. The state should require that new elementary teachers pass a rigorous test of reading instruction in order to attain licensure. The design of the test should ensure that prospective teachers cannot pass without knowing the science of reading instruction.

Background

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



Area 1: Goal C **Utah** Analysis



State Does Not Meet Goal



Progress Since 2009

ANALYSIS

Utah does not require that teacher preparation programs for elementary teacher candidates address the science of reading. The state has neither coursework requirements nor standards related to this critical area.

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

RECOMMENDATION

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

Utah should require that teacher preparation programs in the state train candidates in the five instructional components of scientifically based reading instruction: phonemic awareness, phonics, fluency, vocabulary and comprehension.

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

Utah should require a rigorous reading assessment tool to ensure that its elementary teacher candidates are adequately prepared in the science of reading instruction before entering the classroom. The assessment should clearly test knowledge and skills related to the science of reading, and if it is combined with an assessment that also tests general pedagogy or elementary content, it should report a subscore for the science of reading specifically. Elementary teachers who do not possess the minimum knowledge in this area should not be eligible for licensure.

UTAH RESPONSE TO ANALYSIS

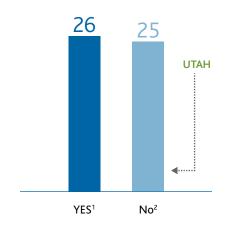
Utah recognized the factual accuracy of this analysis. The state added that its revision of the program approval process will include a requirement for the science of reading. "While it is not outlined in rule, explicit instruction in reading practices is required in all teacher preparation programs with a minimum of three courses."



T EXAMPLES OF BEST PRACTICE

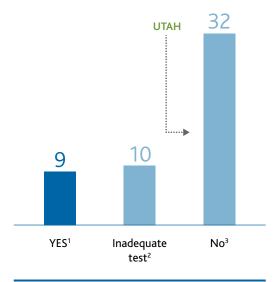
Eight states meet this goal by requiring that preparation programs for elementary teacher candidates address the science of reading and requiring that candidates pass comprehensive assessments that specifically test the five elements of instruction: phonemic awareness, phonics, fluency, vocabulary and comprehension. Independent reviews of the assessments used by Connecticut, Massachusetts and Virginia confirm that these tests are rigorous measures of teacher candidates' knowledge of scientifically based reading instruction.

Figure 13 Do states require preparation for elementary teachers in the science of reading?



- 1. Strong Practice: Alabama, Arkansas, California, Colorado, Connecticut, Florida, Georgia, Idaho, Indiana, Louisiana, Maryland, Massachusetts, Michigan, Minnesota, Mississippi, Missouri, Ohio, Oklahoma, Oregon, Pennsylvania, Tennessee, Texas, Vermont, Virginia, Washington, West Virginia
- 2. Alaska, Arizona, Delaware, District of Columbia, Hawaii, Illinois, Iowa, Kansas, Kentucky, Maine, Montana, Nebraska, Nevada, New Hampshire, New Jersey, New Mexico, New York, North Carolina, North Dakota, Rhode Island, South Carolina, South Dakota, Utah, Wisconsin, Wyoming

Figure 14 Do states measure new teachers' knowledge of the science of reading?



- 1. Strong Practice: Alabama, Connecticut, Massachusetts, Minnesota⁴, New Mexico⁵, Oklahoma, Pennsylvania⁵, Tennessee,
- 2. Arkansas, California, Florida, Georgia, Idaho, Indiana, Missouri, New York, Oregon, Texas
- 3. Alaska, Arizona, Colorado, Delaware, District of Columbia, Hawaii, Illinois, Iowa, Kansas, Kentucky, Louisiana, Maine, Maryland, Michigan, Mississippi, Montana, Nebraska, Nevada, New Hampshire, New Jersey, North Carolina, North Dakota, Ohio, Rhode Island, South Carolina, South Dakota, Utah, Vermont, Washington, West Virginia, Wisconsin, Wyoming
- 4. Based on the limited information available about the test on the state's website.
- 5. Test is under development and not yet available for review.

Figure 15 Do states ensure that		REPARATIO QUIREMEN	TS /	TEST REQUIRE	
Do states ensure triat			/	_	
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know the science of			\ \\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\	, / st	tes /
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California					
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Wyoming					

^{1.} Based on the limited information available about the test on the state's website.

^{2.} Test is under development and not yet available for review.

Goal D – Elementary Teacher Preparation in Mathematics

The state should ensure that new elementary teachers have sufficient knowledge of the mathematics content taught in elementary grades.

Goal Components

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

- The state should require teacher preparation programs to deliver mathematics content of appropriate breadth and depth to elementary teacher candidates. This content should be specific to the needs of the elementary teacher (i.e., foundations, algebra and geometry with some statistics).
- 2. The state should require elementary teacher candidates to pass a rigorous test of mathematics content in order to attain licensure.
- Such test can also be used to test out of course requirements and should be designed to ensure that prospective teachers cannot pass without sufficient knowledge of mathematics.

Background

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



Area 1: Goal D **Utah** Analysis



State Partly Meets Goal



Progress Since 2009

ANALYSIS

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

The state requires that all elementary teacher candidates in Utah complete an unspecified amount of "study and experiences" in mathematics. However, Utah specifies neither the requisite content of these classes nor that they must meet the needs of elementary teachers.

Utah has also adopted NCATE's ACEI (Association for Childhood Education International) standards for approving its elementary programs. ACEI standards address content in mathematics foundations, but these standards lack the specificity needed to ensure that teacher preparation programs deliver other mathematics content of appropriate breadth and depth to elementary teacher candidates. For example, ACEI algebra standards state that teacher candidates should "know, understand and apply algebraic principles," but these standards make little mention of the actual knowledge that might contribute to such an understanding.

Utah has recently adopted the new Praxis II "Elementary Education: Multiple Subjects" content test, which will report a specific subscore for mathematics.

Supporting Research

Utah Administrative Code R277-504-7

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

www.ets.org/praxis

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

RECOMMENDATION

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

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

Ensure that new test is a rigorous mathematics assessment.

Utah should make certain it is assessing mathematics content with a rigorous assessment tool, such as the test required in Massachusetts, that evaluates mathematics knowledge beyond an elementary school level and challenges candidates' understanding of underlying mathematics concepts.

UTAH RESPONSE TO ANALYSIS

Utah asserted that its teacher preparation programs are now required to teach to the Common Core Standards in mathematics, and professional development is being provided to prepare faculty members. University mathematicians have played a key role in developing professional development, curriculum guides and materials for elementary teachers to understand and teach the student performance standards in mathematics found in the Common Core Standards.

Utah also pointed out that as of September 2012, it will require that elementary education candidates pass the new Praxis II content test, which will be comprised of four subtests, including math. Candidates will have to earn a passing score on each subtest to pass the overall test.

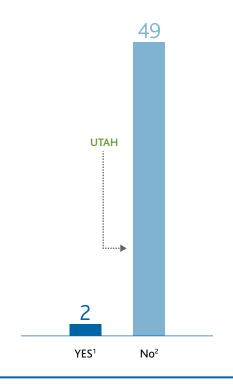
Supporting Research

www.schools.utah.gov/CommonCore http://www.ets.org/praxis/prepare/materials/5031



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

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

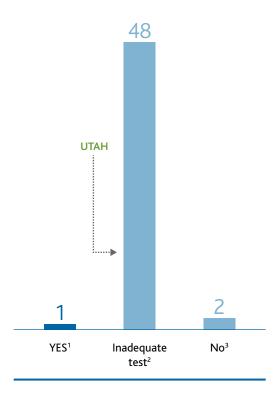


1. Strong Practice: Indiana, Massachusetts

 Alabama, Alaska, Arizona, Arkansas, California, Colorado, Connecticut, Delaware, District of Columbia, Florida, Georgia, Hawaii, Idaho, Illinois, Iowa, Kansas, Kentucky, Louisiana, Maine, Maryland, Michigan, Minnesota, Mississippi, Missouri, Montana, Nebraska, Nevada, New Hampshire, New Jersey, New Mexico, New York, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Carolina, South Dakota, Tennessee, Texas, Utah, Vermont, Virginia, Washington, West Virginia, Wisconsin, Wyoming

Figure 18

Do states measure new elementary teachers' knowledge of math?



1. Strong Practice: Massachusetts

- Alabama, Alaska, Arizona, Arkansas, California, Colorado, Connecticut, Delaware, District of Columbia, Florida, Georgia, Hawaii, Idaho, Illinois, Indiana, Iowa, Kansas, Kentucky, Louisiana, Maine, Maryland, Michigan, Minnesota, Mississippi, Missouri, Nevada, New Hampshire, New Jersey, New Mexico, New York, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Carolina, South Dakota, Tennessee, Texas, Utah, Vermont, Virginia, Washington, West Virginia, Wisconsin, Wyoming
- 3. Montana, Nebraska

Goal E - Middle School Teacher Preparation

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

Goal Components

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

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

Background

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



Area 1: Goal E **Utah** Analysis



State Meets a Small Part of Goal



Progress Since 2009

ANALYSIS

Utah requires a secondary license (grades 6-12) for middle school teachers. Candidates must complete a major (30 semester hours of credit). Endorsements are granted for all subjects in which candidates have at least a minor (16 semester hours of credit). Regrettably, the state also allows middle school teachers to teach on a generalist 1-8 license, if they are in self-contained classrooms.

All new middle school teachers in Utah are also required to pass a Praxis II subject-matter test to attain licensure. However, only candidates applying for the secondary license are required to take subject-specific assessments. Those candidates who plan to teach middle school on the generalist license are only required to pass the general elementary content test, in which subscores are not provided; therefore, there is no assurance that these middle school teachers will have sufficient knowledge in each subject they teach.

Supporting Research

Utah Administrative Code R277-504-5 www.ets.org/praxis

RECOMMENDATION

■ Eliminate 1-8 generalist license.

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

■ Strengthen middle school teachers' subject-matter preparation.

Utah should encourage middle school teachers who plan to teach multiple subjects to earn two minors in two core academic areas. However, Utah should require a subject-area major for middle school candidates who intend to teach a single subject.

Require subject-matter testing for middle school teacher candidates.

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

UTAH RESPONSE TO ANALYSIS

Utah asserted that teachers holding an elementary (1-8) license are only eligible to teach core content in a middle school setting if they have the appropriate content endorsement, which includes passing the appropriate content subject test.

The state pointed out that as of September 2012, those teaching grades 7-8 in an elementary setting will be required to take the new Praxis II content test, which will be comprised of four subtests. Candidates will have to earn a passing score on each subtest to pass the overall test.



T EXAMPLES OF BEST PRACTICE

Arkansas, Georgia and Pennsylvania ensure that all middle school teachers are sufficiently prepared to teach middle school-level content. Teachers are required to earn at least two content-area minors. Georgia and Pennsylvania also require passing scores on single-subject content tests, and Arkansas requires a subject-matter assessment with separate passing scores for each academic area.

^{*} K-8 LICENSE NOT OFFERED Self-conso offered for contained dassrooms Figure 20 Do states distinguish middle ▲ □ K-8 license offered grade preparation from elementary preparation? Alabama Alaska П П Arizona Arkansas California Colorado Connecticut Delaware District of Columbia Florida П Georgia Hawaii Idaho П Illinois П 2 Indiana Iowa Kansas Kentucky Louisiana Maine Maryland Massachusetts Michigan Minnesota П Mississippi Missouri Montana Nebraska Nevada New Hampshire New Jersey New Mexico New York North Carolina North Dakota Ohio Oklahoma 4 Oregon Pennsylvania Rhode Island South Carolina South Dakota П Tennessee Texas UTAH Vermont П Virginia Washington West Virginia 5 Wisconsin Wyoming 29 6 16

^{1.} California offers a K-12 generalist license for self-contained classrooms.

^{2.} Illinois offers K-9 license.

^{3.} With the exception of mathematics.

^{4.} Oregon offers 3-8 license.

^{5.} Wisconsin offers 1-8 license.

Figure 21	tion	MAJOR OR TWO	Syc /	less than a major or	No requirement of content
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Wyoming					
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^{1.} State does not explicitly require two minors, but it has equivalent requirements.

Pennsylvania has two options. One option requires a 30 credit concentration in one subject and nearly a minor (12 credits) in three additional subjects; the second option is 21 credits in two subject-area concentrations with 12 credits in two additional subjects.

Goal F – Secondary Teacher Preparation

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

Goal Components

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

- 1. The state should require that secondary teachers pass a licensing test in every subject they intend to teach.
- 2. The state should require that secondary teachers pass a content test when adding subject-area endorsements to an existing license.

Background

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

Figure 22 How States are Faring in Secondary Teacher Preparation **Best Practice States** Indiana, Tennessee 29 States Meet Goal Alabama, Arkansas, Connecticut, Delaware, Florida, Georgia, Idaho, Illinois, Kansas, Kentucky, Maine, Massachusetts, Michigan, Minnesota, New Jersey, New York, North Dakota, Ohio, Oklahoma, Pennsylvania, South Carolina, South Dakota, Texas, UTAH, Vermont, Virginia, Washington, West Virginia, Wisconsin States Nearly Meet Goal States Partly Meet Goal District of Columbia, Hawaii, Louisiana, Maryland, Mississippi, Missouri, Nevada, New Mexico States Meet a Small Part of Goal 12 States Do Not Meet Goal Alaska, Arizona, California, Colorado, Iowa, Montana, Nebraska, New Hampshire, North Carolina, Oregon, Rhode Island, Wyoming Progress on this Goal Since 2009: **New Goal**

Area 1: Goal F **Utah** Analysis



State Meets Goal



Progress Since 2009

ANALYSIS

Utah requires that its secondary teacher candidates pass a Praxis II content test to teach any core secondary subjects. Unfortunately, Utah permits a significant loophole to its policy by allowing both combination science and general social studies licenses, without requiring subject-matter testing for each subject area within these disciplines (see Goals 1-G and 1-H).

Further, to add an additional field to a secondary license, teachers must also pass a Praxis II content test. However, as stated above, Utah cannot guarantee content knowledge in each specific subject for those secondary teachers who add general science or general social studies endorsements.

Supporting Research

Endorsements

http://www.schools.utah.gov/cert/Endorsements-ECE-License.aspx

RECOMMENDATION

Require subject-matter testing for secondary teacher candidates.

Utah wisely requires subject-matter tests for most secondary teachers but should address any loopholes that undermine this policy (see Goals 1-G and 1-H). This applies to the addition of endorsements as well.

UTAH RESPONSE TO ANALYSIS

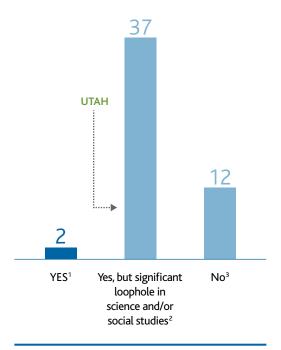
Utah was helpful in providing NCTQ with the facts necessary for this analysis.



T EXAMPLES OF BEST PRACTICE

Not only do Indiana and Tennessee require that secondary teacher candidates pass a content test to teach any core secondary subjects, but these states also do not permit any significant loopholes to this important policy by allowing secondary general science or social studies licenses (see Goals 1-G and 1-H).

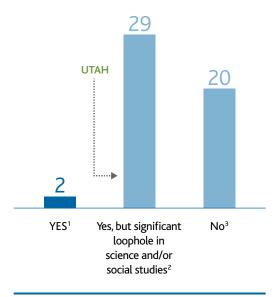
Figure 23 Do all secondary teachers have to pass a content test in every subject area for licensure?



1. Strong Practice: Indiana, Tennessee

- 2. Alabama, Arkansas, Connecticut, Delaware, District of Columbia, Florida, Georgia, Hawaii, Idaho, Illinois, Kansas, Kentucky, Louisiana, Maine, Maryland, Massachusetts, Michigan, Minnesota, Mississippi, Missouri, Nevada, New Jersey, New Mexico, New York, North Dakota, Ohio, Oklahoma, Pennsylvania, South Carolina, South Dakota, Texas, Utah, Vermont, Virginia, Washington, West Virginia, Wisconsin. (For more on loopholes, see Goals 1-G and 1-H.)
- 3. Alaska, Arizona, California, Colorado, Iowa, Montana, Nebraska, New Hampshire, North Carolina, Oregon, Rhode Island, Wyoming

Figure 24 Do all secondary teachers have to pass a content test in every subject area to add an endorsement?



1. Strong Practice: Indiana, Tennessee

- 2. Alabama, Arkansas, Connecticut, Delaware, Florida, Georgia, Idaho, Illinois, Kansas, Kentucky, Maine, Massachusetts, Michigan, Minnesota, New Jersey, New York, North Dakota, Ohio, Oklahoma, Pennsylvania, South Carolina, South Dakota, Texas, Utah, Vermont, Virginia, Washington, West Virginia, Wisconsin. (For more on loopholes, see Goals 1-G and 1-H.)
- 3. Alaska, Arizona, California, Colorado, District of Columbia, Hawaii, Iowa, Louisiana, Maryland, Mississippi, Missouri, Montana, Nebraska, Nevada, New Hampshire, New Mexico, North Carolina, Oregon, Rhode Island, Wyoming

Area 1: Delivering Well-Prepared Teachers

Goal G - Secondary Teacher Preparation in Science

The state should ensure that science teachers know all the subject matter they are licensed to teach.

Goal Components

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

- 1. The state should require secondary science teachers to pass a subject-matter test of each science discipline they intend to teach.
- 2. The state should require middle school science teachers to pass a subject-matter test designed to ensure that prospective teachers cannot pass without sufficient knowledge of science.

Background

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



Area 1: Goal G **Utah** Analysis



State Nearly Meets Goal Progress Since 2009



ANALYSIS

Utah no longer offers a general science certification for secondary teachers. The state discontinued its integrated science endorsement after the 2010-2011 school year. It does, however, have a physical science endorsement, which allows teachers to teach both physics and chemistry. Candidates are required to pass either the Praxis II "Physical Science" content test or the "Chemistry, Physics and General Science" combination test. Further, candidates applying for the chemistry endorsement are required to pass either the Praxis II "Chemistry" content test or the "Chemistry, Physics and General Science" combination test.

The state also offers a middle level science endorsement, which is only available to teachers who already hold a secondary certification in another science area. Commendably, these candidates are required to pass the Praxis II "General Science" content test.

Regrettably, however, Utah allows middle school science teachers to teach on a generalist 1-8 license, if they are in self-contained classrooms (see Goal 1-E).

Supporting Research

Utah State Licensure Test Requirements http://www.schools.utah.gov/cert/DOCS/NCLB/PRAXISTestChart_Fall2010.aspx **Praxis Testing Requirements** www.ets.org

RECOMMENDATION

Require secondary science teachers to pass tests of content knowledge for each science discipline they intend to teach.

States that allow combination licenses across multiple science disciplines—and require only a comprehensive content test—are not ensuring that these secondary teachers possess adequate subject-specific content knowledge. Utah's required assessment combines both physics and chemistry and does not report separate scores for each subject. Therefore, a candidate could, for example, answer many physics questions incorrectly on the combination content test, yet still be licensed to teach physics to high school students. Further, candidates for the chemistry endorsement should be required to pass a chemistry content test, rather than a combination assessment that cannot ensure adequate subject matter knowledge.

UTAH RESPONSE TO ANALYSIS

Utah recognized the factual accuracy of this analysis.

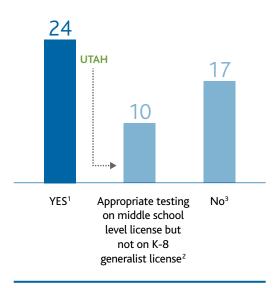
Do states ensure that secondary science teachers have adequate subjectmatter knowledge? Alabama Alaska Arizona Arkansas California	STATE OFFERS CONFINED.	State offers Seneal scien	STATE OFFIS ONLY SING.	State offers only single subject
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T EXAMPLES OF BEST PRACTICE

New Jersey does not offer certification in general science for secondary teachers. Although the state allows a combination physical science certificate, it ensure adequate content knowledge in both chemistry and physics by requiring teacher candidates to pass individual content tests in chemistry, physics and general science. Further, middle school science teachers must pass a science-specific content test.

Figure 27 Do states ensure that middle school teachers have adequate preparation to teach science?



- 1. Strong Practice: Alabama, Arkansas, Connecticut, Delaware, District of Columbia, Florida, Georgia, Hawaii, Indiana, Kansas, Kentucky, Louisiana, Maryland, Massachusetts, Mississippi, Missouri, New Jersey, Ohio, Pennsylvania, South Carolina, South Dakota, Vermont, Virginia, West Virginia
- 2. Maine, Minnesota, Nevada, New Hampshire, New Mexico, North Dakota, Oklahoma, Utah, Washington, Wisconsin
- 3. Alaska, Arizona, California, Colorado, Idaho, Illinois, Iowa, Michigan, Montana, Nebraska, New York, North Carolina, Oregon, Rhode Island, Tennessee, Texas, Wyoming

Area 1: Delivering Well-Prepared Teachers

Goal H – Secondary Teacher Preparation in Social Studies

The state should ensure that social studies teachers know all the subject matter they are licensed to teach.

Goal Components

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

- 1. The state should require secondary social studies teachers to pass a subject-matter test of each social studies discipline they intend to teach.
- The state should require middle school social studies teachers to pass a subject-matter test designed to ensure that prospective teachers cannot pass without sufficient knowledge of social studies.

Background

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

Figure 28 How States are Faring in Preparation to Teach Social Studies **Best Practice State** Indiana States Meet Goal Georgia, South Dakota States Nearly Meet Goal Minnesota, Oklahoma 32 States Partly Meet Goal Alabama, Arkansas, Connecticut, Delaware, District of Columbia, Florida, Hawaii, Kansas, Kentucky, Louisiana, Maine, Maryland, Massachusetts, Michigan, Mississippi, Missouri, Nevada, New Hampshire, New Jersey, New Mexico, North Dakota, Ohio, Pennsylvania, South Carolina, Tennessee, UTAH, Vermont Virginia, Washington, West Virginia, Wisconsin, Wyoming State Meets a Small Part of Goal Illinois 13 States Do Not Meet Goal Alaska, Arizona, California, Colorado, Idaho, Iowa, Montana, Nebraska, New York, North Carolina, Oregon, Rhode Island, Texas Progress on this Goal Since 2009: **New Goal**

Area 1: Goal H **Utah** Analysis



State Partly Meets Goal



Progress Since 2009

ANALYSIS

Utah offers secondary certification in general social studies, called composite social studies by the state. Candidates are required to pass the Praxis II "Social Studies" content test. Teachers with this license are not limited to teaching general social studies but rather can teach any of the topical areas.

Further, although Utah offers subject-specific endorsements in social studies, such as economics, geography and history, the state requires candidates to pass either the subject-specific Praxis II content test or the general assessment mentioned above.

The state does not offer a middle level endorsement for social studies, as its secondary license is valid in grades 6-12. Utah also allows middle school science teachers to teach on a generalist 1-8 license, if they are in self-contained classrooms (see Goal 1-E).

Supporting Research

Utah State Licensure Test Requirements http://www.schools.utah.gov/cert/DOCS/NCLB/PRAXISTestChart_Fall2010.aspx **Praxis Testing Requirements** www.ets.org

RECOMMENDATION

Require secondary social studies teachers to pass tests of content knowledge for each social studies discipline they intend to teach.

States that allow general social studies certifications—and only require a general knowledge social studies exam—are not ensuring that their secondary teachers possess adequate subject-specific content knowledge. Utah's required assessment combines all subject areas (e.g., history, geography, economics) and does not report separate scores for each subject area. Therefore, candidates could answer many—perhaps all—history questions, for example, incorrectly, yet still be licensed to teach history to high school students.

Utah should also require specific content tests for its subject certifications, such as history and geography. The state's allowance of a general content test even for its subject-specific certifications undermines its apparent effort to ensure content knowledge in each area of social studies.

UTAH RESPONSE TO ANALYSIS

Utah recognized the factual accuracy of this analysis.

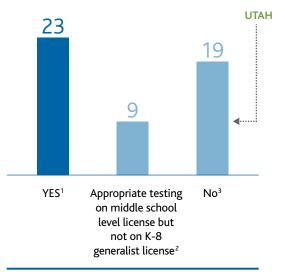
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TEXAMPLES OF BEST PRACTICE

Not only does Indiana ensure that its secondary social studies teachers possess adequate content knowledge of all subjects they intend to teach through both coursework and content testingbut the state's policy also does not make it overly burdensome for social studies teachers to teach multiple subjects. Other notable states include Georgia and South Dakota, which also do not offer secondary general social studies certifications.

Figure 30 Do states ensure that middle school teachers have adequate preparation to teach social studies?



- 1. Strong Practice: Alabama, Arkansas, Connecticut, Delaware, District of Columbia, Florida, Georgia, Hawaii, Indiana, Kansas, Kentucky, Louisiana, Maryland, Mississippi, Missouri, New Jersey, Ohio, Pennsylvania, South Carolina, South Dakota, Vermont, Virginia, West Virginia
- 2. Maine, Michigan, Minnesota, Nevada, New Hampshire, New Mexico, North Dakota, Oklahoma, Washington
- 3. Alaska, Arizona, California, Colorado, Idaho, Illinois, Iowa, Massachusetts, Montana, Nebraska, New York, North Carolina, Oregon, Rhode Island, Tennessee, Texas, Utah, Wisconsin, Wyoming

Figure 29

1. Massachusetts does not offer a general social studies license, but offers combination licenses.

Area 1: Delivering Well-Prepared Teachers

Goal I – Special Education Teacher Preparation

The state should ensure that special education teachers know the subject matter they will be required to teach.

Goal Components

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

- 1. The state should not permit special education teachers to teach on a K-12 license that does not differentiate between the preparation of elementary teachers and that of secondary teachers.
- 2. All elementary special education candidates should have a broad liberal arts program of study that includes study in mathematics, science, English, social studies and fine arts and should be required to pass a subjectmatter test for licensure that is no less rigorous than what is required of general education candidates.
- 3. The state should require that teacher preparation programs graduate secondary special education teacher candidates who are highly qualified in at least two subjects. The state should also customize a "HOUSSE" route for new secondary special education teachers to help them achieve highly qualified status in all the subjects they teach.



The components for this goal have changed since 2009. In light of state progress on this topic, the bar for this goal has been raised.

Background

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



Area 1: Goal I **Utah** Analysis



State Does Not Meet Goal



Bar Raised for this Goal



Progress Since 2009

ANALYSIS

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

Supporting Research

Utah Administrative Code, R277-504-1

RECOMMENDATION

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

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

- Provide a broad liberal arts program of study to elementary special education candidates, and require that they pass the same content test as general education teachers.
 - Utah should ensure that special education teacher candidates who will teach elementary grades possess knowledge of the subject matter at hand. Not only should the state require core-subject coursework relevant to the elementary classroom, but it should also require that these candidates pass the same subject-matter test required of all elementary teachers. Failure to ensure that teachers possess requisite content knowledge deprives special education students of the opportunity to reach their academic potential.
- Ensure that secondary special education teacher candidates graduate with highly qualified status in at least two subjects, and customize a HOUSSE route so that they can achieve highly qualified status in all subjects they plan to teach.

To make secondary special education teacher candidates more flexible and better able to serve schools and students, Utah should use a combination of coursework and testing to ensure that they graduate with highly qualified status in two core academic areas. A customized HOUSSE route can also help new secondary special education teacher candidates to become highly qualified in multiple subjects by offering efficient means by which they could gain broad overviews of specific areas of content knowledge, such as content-driven university courses. Such a route is specifically permitted in the 2004 reauthorization of the Individuals with Disabilities Education Act (IDEA).

UTAH RESPONSE TO ANALYSIS

Utah recognized the factual accuracy of this analysis. The state added that as part of the program approval process, it intends that preparation programs include content knowledge instruction as part of special education, particularly for those candidates primarily interested in secondary special education. University programs are advising candidates to take an appropriate content knowledge test, so they are coming out of these programs highly qualified in one subject area. Utah also noted its Highly Qualified Framework for secondary teachers, which is similar to "HOUSSE."

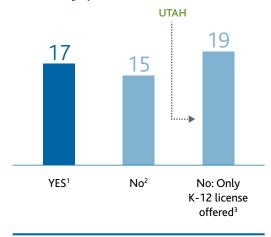
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TEXAMPLES OF BEST PRACTICE

Unfortunately, NCTQ cannot highlight any state's policy in this area. Preparation of special education teachers remains a topic in critical need of states' attention. However, it is worth noting that three states—Louisiana, Pennsylvania and Texas—will no longer issue K-12 special education certifications. Only grade-level specific options will be available to new teachers.

Figure 33 Do states require subject-matter testing for elementary special education licenses?



- 1. Strong Practice: Alabama, Arkansas, Iowa, Kansas, Louisiana, Massachusetts, Michigan, Nebraska, New Jersey, New York, North Dakota, Oregon⁴, Pennsylvania⁵, Rhode Island, Texas, West Virginia, Wisconsin
- 2. Alaska, Georgia, Hawaii, Indiana, Maine, Maryland, Minnesota, Mississippi, Missouri, New Hampshire, South Dakota, Tennessee, Vermont, Washington, Wyoming
- 3. Arizona, California, Colorado, Connecticut, Delaware, District of Columbia, Florida, Idaho, Illinois, Kentucky, Montana, Nevada, New Mexico, North Carolina, Ohio, Oklahoma, South Carolina, Utah, Virginia
- 4. Although Oregon requires testing, the state allows an "alternative assessment" option for candidates who fail the tests twice to still be considered for a license.
- 5. In Pennsylvania, a candidate who opts for dual certification in elementary special education and as a reading specialist does not have to take a content test.

Figure 32

1. Beginning January 1, 2013

Area 1: Delivering Well-Prepared Teachers

Goal J – Assessing Professional Knowledge

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

Goal Components

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

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

Background

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



Area 1: Goal J **Utah** Analysis



State Partly Meets Goal



Progress Since 2009

ANALYSIS

Utah requires all teachers advancing from a Level One license to a Level Two license to pass a popular pedagogy test from the Praxis series in order to attain licensure. Elementary alternate route teachers and some secondary alternate route teachers are also required to pass pedagogy tests.

Supporting Research

http://www.ets.org/praxis/ut/requirements

RECOMMENDATION

- Require that all new teachers pass a pedagogy test.
 - Utah should verify that all new teachers meet professional standards through a test of professional standards.
- Verify that commercially available tests of pedagogy actually align with state standards.
 Utah should ensure that its selected test of professional knowledge measures the knowledge and skills the state expects new teachers to have.

UTAH RESPONSE TO ANALYSIS

Utah recognized the factual accuracy of this analysis. The state added that an individual may not teach on a Level 1 license for more than three years and must upgrade to a Level 2 at that point. Therefore, teachers who cannot pass the PLT test are either remediated to pass the test or counseled out of the profession.

Supporting Research

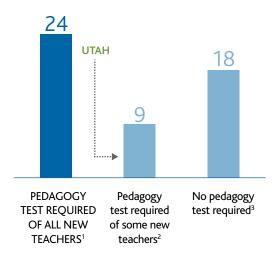
Utah Board Rule R277-504-3(D)



T EXAMPLES OF BEST PRACTICE

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

Figure 35 Do states measure new teachers' knowledge of teaching and learning?



- 1. Strong Practice: Arizona, Arkansas, California, District of Columbia, Florida, Illinois, Kansas, Kentucky, Louisiana, Maine, Minnesota, Mississippi, Nevada, New Mexico, New York, North Dakota, Ohio, Oklahoma, Rhode Island, South Carolina, South Dakota, Tennessee, Texas, West Virginia
- 2. Connecticut, Idaho, Indiana, Maryland, Missouri, North Carolina, Pennsylvania, Utah⁴, Wyoming
- 3. Alabama, Alaska, Colorado, Delaware, Georgia, Hawaii, Iowa, Massachusetts, Michigan, Montana, Nebraska, New Hampshire, New Jersey, Oregon, Vermont, Virginia, Washington, Wisconsin
- 4. Not required until teacher advances from a Level One to a Level Two license.

Area 1: Delivering Well-Prepared Teachers

Goal K - Student Teaching

The state should ensure that teacher preparation programs provide teacher candidates with a high-quality clinical experience.

Goal Components

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

- The state should require that student teachers only be placed with cooperating teachers for whom there is evidence of their effectiveness as measured by consistent gains in student learning.
- 2. The state should require that teacher candidates spend at least 10 weeks student teaching.

Background

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



Area 1: Goal K **Utah** Analysis



State Does Not Meet Goal



Progress Since 2009

ANALYSIS

Although Utah requires that teacher preparation programs include a student teaching experience, it does not articulate a requisite duration nor does it discuss the qualifications of cooperating teachers.

Supporting Research

Utah Administrative Code R277-504-6, -7, -8, -9

RECOMMENDATION

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

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

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

In addition to the ability to mentor an adult, cooperating teachers should also be carefully screened for their capacity to further student achievement. Research indicates that the only aspect of a student teaching arrangement that has been shown to have an impact on student achievement is the positive effect of selection of the cooperating teacher by the preparation program, rather than the student teacher or school district staff.

Explicitly require that student teaching be completed locally, thus prohibiting candidates from completing this requirement abroad.

Unless preparation programs can establish true satellite campuses to closely supervise student teaching arrangements, placement in foreign or otherwise novel locales should be supplementary to a standard student teaching arrangement. Outsourcing the arrangements for student teaching makes it impossible to ensure the selection of the best cooperating teacher and adequate supervision of the student teacher and may prevent training of the teacher on relevant state instructional frameworks.

UTAH RESPONSE TO ANALYSIS

Utah recognized the factual accuracy of this analysis. The state added that teacher preparation program requirements will change during the 2011-2012 school year as part of the Educator Effectiveness project. They will include tighter regulations for student teaching.

Supporting Research

http://www.rules.utah.gov/publicat/code/r277/r277-503.htm#T4

Figure 37		2 / 55
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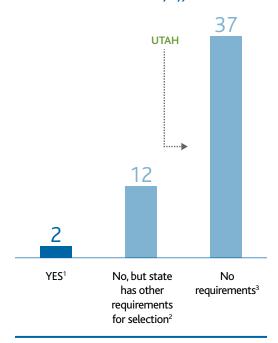
EXAMPLES OF BEST PRACTICE

Although no state has been singled out for "best practice" honors, Florida and Tennessee require teacher candidates to complete at least 10 weeks of full-time student teaching, and they have taken steps toward ensuring that cooperating teachers have demonstrated evidence of effectiveness as measured by student learning.

^{1.} Candidates can student teach for less than 12 weeks if determined to be proficient.

Figure 38

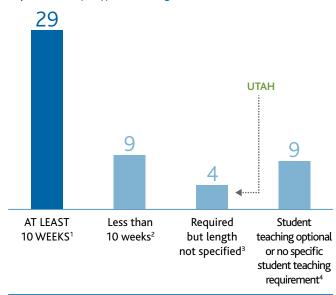
Is the selection of the cooperating teacher based on some measure of effectiveness?



1. Strong Practice: Florida, Tennessee

- Alabama, Connecticut, Indiana, Iowa, Kentucky, Nebraska, New Hampshire, New Jersey, North Dakota, Pennsylvania, Washington, Wisconsin
- 3. Alaska, Arizona, Arkansas, California, Colorado, Delaware, District of Columbia, Georgia, Hawaii, Idaho, Illinois, Kansas, Louisiana, Maine, Maryland, Massachusetts, Michigan, Minnesota, Mississippi, Missouri, Montana, Nevada, New Mexico, New York, North Carolina, Ohio, Oklahoma, Oregon, Rhode Island, South Carolina, South Dakota, Texas, Utah, Vermont, Virginia, West Virginia, Wyoming

Figure 39
Is the summative student teaching experience of sufficient length?



- Strong Practice: Alabama, Arkansas, Connecticut, Florida, Hawaii, Iowa, Kansas, Kentucky, Michigan, Minnesota, Mississippi, Nebraska, New Hampshire, New Jersey, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Carolina, South Dakota, Tennessee, Texas, Vermont, Washington, West Virginia⁵, Wisconsin
- $2.\ Idaho, Indiana, Louisiana, Massachusetts, Missouri, Nevada, New York, Virginia, Wyoming\\$
- 3. Illinois, Maine, New Mexico, Utah
- 4. Alaska, Arizona, California, Colorado, Delaware, District of Columbia, Georgia, Maryland, Montana
- 5. Candidates can student teach for less than 12 weeks if determined to be proficient.

Area 1: Delivering Well-Prepared Teachers

Goal L – Teacher Preparation Program Accountability

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

Goal Components

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

- 1. The state should collect value-added data that connects student achievement gains to teacher preparation programs.
- 2. The state should collect other meaningful data that reflects program performance, including some or all of the following:
 - a. Average raw scores of teacher candidates on licensing tests, including basic skills, subject matter and professional knowledge tests;
 - b. Number of times, on average, it takes teacher candidates to pass licensing tests;
 - c. Satisfaction ratings by school principals and teacher supervisors of programs' student teachers, using a standardized form to permit program comparison;
 - d. Evaluation results from the first and/or second year of teaching;
 - e. Five-year retention rates of graduates in the teaching profession.
- 3. The state should establish the minimum standard of performance for each category of data. Programs should be held accountable for meeting these standards, with articulated consequences for failing to do so, including loss of program approval.
- 4. The state should produce and publish on its website an annual report card that shows all the data the state collects on individual teacher preparation programs.



The components for this goal have changed since 2009. In light of state progress on this topic, the bar for this goal has been raised.

Background

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



Area 1: Goal L **Utah** Analysis







Progress Since 2009

ANALYSIS

Utah's approval process for its traditional and alternate route teacher preparation programs does not hold programs accountable for the quality of the teachers they produce.

Most importantly, Utah does not collect value-added data that connect student achievement gains to teacher preparation programs.

The state also fails to collect other objective, meaningful data to measure the performance of teacher preparation programs, and it does not apply any transparent, measurable criteria for conferring program approval. Utah collects programs' annual summary licensure test pass rates (80 percent of program completers must pass their licensure exams). However, the 80 percent pass-rate standard, while common among many states, sets the bar quite low and is not a meaningful measure of program performance.

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

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

Supporting Research

Title II State Reports https://title2.ed.gov

RECOMMENDATION

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

To ensure that programs are producing effective classroom teachers, Utah should consider academic achievement gains of students taught by the programs' graduates, averaged over the first three years of teaching.

■ Gather other meaningful data that reflect program performance.

In addition to knowing whether programs are producing effective teachers, other objective, meaningful data can also indicate whether programs are appropriately screening applicants and if they are delivering essential academic and professional knowledge. Utah should gather data such as the following: average raw scores of graduates on licensing tests, including basic skills, subject matter and professional knowledge tests; satisfaction ratings by school principals and teacher supervisors of programs' student teachers, using a standardized form to permit program comparison; evaluation results from the first and/or second year of teaching; and five-year retention rates of graduates in the teaching profession.

Establish the minimum standard of performance for each category of data.

Programs should be held accountable for meeting these standards, with articulated consequences for failing to do so, including loss of program approval after appropriate due process.

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

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

UTAH RESPONSE TO ANALYSIS Utah recognized the factual accuracy of this analysis. The state added that teacher preparation program requirements will change during the 2011-12 school year as part of the "Educator Effectiveness" project, and it anticipates that approval will include university sanctions and public notification in cases of underperformance.

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Reported institutional data do not distinguish between candidates in the traditional and alternate route programs.

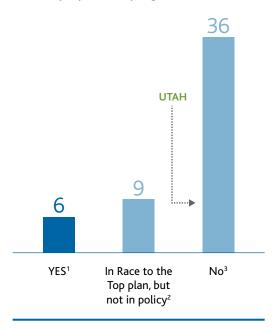
The posted data do not allow the public to review and compare program performance because data are not disaggregated by program provider.



Florida connects student achievement gains to teacher preparation programs. The state also relies on other objective, meaningful data to measure the performance of teacher preparation programs, and it applies transparent, measurable criteria for conferring program approval. Florida also posts an annual report on its website.

Figure 42

Do states use student achievement data to hold teacher preparation programs accountable?



- 1. Strong Practice: Colorado, Florida, Georgia, Louisiana, Tennessee, Texas
- 2. Delaware, District of Columbia, Hawaii, Maryland, Massachusetts, New York, North Carolina, Ohio, Rhode Island
- 3. Alabama, Alaska, Arizona, Arkansas, California, Connecticut, Idaho, Illinois, Indiana, Iowa, Kansas, Kentucky, Maine, Michigan, Minnesota, Mississippi, Missouri, Montana, Nebraska, Nevada, New Hampshire, New Jersey, New Mexico, North Dakota, Oklahoma, Oregon, Pennsylvania, South Carolina, South Dakota, Utah, Vermont, Virginia, Washington, West Virginia, Wisconsin, Wyoming

Figure 43

Which states collect meaningful data?

AVERAGE RAW SCORES ON LICENSING TESTS

Alabama, Louisiana, Michigan, New Jersey, Tennessee, West Virginia

SATISFACTION RATINGS FROM SCHOOLS

Alabama, Arizona, Florida, Iowa, Kentucky, Maryland¹, Michigan, Mississippi, Missouri, Nevada, New Jersey, Tennessee, Virginia, Washington¹, West Virginia

EVALUATION RESULTS FOR PROGRAM GRADUATES

Alabama, Arizona, Delaware¹, Florida, Illiniois, Iowa, Pennsylvania, Rhode Island, South Carolina, Tennessee, Texas, Vermont

STUDENT LEARNING GAINS

Colorado, Florida, Georgia, Louisiana, Tennessee, Texas

TEACHER RETENTION RATES

Arizona, Colorado, Delaware¹, Missouri, New Jersey

1. For alternate route only

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According to information posted on NCATE's website.

Area 2: Expanding the Pool of Teachers

Goal A – Alternate Route Eligibility

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

Goal Components

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

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

Background

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



Area 2: Goal A **Utah** Analysis



State Does Not Meet Goal



Progress Since 2009

ANALYSIS

The admission requirements for Utah's alternate route programs do not exceed those of traditional preparation programs and lack flexibility for nontraditional candidates.

Utah classifies the Alternative Route to Licensure (ARL) as its alternate route to certification.

Utah does not require candidates to demonstrate prior academic performance, such as a minimum GPA. The state requires secondary candidates to have a major in their targeted subject area. Those who wish to teach at the elementary level are required to have a minimum of 27 semester hours with a broad background of liberal arts content in the areas of language arts, science, social studies, mathematics, fine arts, physical education and health. A subject-matter test is not required for the ARL route, nor can a subject-matter test be used to test out of the coursework requirements.

Utah offers the American Board for Certification of Teacher Excellence (ABCTE) as a pathway to complete the Alternative Routes to Licensure Program, although it is not in-and-of itself a route to certification. Therefore applicants in the ABCTE pathway are required to meet ARL admission requirements prior to applying to ABCTE. However, candidates in ABCTE do take subject-matter tests but not for admission to ARL. Passing scores on ABCTE content tests cannot be used in lieu of ARL coursework requirements.

Supporting Research

http://www.schools.utah.gov/cert/Alternative-Routes-to-Licensure/Possible-Routes.aspx

RECOMMENDATION

Screen all candidates for academic ability.

Utah should require that candidates to its alternate routes provide some evidence of good academic performance. The standard should be higher than what is required of traditional teacher candidates, such as a GPA of 2.75 or higher. Alternatively, the state could require one of the standardized tests of academic proficiency commonly used in higher education for graduate admissions, such as the GRE.

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

The concept behind alternate routes is that the nontraditional candidate is able to concentrate on acquiring professional knowledge and skills because he or she has strong subject-area knowledge. Teachers without sufficient subject-matter knowledge place students at risk.

Offer flexibility in fulfilling coursework requirements.

While Utah is commended for its intent to provide a licensing route through competency-based tests in the ABCTE program, the policy that minimum coursework or a major is still required makes this test-out option ineffectual. Utah should allow any candidate who already has the requisite knowledge and skills to demonstrate such by passing a rigorous test. Rigid coursework requirements could dissuade talented individuals who lack precisely the right courses from pursuing a career in teaching.

UTAH RESPONSE TO ANALYSIS

Utah was helpful in providing NCTQ with facts that enhanced this analysis. The state also contended that ARL does accept candidates that hold a bachelor's degree but do not have a major in their intended teaching field as long as the individual has met all content coursework requirements for the certificate they will be earning through ARL. "This is most commonly used in situations where a professional engineer is interested in becoming a secondary math teacher. Unfortunately the Utah ARL website does not reflect this current policy. It will be updated as soon as possible to reflect this policy."

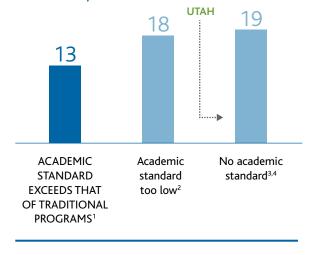
LAST WORD

While NCTQ commends Utah for offering some flexibility, the state should also consider flexibility that is not dependent on coursework. If a rigorous test is used, the state can have confidence in candidates' content knowledge.



Figure 47

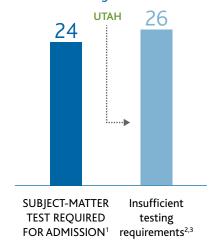
Do states require alternate routes to be selective?



- Strong Practice: Connecticut, District of Columbia, Illinois, Indiana, Iowa, Maryland, Michigan, Minnesota, New Jersey, New York, Pennsylvania, Rhode Island, Tennessee
- Alabama, Alaska, Arkansas, Florida, Kansas, Kentucky, Louisiana, Mississippi, Missouri, Nebraska, North Carolina, Ohio, Oklahoma, South Carolina, South Dakota, Texas, West Virginia, Wyoming
- Arizona, California, Colorado, Delaware, Georgia, Hawaii, Idaho, Maine, Massachusetts, Montana, Nevada, New Hampshire, New Mexico, Oregon, Utah, Vermont, Virginia, Washington, Wisconsin
- 4. North Dakota does not have an alternate route to certification.

Figure 48

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



- Strong Practice: Alabama, Arizona, Arkansas, Connecticut⁴, District of Columbia, Florida, Illinois⁴, Kansas, Kentucky, Louisiana, Massachusetts, Michigan, Minnesota, Mississippi, New Jersey, New York, Ohio, Oklahoma, Pennsylvania, South Carolina, South Dakota, Virginia, Washington, West Virginia
- 2. State does not require test at all, exempts some candidates or does not require passage until program completion. Alaska, California, Colorado, Delaware, Georgia, Hawaii, Idaho, Indiana, Iowa, Maine, Maryland, Missouri, Montana, Nebraska, Nevada, New Hampshire, New Mexico, North Carolina, Oregon, Rhode Island, Tennessee, Texas, Utah, Vermont, Wisconsin, Wyoming
- 3. North Dakota does not have an alternate route to certification.
- 4. Required prior to entering the classroom.

Figure 46

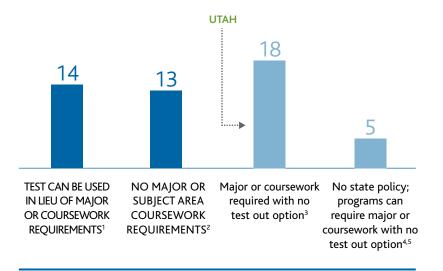
1. North Dakota does not have an alternate route to certification.



The **District of Columbia** and **Michigan** require candidates to demonstrate above-average academic performance as conditions of admission to an alternate route program, with both requiring applicants to have a minimum 3.0 GPA. In addition, neither state requires a content-specific major; subject-area knowledge is demonstrated by passing a test, making their alternate routes flexible to the needs of nontraditional candidates.

Figure 49

Do states accommodate the nontraditional background of alternate route candidates?



Strong Practice: Alabama, California, Colorado, Connecticut⁶, Florida, Georgia, Maine, Maryland, North Carolina, Oklahoma, Oregon, Rhode Island, Tennessee, Texas

- 5. North Dakota does not have an alternate route to certification.
- 6. Test out option available to candidates in shortage areas only.

^{2.} Strong Practice: Arizona, Arkansas, District of Columbia, Illinois, Iowa, Louisiana, Massachusetts, Michigan, Minnesota, Mississippi, Ohio, Virginia, Washington

^{3.} Alaska, Delaware, Indiana, Kansas, Kentucky, Missouri, Montana, Nebraska, New Hampshire, New Jersey, New York, Pennsylvania, South Carolina, South Dakota, Utah, Vermont, West Virginia, Wyoming

^{4.} Hawaii, Idaho, Nevada, New Mexico, Wisconsin

Area 2: Expanding the Pool of Teachers

Goal B – Alternate Route Preparation

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

Goal Components

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

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

Background

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

Figure 50 How States are Faring in Alternate Route Preparation **Best Practice State** Connecticut States Meet Goal Arkansas, Delaware 1, Georgia, New Jersey States Nearly Meet Goal Alabama, Florida, Maryland 1, Mississippi, Rhode Island 1, South Carolina, Virginia 11 States Partly Meet Goal Alaska, California, Kentucky, Louisiana, Massachusetts, Nevada 1, New Mexico, New York, Ohio 1, South Dakota, West Virginia 18 States Meet a Small Part of Goal Arizona, Colorado, District of Columbia, Idaho, Illinois, Indiana, Iowa↓, Kansas 1, Michigan 1, Minnesota 1, Missouri, Oklahoma, Pennsylvania, Tennessee, Texas, UTAH, Washington, Wyoming 10 States Do Not Meet Goal Hawaii, Maine, Montana, Nebraska, New Hampshire, North Carolina, North Dakota, Oregon, Vermont, Wisconsin Progress on this Goal Since 2009: **1**:8 **+** : 42 **↓**:1

Area 2: Goal B **Utah** Analysis



State Meets a Small Part of Goal



Progress Since 2009

ANALYSIS

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

Participants in Utah's Alternative Routes to Licensure (ARL) complete coursework determined by a transcript review. Typically, candidates take a minimum of six teacher preparation (pedagogy) courses in addition to any required content courses. Elementary candidates take an additional four methods courses.

American Board for Certification of Teacher Excellence (ABCTE) candidates are required to take one course in methods of mathematics teaching.

The state requires all alternate route candidates to have mentoring.

Candidates are eligible for a standard certificate upon program completion, which is usually between 18 months and two years.

Supporting Research

Utah Administrative Code R277-503-4

RECOMMENDATION

Ensure that new teachers are not burdened by excessive requirements.

While Utah is commended for developing an individual preparation plan for each candidate, the state should ensure that new teachers are not overburdened by requiring multiple courses to be taken simultaneously during the school year. Setting minimum guidelines, without established maximums, does not ensure that the new teacher will be able to complete the program in an appropriate amount of time without being overburdened by coursework.

Strengthen the induction experience for new teachers.

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

UTAH RESPONSE TO ANALYSIS

Utah recognized the factual accuracy of this analysis.





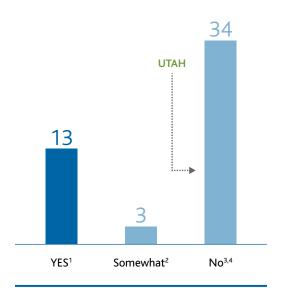
TEXAMPLES OF BEST PRACTICE

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

^{1.} Florida requires practice teaching or intensive mentoring.

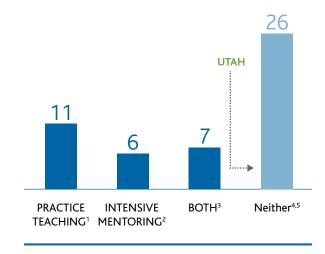
^{2.} North Dakota does not have an alternate route to certification.

Figure 52 Do states curb excessive coursework requirements?



- 1. Strong Practice: Alabama, Arkansas, Colorado, Connecticut, Delaware, Florida, Georgia, Maryland, Mississippi, New Jersey, Rhode Island, South Carolina, Virginia
- 2. Indiana, Nevada, Wyoming
- 3. Alaska, Arizona, California, District of Columbia, Hawaii, Idaho, Illinois, Iowa, Kansas, Kentucky, Louisiana, Maine, Massachusetts, Michigan, Minnesota, Missouri, Montana, Nebraska, New Hampshire, New Mexico, New York, North Carolina, Ohio, Oklahoma, Oregon, Pennsylvania, South Dakota, Tennessee, Texas, Utah, Vermont, $Washington, West \, Virginia, Wisconsin$
- 4. North Dakota does not have an alternate route to certification.

Figure 53 Do states require practice teaching or intensive mentoring?



- 1. Strong Practice: Arizona, Indiana, Iowa, Louisiana, Michigan, Nebraska, New Mexico, Ohio, Rhode Island, Vermont, Virginia
- 2. Strong Practice: Arkansas, Georgia, Kentucky, New Jersey, New York,
- 3. Strong Practice: Alaska, Connecticut, Delaware, District of Columbia, Florida⁶, Maryland, Massachusetts
- 4. Alabama, California, Colorado, Hawaii, Idaho, Illinois, Kansas, Maine, Minnesota, Mississippi, Missouri, Montana, Nevada, New Hampshire, North Carolina, Oklahoma, Oregon, Pennsylvania, South Carolina, South Dakota, Tennessee, Texas, Utah, Washington, Wisconsin, Wyoming
- 5. North Dakota does not have an alternate route to certification.
- 6. Candidates are required to have one or the other, not both.

Area 2: Expanding the Pool of Teachers

Goal C – Alternate Route Usage and Providers

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

Goal Components

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

- 1. The state should not treat the alternate route as a program of last resort or restrict the availability of alternate routes to certain subjects, grades or geographic areas.
- The state should allow districts and nonprofit organizations other than institutions of higher education to operate alternate route programs.
- 3. The state should ensure that its alternate route has no requirements that would be difficult to meet for a provider that is not an institution of higher education (e.g., an approval process based on institutional accreditation).

Background

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



Area 2: Goal C **Utah** Analysis



State Nearly Meets Goal



Progress Since 2009

ANALYSIS

Although Utah does not limit the usage of its alternate route programs, it does place restrictions on providers.

The state-run Alternative Routes to Licensure (ARL) is commended for having no restrictions on the usage of its alternate route programs with regard to subject, grade or geographic areas.

However, American Board for Certification of Teacher Excellence (ABCTE) candidates are only authorized to teach biology, chemistry, elementary education, English/language arts, mathematics, physics and science.

With the exception of ABCTE, Utah only allows institutions of higher education to offer alternate route programs. Further, the specific requirements are articulated in terms of credit hours, effectively precluding non-higher education providers.

Supporting Research

http://www.schools.utah.gov/cert/Alternative-Routes-to-Licensure.aspx

RECOMMENDATION

Further expand the diversity of alternate route providers.

Utah is commended for supporting licensure through completion of the ABCTE program. The state should continue to consider policies that encourage additional providers, such as school districts and other nonprofit organizations, to operate programs. A good diversity of providers helps all programs, both university- and non-university-based, to improve.

UTAH RESPONSE TO ANALYSIS

Utah recognized the factual accuracy of this analysis.





TEXAMPLES OF BEST PRACTICE

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

Figure 56 Can alternate route teachers teach any subject or grade anywhere in the state?

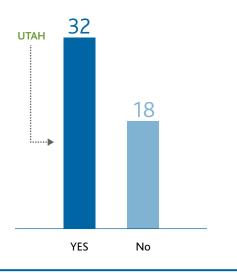
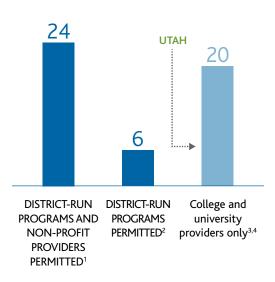


Figure 55 and 56

- 1. Alabama offers routes without restrictions for candidates with master's degrees. The route for candidates with bachelor's degrees is limited to
- 2. North Dakota does not have an alternate route to certification.

Figure 57
Do states permit providers other than colleges or universities?



- Strong Practice: Arizona, Arkansas, Connecticut, Delaware, District of Columbia, Florida, Illinois, Kentucky, Louisiana, Maryland, Massachusetts, Michigan, Nevada, New Hampshire, New York, Ohio, Oklahoma, Pennsylvania, Rhode Island, Tennessee, Texas, Virginia, Washington, Wisconsin
- 2. Strong Practice: California, Colorado, Georgia, North Carolina, Vermont⁵, West Virginia
- Alabama, Alaska, Hawaii, Idaho⁶, Indiana, Iowa, Kansas, Maine, Minnesota, Mississippi⁶, Missouri⁶, Montana, Nebraska, New Jersey⁷, New Mexico, Oregon, South Carolina⁶, South Dakota, Utah⁶, Wyoming
- 4. North Dakota does not have an alternate route to certification.
- 5. Districts can run Peer Review programs only.
- 6. ABCTE is also an approved provider.
- 7. Permits school districts to provide programs without university partnerships in some circumstances.

GENUINE OR NEARLY
GENUINE ALTERNATEROUTE ∫ Offered route is disingenuous Figure 58 Alternate oute that need significant improvements Do states provide real alternative pathways to certification? Alabama Alaska Arizona П Arkansas California Colorado Connecticut Delaware District of Columbia Florida Georgia П П Hawaii П Idaho П Illinois П Indiana Iowa Kansas Kentucky П Louisiana Maine П Maryland П П Massachusetts Michigan Minnesota Mississippi Missouri Montana Nebraska Nevada New Hampshire New Jersey New Mexico П П New York North Carolina North Dakota¹ П П Ohio П П Oklahoma Oregon Pennsylvania Rhode Island South Carolina П South Dakota Tennessee П П Texas **UTAH** Vermont Virginia П Washington West Virginia Wisconsin Wyoming 7 25 18

Figure 58

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

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Area 2: Expanding the Pool of Teachers

Goal D – Part-Time Teaching Licenses

The state should offer a license with minimal requirements that allows content experts to teach part time.

Goal Components

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

- Either through a discrete license or by waiving most licensure requirements, the state should authorize individuals with content expertise to teach as part-time instructors.
- All candidates for a part-time teaching license should be required to pass a subjectmatter test.
- 3. Other requirements for this license should be limited to those addressing public safety (e.g., background screening) and those of immediate use to the novice instructor (e.g., classroom management training).

Background



Area 2: Goal D **Utah** Analysis



State Nearly Meets Goal Progress Since 2009



ANALYSIS

Utah offers the Eminence Letter of Authorization as a part-time license. The Eminence Authorization is designed to allow individuals with exceptional training or expertise to teach on a limited basis. Candidates under this license may not teach more than 37 percent of the regular instructional load.

The state requires documentation of exceptional training, skills or expertise but does not specify the evidence necessary to meet such requirements. Applicants must also pass a background check.

Supporting Research

Utah Rules R277-520-6

RECOMMENDATION

Require applicants to pass a subject-matter test.

Utah is commended for offering a license that increases districts' flexibility to staff certain subjects, including many STEM areas, that are frequently hard to staff or may not have high enough enrollment to necessitate a full-time position. Although this license is designed to enable individuals who have significant content knowledge to teach, Utah should still require a subject-matter test. While the state does require documentation of expertise and skills, only a subject-matter test ensures that teachers on the Eminence Letter of Authorization know the specific content they will need to teach.

UTAH RESPONSE TO ANALYSIS

Utah was helpful in providing NCTQ with the facts necessary for this analysis.

Utah also stated that in addition to the Eminence Letter of Authorization route, the School District/ Charter School Specific Competency-based License should be considered under this goal. This license allows a teacher to provide instruction to a specific Utah district based on the teacher's expertise. If the license is for an NCLB subject area, the individual must pass the appropriate content test in order to receive licensure.

Supporting Research

Utah Board Rule R2777-520-9

LAST WORD

While Utah is commended for the flexibility that the School District/Charter School Specific Competency-based License affords districts, it does not meet the intent of this goal, which is to allow a content expert to teach part-time. Under this license there is no indication that an individual is working on a part-time basis: "an educator who has not completed the traditional licensing process...teaches one or more core academic subjects."

Figure 61 Do states offer a license with minimal requirements that allows content experts to teach part-time? YES No Alabama Alaska Arizona Arkansas California Colorado Connecticut Delaware District of Columbia Florida Georgia Hawaii Idaho Illinois Indiana Iowa Kansas Kentucky Louisiana Maine Maryland Mass a chusettsMichigan Minnesota П Mississippi Missouri Montana Nebraska Nevada New Hampshire New Jersey New Mexico New York 2 П North Carolina North Dakota Ohio Oklahoma Oregon Pennsylvania Rhode Island South Carolina South Dakota Tennessee Texas **UTAH** Vermont Virginia 2 Washington West Virginia Wisconsin Wyoming 16 35



TEXAMPLES OF BEST PRACTICE

Arkansas offers a license with minimal requirements that allows content experts to teach part time. Individuals seeking this license must pass a subject-matter test and are also required to complete specially-designed pedagogy training that is not overly burdensome.

^{1.} License has restrictions.

^{2.} It appears that the state has a license that may be used for this purpose; guidelines are vague.

Area 2: Expanding the Pool of Teachers

Goal E – Licensure Reciprocity

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

Goal Components

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

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

Background



Area 2: Goal E **Utah** Analysis



State Partly Meets Goal



Progress Since 2009

ANALYSIS

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

Commendably, Utah does not waive any of its testing requirements. All out-of-state teachers, no matter how many years of experience they have, must meet the state's passing scores on licensing tests.

However, other aspects of the state's policy create obstacles for teachers from other states seeking licensure in Utah. Teachers with valid out-of-state certificates are eligible for licensure in Utah. All out-of-state teachers may initially apply for the Level 1 Utah Educator License. Those with three or more years of experience will be promoted to a Level 2 License after one year of experience in Utah and a recommendation from the employing district.

Utah routinely reviews the college transcripts of licensed out-of-state teachers, an exercise that often leads the state to require additional coursework before it will offer a license. States that reach a determination about an applicant's licensure status on the basis of the course titles listed on the applicant's transcript may end up mistakenly equating the amount of required coursework with the teacher's qualifications.

Utah is also a participant in the NASDTEC Interstate Agreement; however, the latest iteration of this agreement no longer purports to be a reciprocity agreement among states and thus is no longer included in this analysis.

Supporting Research

Out-of-State Educator License Application
www.schools.utah.gov/cert/Out-of-State-License.aspx

RECOMMENDATION

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

Utah should offer standard licenses to certified out-of-state teachers, rather than restricting them to provisional ones until they meet Utah's requirements.

Utah should also consider discontinuing its requirement for the submission of transcripts, because transcript reviews are not a particularly meaningful or efficient exercise. Such review is likely to result in additional coursework requirements, even for traditionally prepared teachers; alternate route teachers, on the other hand, may have to virtually begin anew, repeating some, most or all of a teacher preparation program in Utah.

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

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

UTAH RESPONSE TO ANALYSIS

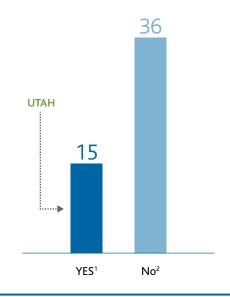
Utah recognized the factual accuracy of this analysis.



Alabama and **Texas** appropriately support licensure reciprocity by only requiring certified teachers from other states to meet each state's own testing requirements and by not specifying any additional coursework or recency requirements to determine eligibility for either traditional or alternate route teachers.

Figure 63

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



- Strong Practice: Alabama, Alaska, Idaho, Illinois, Massachusetts, Minnesota, New York³, North Dakota, Ohio, Pennsylvania³, South Dakota, Texas, Utah, Washington³, Wisconsin
- 2. Arizona, Arkansas, California, Colorado, Connecticut, Delaware, District of Columbia, Florida, Georgia, Hawaii, Indiana, Iowa, Kansas, Kentucky, Louisiana, Maine, Maryland, Michigan, Mississippi, Missouri, Montana⁴, Nebraska⁴, Nevada, New Hampshire, New Jersey, New Mexico, North Carolina, Oklahoma, Oregon, Rhode Island, South Carolina, Tennessee, Vermont, Virginia, West Virginia, Wyoming
- 3. Exception for teachers with National Board Certification.
- 4. No subject-matter testing for any teacher certification.

Figure 64

1. For traditionally prepared teachers only.





Figure 65	tate ther state te	S / 2	State has policies with the policies with the attender route teachers
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Goal A – State Data Systems

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

Goal Components

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

- 1. The state should establish a longitudinal data system with at least the following key components:
 - a. A unique statewide student identifier number that connects student data across key databases across years;
 - b. A unique teacher identifier system that can match individual teacher records with individual student records; and
 - c. An assessment system that can match individual student test records from year to year in order to measure academic growth.
- 2. Value-added data provided through the state's longitudinal data system should be considered among the criteria used to determine teachers' effectiveness.
- 3. To ensure that data provided through the state data system is actionable and reliable, the state should have a clear definition of "teacher of record" and require its consistent use statewide.

Background



Area 3: Goal A **Utah** Analysis



State Meets Goal



Progress Since 2009

ANALYSIS

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

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

Supporting Research

Data Quality Campaign www.dataqualitycampaign.org

RECOMMENDATION

Develop a clear definition of "teacher of record."

A definition of teacher of record is necessary in order to use the student-teacher data link for the purpose of providing value-added evidence of teacher effectiveness. According to the state, it has established a definition of teacher of record. However, to ensure that data provided through the state data system are actionable and reliable, Utah should articulate a more distinct definition of teacher of record and require its consistent use throughout the state

UTAH RESPONSE TO ANALYSIS

Utah recognized the factual accuracy of this analysis.

Figure 67	■ UNQUESTUBBATION.	FIET &	/
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EXAMPLES OF BEST PRACTICE

Although NCTQ has not singled out one state's policies for "best practice" honors, it commends the 35 states that have a data system with the capacity to provide evidence of teacher effectiveness.

Key

indicates that the state assigns teacher identification numbers, but it cannot match individual teacher records with individual student records.

Goal B – Evaluation of Effectiveness

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

Goal Components

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

- 1. The state should either require a common evaluation instrument in which evidence of student learning is the most significant criterion or specifically require that student learning be the preponderant criterion in local evaluation processes. Evaluation instruments, whether state or locally developed, should be structured to preclude a teacher from receiving a satisfactory rating if found ineffective in the classroom.
- 2. Evaluation instruments should require classroom observations that focus on and document the effectiveness of instruction.
- 3. Teacher evaluations should consider objective evidence of student learning, including not only standardized test scores but also classroom-based artifacts such as tests, quizzes and student work.
- 4. The state should require that evaluation instruments differentiate among various levels of teacher performance. A binary system that merely categorizes teachers as satisfactory or unsatisfactory is inadequate.



The components for this goal have changed since 2009. In light of state progress on this topic, the bar for this goal has been raised.

Background



Area 3: Goal B **Utah** Analysis



State Partly Meets Goal



Bar Raised for this Goal Progress Since 2009



ANALYSIS

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

The state's policy requires local districts to conduct teacher evaluations. However, it requires that educator evaluation programs use multiple measures including self-evaluation, student and parent input, peer observation, supervisor observation, evidence of professional growth, student achievement data and other indicators of instructional improvement.

For teachers participating in Utah's "career ladder" program, an optional program in which teachers can earn additional income for taking on new responsibilities, the state requires that "student progress shall play a significant role in teacher evaluation."

In addition, Utah has recently adopted a new board rule that outlines criteria for teacher evaluation systems, which must incorporate "valid and reliable measuring tools," including observations of instructional quality, evidence of student growth, and parent and student input.

Supporting Research

Utah Code 53A-9-103 and 53A-10-106 Utah HB 264 (2009) Board Rule R277-531

RECOMMENDATION

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

Although Utah is commended for requiring districts to use student achievement data in its teacher evaluations, it falls short by failing to require that evidence of student learning be the most significant criterion. The state should either require a common evaluation instrument in which evidence of student learning is the most significant criterion, or it should specifically require that student learning be the preponderant criterion in local evaluation processes. This can be accomplished by requiring objective evidence to count for at least half of the evaluation score or through other scoring mechanisms, such as a matrix, that ensure that nothing affects the overall score more. Whether state or locally developed, a teacher should not be able to receive a satisfactory rating if found ineffective in the classroom.

Ensure that classroom observations specifically focus on and document the effectiveness of instruction.

Although Utah commendably requires classroom observations as part of teacher evaluations, the state should articulate guidelines that focus classroom observations on the quality of instruction, as measured by student time on task, student grasp or mastery of the lesson objective and efficient use of class time.

Utilize rating categories that meaningfully differentiate among various levels of teacher performance.

To ensure that the evaluation instrument accurately differentiates among levels of teacher performance, Utah should require districts to utilize multiple rating categories, such as highly effective, effective, needs improvement and ineffective. A binary system that merely categorizes teachers as satisfactory or unsatisfactory is inadequate.

UTAH RESPONSE TO ANALYSIS Utah was helpful in providing NCTQ with facts that enhanced this analysis. The state added that by spring 2012, it will determine the percentages of these elements for a consistent measure. "A statewide evaluation framework with these elements, timelines and other processes must drive all evaluation systems." Utah also noted that a statewide model evaluation system for educators is being developed for adoption by districts during the 2012-2013 school year.

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T EXAMPLES OF BEST PRACTICE

NCTQ has not singled out any one state for "best practice" honors. Many states have made significant strides in the area of teacher evaluation by requiring that objective evidence of student learning be the preponderant criterion. Because there are many different approaches that result in student learning being the preponderant criterion, all 10 states that meet this goal are commended for their efforts.

Figure 70

Using state data in teacher evaluations

States with Requirements for Student Achievement Data but Lacking Data System Capacity

Arizona, Colorado, Connecticut, Michigan, Nevada

States with Data System Capacity but No Student Achievement Requirements

Alabama, Hawaii, Iowa, Kansas, Kentucky, Mississippi, Missouri, Nebraska, New Hampshire, New Mexico, North Dakota, Pennsylvania, South Carolina, Washington, West Virginia, Wisconsin

Figure 69

^{1.} District of Columbia Public Schools requires that student learning be the preponderant criterion of its teacher evaluations.

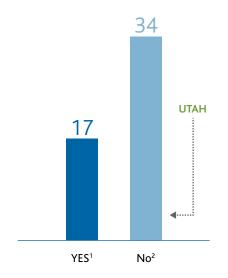
Figure 71
Sources of objective evidence of student learning

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

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

Figure 72

Do states require more than two categories for teacher evaluation ratings?



- Strong Practice: Arkansas, Colorado, Delaware, Florida, Georgia, Illinois, Indiana, Maryland, Massachusetts, Michigan, Nevada, New York, Ohio, Oklahoma, Rhode Island, Tennessee, Washington
- Alabama, Alaska, Arizona, California, Connecticut, District of Columbia, Hawaii, Idaho, Iowa, Kansas, Kentucky, Louisiana, Maine, Minnesota, Mississippi, Missouri, Montana, Nebraska, New Hampshire, New Jersey, New Mexico, North Carolina, North Dakota, Oregon, Pennsylvania, South Carolina, South Dakota, Texas, Utah, Vermont, Virginia, West Virginia, Wisconsin, Wyoming

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^{1.} State approval required.

^{2.} The state model is presumptive; districts need state approval to opt out.

Goal C – Frequency of Evaluations

The state should require annual evaluations of all teachers.

Goal Components

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

- 1. The state should require that all teachers receive a formal evaluation rating each year.
- 2. While all teachers should have multiple observations that contribute to their formal evaluation rating, the state should ensure that new teachers are observed and receive feedback early in the school year.

Background



Area 3: Goal C **Utah** Analysis



State Nearly Meets Goal



Progress Since 2009

ANALYSIS

Commendably, all teachers in Utah must be evaluated at least annually.

Nonprobationary teachers must be evaluated once a year. New teachers in Utah must be formally evaluated at least twice a year. The state's policy does not include any guidelines on when these evaluations should occur.

Supporting Research

Utah Code 53A-10-106

RECOMMENDATION

Base evaluations on multiple observations.

To guarantee that annual evaluations are based on an adequate collection of information, Utah should require multiple observations for all teachers, even those who have nonprobationary status.

Ensure that new teachers are observed and receive feedback early in the school year.

It is critical that schools and districts closely monitor the performance of new teachers. Utah should ensure that its new teachers get the support they need and that supervisors know early on which new teachers may be struggling or at risk for unacceptable levels of performance. As evaluation instruments become more data driven, it will not be feasible to issue a formal evaluation rating until applicable student data are available later in the year.

UTAH RESPONSE TO ANALYSIS

Utah asserted that all district evaluation systems must include multiple measures, including student achievement data. The state added that its code outlines timelines for provisional evaluations as well as requires "a reasonable number of observation periods for an evaluation to ensure adequate reliability."

Supporting Research

Board Rule R277-531

Utah Code 53A-10-106(5)

LAST WORD

Rather than leave it up to the districts to determine a "reasonable" number of observations, the state should require multiple observations to ensure an adequate collection of information.

Further, Utah's summative evaluation timelines address notice prior to an evaluation and the allowable length of time for a post-evaluation discussion. It does not appear that the state specifically requires an evaluation for new teachers during the first part of the school year.

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TEXAMPLES OF BEST PRACTICE

Although not awarding "best practice" honors for frequency of evaluations, NCTQ commends all nine states that meet this goal not only by requiring annual evaluations for all teachers, but also for ensuring that new teachers are observed and receive feedback during the first half of the school year.

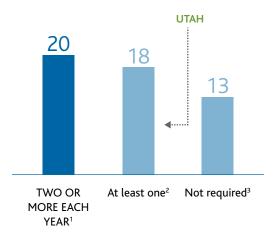
Figure 76 Do states require districts to evaluate all teachers each year?



Figures 75 and 76

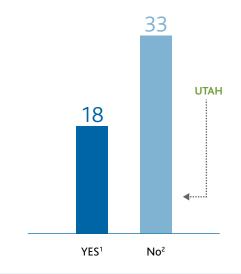
- 1. Although highly effective teachers are only required to receive a summative evaluation once every two years, the student improvement component is evaluated annually.
- 2. All District of Columbia Public Schools teachers are evaluated at least annually.

Figure 77 Do states require classroom observations?



- 1. Strong Practice: Alabama, Alaska⁴, Arkansas, Colorado⁴, Delaware, Florida⁴, Georgia, Kentucky⁴, Maryland, Michigan, Missouri⁴, Newada⁴, New York, North Carolina, Ohio, Oregon⁴, Rhode Island, Tennessee, Washington, West Virginia⁴
- 2. Arizona, California, Connecticut, Hawaii, Idaho, Illinois, Indiana, Louisiana, Massachusetts, Mississippi, New Jersey, New Mexico, Oklahoma, Pennsylvania, South Carolina, Texas, Utah, Wisconsin
- 3. District of Columbia, Iowa, Kansas, Maine, Minnesota, Montana, Nebraska, New Hampshire, North Dakota, South Dakota, Vermont, Virginia, Wyoming
- 4. For new teachers.

Figure 78 Do states require that new teachers are observed early in the year?



- 1. Strong Practice: Alabama, Idaho, Indiana, Kansas, Kentucky, Maryland, Minnesota, Nebraska, Nevada, New Jersey, North Dakota, Ohio, Oklahoma, Rhode Island, South Carolina, Tennessee, Washington, West Virginia
- 2. Alaska, Arizona, Arkansas, California, Colorado, Connecticut, Delaware, District of Columbia, Florida, Georgia, Hawaii, Illinois, Iowa, Louisiana, Maine, Massachusetts, Michigan, Mississippi, Missouri, Montana, New Hampshire, New Mexico, New York, North Carolina, Oregon, Pennsylvania, South Dakota, Texas, Utah, Vermont, Virginia, Wisconsin, Wyoming

Goal D - Tenure

The state should require that tenure decisions are based on evidence of teacher effectiveness.

Goal Components

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

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



The components for this goal have changed since 2009. In light of state progress on this topic, the bar for this goal has been raised.

Background



Area 3: Goal D **Utah** Analysis



State Does Not Meet Goal Raised for this Goal





Progress Since 2009

ANALYSIS

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

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

Supporting Research

Utah Code 53A-8-106

RECOMMENDATION

End the automatic awarding of tenure.

The decision to grant tenure should be a deliberate one, based on consideration of a teacher's commitment and actual evidence of classroom effectiveness.

- Ensure evidence of effectiveness is the preponderant criterion in tenure decisions.
 - Utah should make evidence of effectiveness, rather than the number of years in the classroom, the most significant factor when determining this leap in professional standing.
- Articulate a process that local districts must administer when deciding which teachers get tenure.

Utah should require a clear process, such as a hearing, to ensure that the local district reviews a teacher's performance before making a determination regarding tenure.

Require a longer probationary period.

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

UTAH RESPONSE TO ANALYSIS

Utah recognized the factual accuracy of this analysis.

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Teachers may also earn career status with an average rating of at least effective for a four-year period and a rating of at least effective for the last two years.

^{2.} Teachers who receive two years of ineffective evaluations are dismissed.

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T EXAMPLES OF BEST PRACTICE

Michigan has increased its probationary period to five years and requires that evidence of effectiveness be the primary criterion in awarding tenure.

Figure 82 How are tenure decisions made?

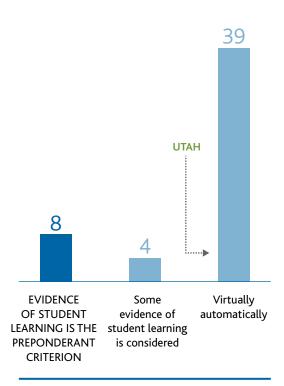


Figure 81

- 1. No state-level policy; however, the contract between DCPS and the teachers' union represents significant advancement in the area of
- 2. The state has created a loophole by essentially waiving student learning requirements and allowing the principal of a school to petition for career-teacher status.

Goal E – Licensure Advancement

The state should base licensure advancement on evidence of teacher effectiveness.

Goal Components

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

- 1. The state should base advancement from a probationary to a nonprobationary license on evidence of teacher effectiveness.
- 2. The state should not require teachers to fulfill generic, unspecified coursework requirements to advance from a probationary to a nonprobationary license.
- 3. The state should not require teachers to have an advanced degree as a condition of professional licensure.
- 4. Evidence of effectiveness should be a factor in the renewal of a professional license.



The components for this goal have changed since 2009. In light of state progress on this topic, the bar for this goal has been raised.

Background



Area 3: Goal E **Utah** Analysis







ANALYSIS

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

In Utah, to advance from a Level 1 license to a Level 2 license, teachers must complete the following: work with a mentor for three years, complete a portfolio review, satisfy district/school evaluations, achieve a score of 160 or higher on the Praxis II in the area of educational preparation and assignment and be NCLB-highly qualified in at least one license area or endorsement. In order to move from a Level 2 to a Level 3 license, teachers must acquire a doctorate in an education-related field or have National Board Certification.

Utah does not include evidence of effectiveness as a factor in the renewal of a professional license. Level 2 teachers must renew their licenses every five years and Level 3 teachers every seven years. Level 2 and 3 teachers must acquire 100 points for educator work experience in a public or accredited private school— 35 points per school year for at least half-time up to three years during the renewal cycle as well as 100 professional development points.

Supporting Research

Utah Administrative Code R277-502-4

http://www.schools.utah.gov/cert/License-Renewals/Active-Level-2-or-3.aspx

RECOMMENDATION

- Require evidence of effectiveness as a part of teacher licensing policy.
 - Utah should require evidence of teacher effectiveness to be a factor in determining whether teachers can renew their licenses or advance to a higher-level license.
- Discontinue licensure requirements with no direct connection to classroom effectiveness.
 - While targeted requirements may potentially expand teacher knowledge and improve teacher practice, Utah's general, nonspecific professional development point requirements for license renewal merely call for teachers to complete a certain amount of seat time. These requirements do not correlate with teacher effectiveness.
- End requirement tying teacher advancement to doctoral degrees.
 - Utah should remove its mandate that teachers obtain a doctorate degree for any level of license advancement. Research is conclusive and emphatic that master's degrees do not have any significant correlation to classroom performance. Rather, advancement should be based on evidence of teacher effectiveness.

UTAH RESPONSE TO ANALYSIS

Utah recognized the factual accuracy of this analysis.

Figure 84	SA CATIVE EVIDENCE OF	_ /	Consideration given to treatle for the souther	less /
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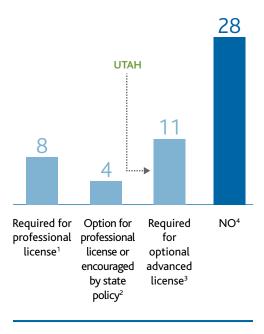


T EXAMPLES OF BEST PRACTICE

Rhode Island is integrating certification, certification renewal and educator evaluation. Teachers who receive poor evaluations for five consecutive years are not eligible to renew their certification. In addition, teachers who consistently receive 'highly effective' ratings will be eligible for a special license designation.

Figure 85

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

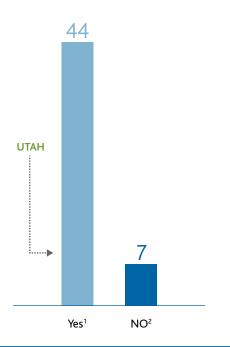


- 1. Connecticut, Kentucky, Maryland, Michigan, Mississippi, Montana, New York and Oregon all require a master's degree or coursework equivalent to a master's degree
- 2. Illinois, Massachusetts, Missouri, Tennessee
- 3. Alabama, Hawaii, Indiana, Iowa, Nebraska, New Mexico, Ohio, South Carolina, Utah, Virginia, West Virginia
- 4. Strong Practice: Alaska, Arizona, Arkansas, California, Colorado, Delaware, District of Columbia, Florida, Georgia, Idaho, Kansas, Louisiana, Maine, Minnesota, Nevada, New Hampshire, New Jersey, North Carolina, North Dakota, Oklahoma, Pennsylvania, Rhode Island, South Dakota, Texas, Vermont, Washington, Wisconsin, Wyoming

- 1. Illinois allows revocation of licenses based on ineffectiveness.
- 2. Maryland uses some objective evidence through their evaluation system for renewal, but advancement to professional license is still based on earning an advanced degree.

Figure 86

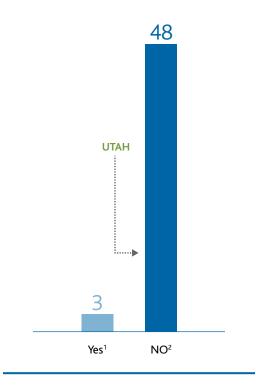
Do states require teachers to take additional, nonspecific coursework before conferring or renewing professional licenses?



- Alabama, Alaska, Arizona, Arkansas, Colorado, Connecticut, Delaware, District of Columbia, Florida, Idaho, Illinois, Indiana, Iowa, Kansas, Kentucky, Maine, Maryland, Massachusetts, Michigan, Minnesota, Mississippi, Missouri, Montana, Nebraska, Nevada, New Hampshire, New York, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, South Carolina, South Dakota, Tennessee, Texas, Utah, Vermont, Virginia, Washington, West Virginia, Wisconsin, Wyoming
- 2. Strong Practice: California, Georgia, Hawaii, Louisiana, New Jersey, New Mexico, Rhode Island

Figure 87

Do states award lifetime professional licenses?



- 1. New Jersey, Pennsylvania, West Virginia
- 2. Strong Practice: Alabama, Alaska, Arizona, Arkansas, California, Colorado, Connecticut, Delaware, District of Columbia, Florida, Georgia, Hawaii, Idaho, Illinois, Indiana, Iowa, Kansas, Kentucky, Louisiana, Maine, Maryland, Massachusetts, Michigan, Minnesota, Mississippi, Missouri, Montana, Nebraska, Newada, New Hampshire, New Mexico, New York, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, Rhode Island, South Carolina, South Dakota, Tennessee, Texas, Utah, Vermont, Virginia, Washington, Wisconsin, Wyoming

Goal F – Equitable Distribution

The state should publicly report districts' distribution of teacher talent among schools to identify inequities in schools serving disadvantaged children.

Goal Components

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

The state should make the following data publicly available:

- 1. An "Academic Quality" index for each school that includes factors research has found to be associated with teacher effectiveness, such as:
 - a. percentage of new teachers;
 - b. percentage of teachers failing basic skills licensure tests at least once;
 - c. percentage of teachers on emergency credentials;
 - d. average selectivity of teachers' undergraduate institutions; and
 - e. teachers' average ACT or SAT scores;
- The percentage of highly qualified teachers disaggregated by both individual school and by teaching area;
- The annual teacher absenteeism rate reported for the previous three years, disaggregated by individual school;
- 4. The average teacher turnover rate for the previous three years, disaggregated by individual school, by district and by reasons that teachers leave.

Background



Area 3: Goal F **Utah** Analysis



State Meets a Small Part of Goal



Progress Since 2009

ANALYSIS

Providing comprehensive reporting may be the state's most important role for ensuring the equitable distribution of teachers among schools. Utah reports little school-level data that can help support the equitable distribution of teacher talent.

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

Utah does report on the percentage of highly qualified teachers by school. Commendably, these data are reported for each school, rather than aggregated by district. The state is commended for comparing highly qualified teachers based on poverty quartile.

Supporting Research

State Poverty Quartile NCLB Highly Qualified Teacher Report 2009-2010

District NCLB Highly Qualified Teacher Report 2009-2010

http://u-pass.schools.utah.gov/u-passweb/pdfs/NCLB/2010/District-Charter%20Schools%20NCLB%20HQ%20Teacher%20Report.pdf?ts=1322080422229

RECOMMENDATION

Use a teacher quality index to report publicly about each school.

A teacher quality index, such as the one developed by the Illinois Education Research Council, with data including teachers' average SAT or ACT scores, the percentage of teachers failing basic skills licensure tests at least once, the selectivity of teachers' undergraduate colleges and the percentage of new teachers, can shine a light on how equitably teachers are distributed both across and within districts. Utah should ensure that individual school report cards include such data in a manner that translates these factors into something easily understood by the public, such as a color-coded matrix indicating a school's high or low score.

Publish other data that facilitate comparisons across schools.

Utah should collect and report other school-level data that reflect the stability of a school's faculty, including the rates of teacher absenteeism and turnover.

Provide comparative data based on school demographics.

As Utah does with highly qualified teachers, the state should provide comparative data for schools with similar poverty and minority populations. This would yield a more comprehensive picture of gaps in the equitable distribution of teachers.

UTAH RESPONSE TO ANALYSIS

Utah recognized the factual accuracy of this analysis.

UTAH

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No state has an outstanding record when it comes to public reporting of teacher data that can help to ameliorate inequities in teacher quality. However, Connecticut, New Jersey, New York, North Carolina, Rhode Island and South Carolina report more school-level data than other states.

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

Area 4: Retaining Effective Teachers

Goal A - Induction

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

Goal Components

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

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

Background



Area 4: Goal A **Utah** Analysis



State Nearly Meets Goal



Progress Since 2009

ANALYSIS

Utah requires that all new teachers receive mentoring. New teachers are required to participate in a mentoring program in which the principal assigns a mentor within the first semester of teaching who "performs substantially the same duties" as the new teacher. Mentors must "provide moral and emotional support" and arrange for observation opportunities and meetings to share strategies and teaching methods. Mentors must also have at least three years' experience and are expected to help new teachers "become effective and competent in the teaching profession and school system." Mentors must complete a training program, including ongoing professional development.

Supporting Research

Utah Administrative Code R277-522-3

RECOMMENDATION

Expand guidelines to include other key areas.

While still leaving districts flexibility, Utah should articulate minimum guidelines for a high-quality induction experience. The state should require a timeline in which mentors are assigned to all new teachers, ideally soon after the commencing of teaching, to offer support during those first critical weeks of school. It should also mandate a method for performance evaluation.

UTAH RESPONSE TO ANALYSIS

Utah recognized the factual accuracy of this analysis.

104 : NCTQ STATE TEACHER POLICY YEARBOOK 2011

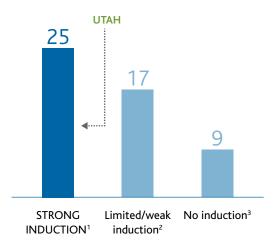
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TEXAMPLES OF BEST PRACTICE

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

Figure 92 Do states have policies that articulate the elements of effective induction?



- 1. Strong Practice: Alabama, Arkansas, California, Colorado, Connecticut, Delaware, Iowa, Kansas, Kentucky, Maine, Maryland, Massachusetts, Michigan, Mississippi, Missouri, Nebraska, New Jersey, New York, North Carolina, Oklahoma, Rhode Island, South Carolina, Utah, Virginia, West Virginia
- 2. Alaska, Arizona, Florida, Idaho, Illinois, Minnesota, Montana, New Mexico, North Dakota, Ohio, Oregon, Pennsylvania, South Dakota, Tennessee, Texas, Washington, Wisconsin
- 3. District of Columbia, Georgia, Hawaii, Indiana, Louisiana, Nevada, New Hampshire, Vermont, Wyoming

106: NCTQ STATE TEACHER POLICY YEARBOOK 2011

Goal B - Professional Development

The state should require professional development to be based on needs identified through teacher evaluations.

Goal Components

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

- 1. The state should require that evaluation systems provide teachers with feedback about their performance.
- 2. The state should direct districts to align professional development activities with findings from teachers' evaluations.

Background



Area 4: Goal B **Utah** Analysis



State Meets a Small Part of Goal



Progress Since 2009

ANALYSIS

New legislation in Utah stipulates that data gathered from evaluation tools "may be considered" by LEAs to inform professional development. In addition, the new rule states that "a LEA evaluation system shall assess professional development needs of educators."

Supporting Research R277-531-3(5)

RECOMMENDATION

- Require that evaluation systems provide teachers with feedback about their performance. In order to increase their effectiveness in the classroom, teachers need to receive feedback on strengths and areas that need improvement identified in their evaluations. As such, Utah should require that evaluation systems provide teachers with feedback about their classroom performance.
- Ensure that professional development is aligned with findings from teachers' evaluations. Utah's new legislation is certainly a step in the right direction. However, the state is encouraged to strengthen its policy to ensure that districts utilize teacher evaluation results in determining the professional development needs and activities for individual teachers.

UTAH RESPONSE TO ANALYSIS

Utah was helpful in providing NCTQ with facts that enhanced this analysis. Utah also noted that based on new Board Rule R277-500-3, active teachers are required to meet annually to create and maintain a Professional Growth Plan for renewal of their educator license.

LAST WORD

Professional growth plans can be a helpful means for teachers to build upon strengths and areas identified that need improvement in their evaluations. Unfortunately, Utah's Professional Growth Plan is not linked to teachers' evaluations, making it an unreliable means for addressing teachers' professional growth and accomplishing the aim of increasing their effectiveness in the classroom.

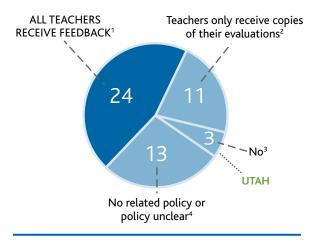
108: NCTQ STATE TEACHER POLICY YEARBOOK 2011



EXAMPLES OF BEST PRACTICE

Ten states meet this goal, and although NCTQ has not singled out one state's policies for "best practice" honors, Louisiana is commended for clearly articulating that the feedback provided to a teacher in a post-observation conference must include a discussion of a teacher's strengths and weaknesses.

Figure 94 Do teachers receive feedback on their evaluations?

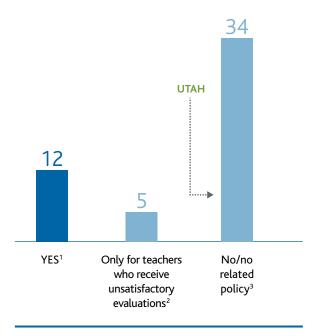


- 1. Strong Practice: Arkansas, Connecticut, Delaware, Georgia, Hawaii, Illinois, Kentucky, Louisiana, Massachusetts, Michigan, Missisippi, Missouri, New Jersey, New Mexico, New York, North Carolina, Oregon, Rhode Island, South Carolina, Tennessee, Texas, Washington, West Virginia, Wyoming
- 2. Alaska, Arizona, California, Colorado, Florida, Indiana, Kansas, Maryland, Nevada, Ohio, Oklahoma
- 3. Minnesota, Pennsylvania, Utah
- 4. Alabama, District of Columbia, Idaho, Iowa, Maine, Montana, Nebraska, New Hampshire, North Dakota, South Dakota, Vermont, Virginia, Wisconsin



Figure 96

Do states require that teacher evaluations inform professional development?



- Strong Practice: Arkansas, Connecticut, Delaware, Florida, Louisiana, Michigan, Minnesota, Missouri, North Carolina, Rhode Island, South Carolina, Wyoming
- 2. Colorado, Georgia, Illinois, Indiana, Texas
- 3. Alabama, Alaska, Arizona, California, District of Columbia, Hawaii, Idaho, Iowa, Kansas, Kentucky, Maine, Maryland, Massachusetts, Mississippi⁴, Montana, Nebraska, Nevada, New Hampshire, New Jersey, New Mexico, New York, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, South Dakota, Tennessee, Utah, Vermont, Viiginia, Washington, West Viiginia, Wisconsin
- 4. Mississippi requires professional development based on evaluation results only for teachers in need of improvement in school identified as at-risk.

Goal C - Pay Scales

The state should give local districts authority over pay scales.

Goal Components

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

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

Background



Area 4: Goal C **Utah** Analysis



State Partly Meets Goal



Progress Since 2009

ANALYSIS

Utah gives local districts the authority for pay scales, eliminating barriers such as state salary schedules and other regulations that control how districts pay teachers. The compensation system is called a "career ladder" and is to be developed by each school district with the advice and counsel of parents, teachers and school administrators.

Supporting Research

Utah Code 53A-9-102

RECOMMENDATION

■ Discourage districts from tying compensation to advanced degrees.

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

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

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

UTAH RESPONSE TO ANALYSIS

Utah asserted that the career ladder program is no longer funded and hasn't existed for quite some time. The Utah legislature has appropriated \$350,000 for a two-year study of performance pay. Utah developed a performance pay pilot program that ended in the spring of 2011. Data from this pilot will inform upcoming policy decisions. Each district has authority for the salary of their teachers.

LAST WORD

NCTQ encourages Utah to remove outdated policies from its statute so that the public has accurate information about teacher policy in the state.

112 : NCTQ STATE TEACHER POLICY YEARBOOK 2011

TEXAMPLES OF BEST PRACTICE

Florida and Indiana allow local districts to develop their own salary schedules while preventing districts from focusing on elements not associated with teacher effectiveness. In Florida, local salary schedules must ensure that the most effective teachers receive salary increases greater than the highest annual salary adjustment available. Indiana requires local salary scales to be based on a combination of factors and limits the years of teacher experience and content-area degrees to account for no more than one-third of this calculation.

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^{1.} Colorado gives districts the option of a salary schedule, a performance pay policy or a combination of both.

 $^{{\}bf 2}.$ Rhode Island requires that local district salary schedules are based on years of service, experience and training.

Figure 99	<i>Y</i> .	≥ /	1 6
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^{1.} Rhode Island requires local district salary schedules to include teacher "training".

^{2.} Texas has a minimum salary schedule based on years of experience. Compensation for advanced degrees is left to district discretion.

Goal D – Compensation for Prior Work Experience

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

Goal Components

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

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

Background



Area 4: Goal D **Utah** Analysis



State Does Not Meet Goal



Progress Since 2009

ANALYSIS

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

RECOMMENDATION

■ Encourage local districts to compensate new teachers with relevant prior work experience.

While still leaving districts with the flexibility to determine their own pay scales, Utah should encourage districts to incorporate mechanisms such as starting these teachers at a higher salary than other new teachers. Such policies would be attractive to career changers with related work experience, such as in the STEM subjects.

UTAH RESPONSE TO ANALYSIS

Utah recognized the factual accuracy of this analysis.

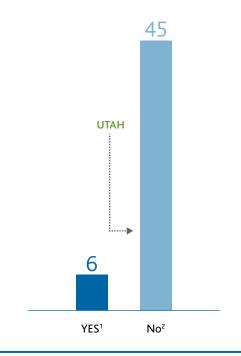
116: NCTQ STATE TEACHER POLICY YEARBOOK 2011



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

Figure 101

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



- 1. Strong Practice: California, Delaware, Georgia, North Carolina, Texas, Washington
- Alabama, Alaska, Arizona, Arkansas, Colorado, Connecticut, District of Columbia, Florida, Hawaii, Idaho, Illinois, Indiana, Iowa, Kansas, Kentucky, Louisiana, Maine, Maryland, Massachusetts, Michigan, Minnesota, Mississippi, Missouri, Montana, Nebraska, Nevada, New Hampshire, New Jersey, New Mexico, New York, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Carolina, South Dakota, Tennessee, Utah, Vermont, Virginia, West Virginia, Wisconsin, Wyoming

Goal E – Differential Pay

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

Goal Components

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

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

Background



Area 4: Goal E **Utah** Analysis



State Partly Meets Goal



Progress Since 2009

ANALYSIS

Utah supports differential pay by which a teacher can earn additional compensation by teaching certain subjects. Teachers of mathematics and science, subjects deemed as "critical shortage areas" by the state are eligible for an annual salary supplement of \$4,100. Due to financial constraints, teachers are no longer eligible for signing bonuses and reimbursement for advanced degrees.

Utah does not support differential pay for those teaching in high-needs schools, even though the state does not have regulatory language preventing districts from providing such differential pay.

Supporting Research

Utah Code 53A-17A-156

Utah's Public Education Job Enhancement Program http://www.schools.utah.gov/cert/Loans-and-Scholarships/Job-Enhancement-Program.aspx

RECOMMENDATION

Support differential pay for teachers in high-needs schools.

Utah should encourage districts to link compensation to district needs. Such policies can help districts achieve a more equitable distribution of teachers.

UTAH RESPONSE TO ANALYSIS

Utah recognized the factual accuracy of our analysis.

Figure 103		HIGH NEED	/	SHORTAGI	[/
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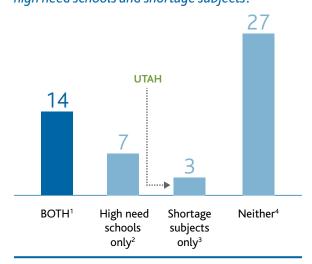
- Connecticut offers mortgage assistance and incentives to retired teachers working in shortage subject areas.
- Maryland offers tuition reimbursement for teacher retraining in specified shortage subject areas and offers a stipend for alternate route candidates teaching in shortage subject areas.
- 3. South Dakota offers signing bonuses and scholarships to fill shortages in high-need schools.
- Shortage subject area differential pay is limited to the Middle School Teacher Corps program.



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

Figure 104

Do states support differential pay for teaching in high need schools and shortage subjects?



- Strong Practice: Arkansas, California, Florida, Georgia, Kentucky, Louisiana, Massachusetts, Nevada, New York, Ohio, Oklahoma, Tennessee, Texas, Virginia
- Colorado, Hawaii, Maryland, North Carolina, Washington, Wisconsin, Wyoming
- 3. Idaho, Pennsylvania, Utah
- Alabama, Alaska, Arizona, Connecticut, Delaware, District of Columbia, Illinois, Indiana, Iowa, Kansas, Maine, Michigan, Minnesota, Mississippi, Missouri, Montana, Nebraska, New Hampshire, New Jersey, New Mexico, North Dakota, Oregon, Rhode Island, South Carolina, South Dakota, Vermont, West Virginia

Goal F – Performance Pay

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

Goal Components

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

- 1. The state should support performance pay efforts, rewarding teachers for their effectiveness in the classroom.
- 2. The state should allow districts flexibility to define the criteria for performance pay provided that such criteria connect to evidence of student achievement.
- 3. Any performance pay plan should allow for the participation of all teachers, not just those in tested subjects and grades.

Background



Area 4: Goal F **Utah** Analysis



State Meets Goal



Progress Since 2009

ANALYSIS

Utah supports performance pay. The state allows local districts to formulate career ladders regarding compensation. Advancement up the career ladder may be "contingent upon effective teaching performance, evidence of which may include formal evaluation and assessment of student progress." The state requires that student progress play a significant role in teacher evaluation, and formal preparation and successful teaching experience may also be considered for additional compensation. The amount of the award for effective performance is not addressed.

Supporting Research

Utah Code 53A-9-102; 53A-9-103

UTAH RESPONSE TO ANALYSIS

Utah recognized the factual accuracy of this analysis.

LAST WORD

NCTQ notes that Utah indicated the career ladder program is no longer funded in response to Goal 4-C.

EXAMPLES OF BEST PRACTICE

An increasing number of states are supporting performance pay initiatives. Florida and **Indiana** are particularly noteworthy for their efforts to build performance into the salary schedule. Rather than award bonuses, teachers' salaries will be based in part on their performance in the classroom.

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^{1.} Nebraska's initiative does not go into effect until 2016.

Goal G – Pension Flexibility

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

Goal Components

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

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

Background



Area 4: Goal G **Utah** Analysis



State Partly Meets Goal



Progress Since 2009

ANALYSIS

Utah offers the option of a defined contribution plan or a hybrid plan for all teachers. All new teachers have up to one year to choose and the choice is irrevocable.

Utah's hybrid plan closely resembles a defined benefit plan. It is not fully portable, does not vest fully until year four and does not provide any guaranteed employer contribution for teachers who withdraw their accounts. It also limits flexibility by restricting the ability to purchase years of service.

Utah's hybrid plan consists of a defined contribution component funded by teachers' contributions and possible employer contributions, and a defined benefit component funded by employer contributions and, if needed, teacher contributions. Employers contribute 10 percent. If the defined benefit component's expenses are less than 10 percent, any excess goes into the teacher's defined contribution account. If the costs exceed 10 percent, teachers are required to contribute the difference (by automatic deduction from their salary) to fund the defined benefit component, and no employer funds will go into the employee's defined contribution account. Therefore, depending on plan expenses and market conditions, teachers may end up better off or worse off than a traditional defined benefit system. For this fiscal year, the cost of the defined benefit component was 7.59 percent; therefore, 2.41 percent from employers was deposited into the defined contribution component. Employees may make their own optional contributions to their 401(k) accounts.

Vesting in a defined benefit plan guarantees a teacher's eligibility to receive lifetime monthly benefit payments at retirement age. Nonvested teachers do not have a right to later retirement benefits; they may only withdraw the portion of their funds allowed by the plan. Utah's defined benefit component's vesting at four years of service is better than most states'; however, it still limits the options of teachers who leave the system prior to this point. For the defined contribution component, teachers vest immediately in their own contributions and at four years of service in the optional employer contributions.

When teachers leave the system they may withdraw the portion of their accounts in which they are vested. Teachers with less than four years of service may only withdraw their own contributions with earnings or losses. Teachers with at least four years of service may withdraw their own plus the possible employer contributions with earnings or losses. Teachers may be leaving the system with no savings beyond Social Security. Further, teachers who remain in the field of education but enter another pension plan (such as in another state) will find it difficult to purchase the time equivalent to their prior employment in the new system because they are not guaranteed any employer contribution.

Utah's defined benefit plan limits teachers' flexibility to purchase years of service. The ability to purchase time is important because defined benefit plans' retirement eligibility and benefit payments are often tied to the number of years a teacher has worked. Utah's plan allows teachers with four years of service to purchase unlimited time for previous teaching experience. While unlimited purchase is better than what most states allow, because teachers have to wait four years to purchase service, the cost may be much more expensive than if they were allowed to purchase all years at the start of service in Utah. In addition, the plan does not explicitly allow for the purchase of approved leaves of absence, such as maternity and paternity leave. (The state does allow the purchase of time while on short-term disability.) This is a disadvantage to those who need personal leaves of absence during the course of their career. Utah's defined contribution plan is fully portable and flexible for teachers.

In Utah's defined contribution plan, the full employer contribution of 10 percent goes into the teacher's account. The employee may make additional contributions.

In defined contribution plans, full vesting entitles teachers access to their funds and any available employer contributions. Utah's defined contribution plan, like its hybrid plan, vests at four years for employer contributions and immediately for optional employee contributions. When vested teachers end their service in Utah, they may withdraw their contributions, the employer contributions and their earnings or losses.

Supporting Research

Utah Retirement Systems, New Members

https://www.urs.org/Pages/NewMembers/NewMembersHome.aspx

RECOMMENDATION

Increase the portability of the defined benefit component of its hybrid plan.

If Utah maintains its defined benefit plan, it should allow all teachers that leave the system to withdraw their employer contributions. The state should also allow teachers to purchase at least one year per approved leave of absence and decrease the vesting requirement to year three. A lack of portability is a disincentive to an increasingly mobile teaching force.

Offer a fully portable supplemental retirement savings plan.

If Utah maintains its hybrid plan, the state should at least offer teachers the option of a fully portable supplemental defined contribution savings plan, with employers matching a percentage of teachers' contributions.

UTAH RESPONSE TO ANALYSIS

Utah recognized the factual accuracy of this analysis.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Figure 109		Defined benefit plan with	Julined /	CHOICE OF DEFINED REAL	ő > / >
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Pennsylvania					
Rhode Island					
South Carolina ⁶					
South Dakota					
Tennessee					
Texas					
UTAH ⁷					
Vermont					
Virginia					
Washington ⁸					
West Virginia					
Wisconsin					
Wyoming					
	25	17	4	4	1



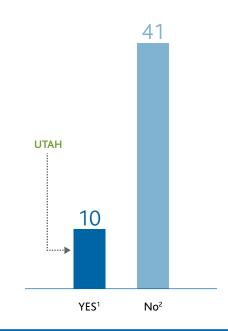
T EXAMPLES OF BEST PRACTICE

Alaska provides a fair and flexible defined contribution pension plan for all teachers. This plan is also highly portable, as teachers are entitled to 100 percent of employer contributions after five years of service. South Dakota's defined benefit plan has some creative provisions, which makes it more like a defined contribution plan. Most notably, teachers are able to withdraw 85 percent of their employer contributions after three years of service. In addition, Florida, Ohio, South Carolina and Utah are noteworthy for offering teachers a choice between a defined benefit or hybrid plan and a defined contribution plan.

- 1. A hybrid plan has components of both a defined benefit plan and a defined contribution plan.
- 2. California offers a small cash balance component but ended most of the funding to this portion as of January 1, 2011.
- 3. Indiana also offers a supplemental defined contribution plan.
- 4. Ohio also offers the option of a hybrid plan and offers a supplemental defined contribution plan.
- 5. Oregon also offers a supplemental defined contribution plan.
- 6. South Carolina also offers a supplemental defined contribution plan.
- 7. Utah offers a choice between a defined contribution or a hybrid plan.
- 8. Washington offers a choice between a defined benefit or a hybrid plan.

Figure 110

Do states offer teachers an option other than a nonportable defined benefit plan?



- 1. Strong Practice: Alaska, Florida, Indiana, Michigan, Ohio, Oregon, South Carolina, South Dakota, Utah, Washington
- Alabama, Arizona, Arkansas, California, Colorado³, Connecticut, Delaware, District of Columbia, Georgia, Hawaii³, Idaho, Illinois, Iowa, Kansas, Kentucky, Louisiana, Maine, Maryland, Massachusetts, Minnesota, Mississippi, Missouri, Montana, Nebraska, Nevada, New Hampshire, New Jersey, New Mexico, New York, North Carolina, North Dakota, Oklahoma, Pennsylvania, Rhode Island, Tennessee, Texas, Vermont, Virginia, West Virginia, Wisconsin, Wyoming
- 3. Although not fully portable, the state's defined benefit plan has some notable portability provisions.

Figure 111

- 1. For teachers who join the system on or after January 1, 2012.
- 2. Florida's defined benefit plan does not vest until year eight; teachers vest in the state's defined contribution plan after one year.
- 3. For teachers who join the system on or after July 1, 2012.
- 4. Ohio's defined benefit plan does not vest until year five; teachers vest in the state's defined contribution plan after one year.
- Oregon offers a hybrid plan in which teachers vest immediately in the defined contribution component and vest in the defined benefit component after five years.
- South Carolina's defined benefit plan does not vest until year five; teachers vest immediately in the state's defined contribution plan.
- 7. Based on Washington's Plan 2. The state also offers a hybrid plan in which teachers vest immediately in the defined contribution component and vest in the defined benefit component after 10 years.

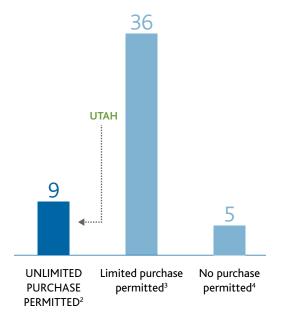
gure 111 Iow many years before	teachers ves	+ 2		
ow many years before	teachers ves	L:		
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Alaska				
Arizona				
Arkansas				
California				
Colorado				
Connecticut				
Delaware ¹				
District of Columbia				
Florida ²				
Georgia				
Hawaii ³				
Idaho				
Illinois				
Indiana				
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Virginia				
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West Virginia				
Wisconsin				
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Figure 112		Only their own	,io, /	Their own contribution	THER OWN CONTRBUTON CONTRBUTON CONTRBUTON
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Michigan ⁵					
Minnesota					
Mississippi					
Missouri					
Montana					
Nebraska					
Nevada ⁶					
New Hampshire					
New Jersey					
New Mexico					
New York					
North Carolina					
North Dakota					
Ohio ⁷					
Oklahoma					
Oregon ⁸					
Pennsylvania					
Rhode Island					
South Carolina ⁹					
South Dakota					
Tennessee					
Texas					
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Vermont					
Virginia					
Washington ¹¹					
West Virginia					
Wisconsin					
Wyoming		_			
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- States' withdrawal policies may vary depending on a teacher's years of service. Year five is used as a common point of comparision.
- As of July 1, 2006, Alaska only offers a defined contribution plan to new members, which allows teachers leaving the system after five years to withdraw 100 percent of the employer contribution.
- 3. California has a defined benefit plan with a small cash balance component, which allows exiting teachers to withdraw their contributions and any employer contributions plus earnings from their cash balance component, regardless of their actions regarding their defined benefit account.
- 4. Once vested, lowa teachers may withdraw an employer match equal to one-thirtieth of their years of service. Effective July 1, 2012 teachers vest at seven years of service, so a teacher leaving at year five would not be entitled to any employer contribution.
- 5. Michigan only offers a hybrid plan. Exiting teachers may withdraw their own contributions and accrued earnings immediately and the employer contributions to the defined contribution component once vested at year four. Michigan teachers may withdraw their own contributions and accrued interest from the defined benefit component but may not withdraw the employer contribution.
- 6. Most teachers in Nevada fund the system by salary reductions or forgoing pay raises and thus do not have direct contributions to withdraw. The small mintority that are in a contributory system may withdraw their contributions plus interest.
- 7. Ohio has two other pension plans. Ohio's defined contribution plan allows teachers with at least one year of service who are leaving the system to withdraw 100 percent of the employer contribution. Exiting teachers with at least five years of experience in Ohio's combination plan may withdraw their employee-funded defined contribution component and the present value of the benefits offered in the defined benefit component.
- 8. Oregon only has a hybrid retirement plan, which allows exiting teachers to withdraw their contributions plus earnings from their defined contribution component; they still receive the employer-funded defined benefit payments at retirement age.
- South Carolina also has a defined contribution plan, which allows exiting teachers to withdraw 100 percent of their contributions and employer contributions, plus earnings.
- 10. Utah offers a hybrid pension plan, which only has employee contributions when the costs exceed the guaranteed employer contribution. When costs are less than the employer contribution, the excess is contributed to the employee account and refundable after vesting.
- 11. Washington also has a hybrid plan, which allows exiting teachers to withdraw their contributions plus earnings from their defined contribution component; they still receive the employer-funded defined benefit payments at retirement age.

Figure 113

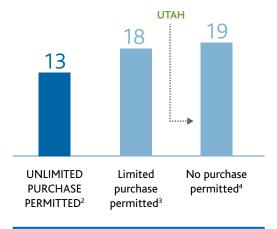
Do states permit teachers to purchase time for previous teaching experience?¹



- Purchasing time does not apply to defined contribution plans. In states that offer multiple plans or a hybrid plan, the graph refers to the state's defined benefit plan or the defined benefit component of its hybrid plan. Alaska only offers a defined contribution plan and is not included.
- Strong Practice: California, Iowa, Kansas, Louisiana, New Hampshire, North Dakota, South Carolina, South Dakota, Utah
- Alabama, Arizona, Arkansas, Colorado, Connecticut, Delaware, District of Columbia, Florida, Georgia, Idaho, Illinois, Indiana, Kentucky, Maine, Maryland, Massachusetts, Mississippi, Missouri, Montana, Nebraska, Nevada, New Jersey, New Mexico, North Carolina, Ohio, Oklahoma, Pennsylvania, Rhode Island, Tennessee, Texas, Vermont, Virginia, Washington, West Virginia, Wisconsin, Wyoming
- 4. Hawaii, Michigan, Minnesota, New York, Oregon

Figure 114

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



- Purchasing time does not apply to defined contribution plans. In states that offer multiple plans or a hybrid plan, the graph refers to the state's defined benefit plan or the defined benefit component of its hybrid plan. Alaska only offers a defined contribution plan and is not included.
- 2. Strong Practice: Alabama, California, Delaware, Illinois, Iowa, Maryland, Minnesota, Missouri, Nebraska, North Dakota, Ohio, South Carolina, South Dakota
- 3. Arizona, Connecticut, District of Columbia, Florida, Idaho, Indiana, Kentucky, Louisiana, Massachusetts, Montana, New Jersey, North Carolina, Oklahoma, Rhode Island, Vermont, Virginia, Washington, Wyoming
- Arkansas, Colorado, Georgia, Hawaii, Kansas, Maine, Michigan, Mississippi, Nevada, New Hampshire, New Mexico, New York, Oregon, Pennsylvania, Tennessee, Texas, Utah, West Virginia, Wisconsin

Goal H - Pension Sustainability

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

Goal Components

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

- The state should ensure that its pension system is financially sustainable, without excessive unfunded liabilities or an inappropriately long amortization period.
- Mandatory employer and employee contribution rates should not be unreasonably high, as they reduce teachers' paychecks and commit district resources that could otherwise be spent on salaries or incentives.

Background



Area 4: Goal H **Utah** Analysis



State Partly Meets Goal



Progress Since 2009

ANALYSIS

As of January 1, 2010, the most recent date for which an actuarial valuation is available, Utah's teacher defined benefit pension plan is 85.7 percent funded and has an amortization period of 24 years. This means that if the plan earns its assumed rate of return and maintains current contribution rates, it would take the state 24 years to pay off its unfunded liabilities. While not ideal, both levels are better than regulatory recommendations, and Utah's system is financially sustainable according to actuarial benchmarks.

However, Utah commits excessive resources toward its teachers' retirement system. The current employer contribution rate to the defined benefit plan of 16.32 percent is too high, in light of the fact that local districts must also contribute 6.2 percent to Social Security. While this rate allows the state to pay off liabilities relatively quickly, it does so at great cost, precluding Utah from spending those funds on other, more immediate means to retain talented teachers. Teachers are not required to contribute to the pension system.

Utah closed its defined benefit plan to new employees as of July 1, 2011. All employees hired after this date will have a choice between a defined contribution plan or a hybrid plan. As set by statute, the employer contribution to both of these plans is 10 percent, plus the employer must contribute toward the amortization of the old plan. Any additional costs of the new plan that are beyond 10 percent will be paid by the employee. This employer rate is still too high, in light of the fact that local districts must also contribute 6.2 percent to Social Security.

Supporting Research

Utah Retirement Systems, Comprehensive Annual Financial Report, for the Year Ended December 31, 2010 https://www.urs.org/pdf/AnnualReport/2010/annualReport.pdf

RECOMMENDATION

Avoid committing excessive resources to the pension system.

The state is commended for maintaining a system that is financially sustainable. However, Utah should consider decreasing employer contributions to allow local districts to spend those funds on more immediate recruitment and retention strategies. In addition, Utah should ensure that its new system is financially sustainable without demanding excessive contributions from employers.

UTAH RESPONSE TO ANALYSIS

Utah recognized the factual accuracy of this analysis.

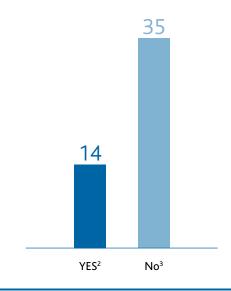
Figure 116		1 00
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South Carolina		
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UTAH ³		
Vermont		
Virginia		
Washington		
West Virginia		
Wisconsin		
Wyoming		
	16	26



TEXAMPLES OF BEST PRACTICE

South Dakota, Tennessee and Wisconsin provide financially sustainable pension systems without committing excessive resources. The systems in these states are fully funded without requiring excessive contributions from teachers or school districts.

Figure 117 Are state pension systems financially sustainable?1



- 1. Cannot be determined for Michigan or UTAH, which recently opened new systems.
- 2. Strong Practice: Alaska, Delaware, District of Columbia, Florida, Georgia, Indiana⁴, Nebraska, New York, North Carolina, Oregon, South Dakota, Tennessee, Washington, Wisconsin
- 3. Alabama, Arizona, Arkansas, California, Colorado, Connecticut, Hawaii, Idaho, Illinois, Iowa, Kansas, Kentucky, Louisiana, Maine, Maryland, Massachusetts, Minnesota, Mississippi, Missouri, Montana, Nevada, New Hampshire, New Jersey, New Mexico, North Dakota, Ohio, Oklahoma, Pennsylvania, Rhode Island, South Carolina, Texas, Vermont, Virginia, West Virginia, Wyoming
- 4. Based on Indiana's current plan only.

Figure 116

- 1. The amortization period is set to be under 30 years; however, the amortization period is not determined because the state is not meeting its annual required contribution.
- 2. Michigan opened a new system in July 2010.
- 3. Utah opened a new system in July 2011.

Figure 118

Real Rate of Return

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

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

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

Figure 119

Figure 119

How well funded are state pension systems?

	Funding Level
Alaska ¹	N/A
District of Columbia	118.3%
Washington	116%
New York	103.2%
Wisconsin	99.8%
South Dakota	96.3%
Delaware	96%
North Carolina	95.9%
Indiana ²	94.7%
Tennessee	90.6%
Wyoming	87.5%
Georgia	87.2%
Florida	86.6%
UTAH	85.7%
Oregon	83.2%
Texas	82.9%
Nebraska	82.4%
Iowa	80.8%
Virginia	80.2%
Arizona	79%
Idaho	78.9%
Michigan	78.9%
Minnesota	78.5%
California	78%
Missouri	77.7%
Pennsylvania	75.1%
Alabama	74.7%
Arkansas	73.8%
Nevada	71.2%
North Dakota	69.8%
South Carolina	67.8%
Vermont	66.5%
Maine	65.9%
New Mexico	65.7%
Maryland	65.4%
Montana	65.4%
Colorado	64.8%
Mississippi	64.2%
Massachusetts	
	63%
Connecticut	61.4%
Hawaii	61.4%
Kentucky	61%
Ohio	59.1%
New Hampshire	58.5%
New Jersey	57.6%
Oklahoma	56.7%
Kansas	56%
Louisiana	54.4%
Illinois	48.4%
Rhode Island	48.4%
West Virginia	46.5%

^{1.} Alaska has only a defined contribution pension system.

Indiana's current plan is 94.7 percent funded. However, when the current plan is combined with its closed plan, the funding level drops to 44.3 percent.

Figure 120
What is a reasonable rate for pension contributions?

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

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

Sources:

http://www.schwab.com/public/schwab/resource_center/expert_insight/retirement_strategies/planning/how_much_should_you_save_for_retirement_play_the_percentages.html

https://personal.vanguard.com/us/insights/retirement/saving/set-retirement-goals

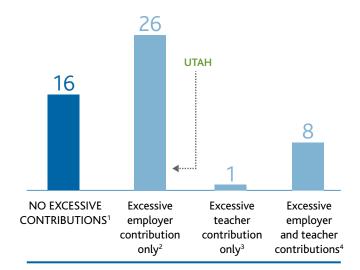
Figure 121

- 1. The employer contribution rate includes the contributions of both school districts and state governments, where appropriate.
- 2. The contribution rate is set to increase in future years. Some school districts in Georgia do not contribute to Social Security.
- 3. The contribution rate is set to increase in future years.
- Michigan opened a new system in July 2010 and employer contributions are not yet reported.
- 5. New Jersey reports its contributions as a flat dollar amount, and a percentage could not be calculated.
- The contribution rate is set to increase in future years. Most, but not all, school districts in Rhode Island contribute to Social Security.
- 7. The contribution rate is set to decrease in 2012.



Figure 122

Do states require excessive contributions to their pension systems?



- Strong Practice: Alaska, California, Colorado, District of Columbia, Florida, Illinois, Indiana, Minnesota, Nevada, New Jersey⁵, South Dakota, Tennessee, Texas, Vermont, Wisconsin, Wyoming
- Alabama, Arkansas, Connecticut, Delaware, Georgia, Idaho, Iowa, Kansas, Kentucky, Louisiana, Maine, Maryland, Massachusetts, Montana, New Hampshire, New York, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, South Carolina, Utah, Virginia, Washington, West Virginia
- 3. Michigan⁶
- 4. Arizona, Hawaii, Mississippi, Missouri, Nebraska, New Mexico, Pennsylvania, Rhode Island
- 5. While not excessive, the employer and state contribution are quite low. The most recent total employer contribution was only 5.4 percent of the actuarially-determined annual required contribution.
- Employer contribution rates to Michigan's new system have not yet been reported.

Figure 123

- 1. The contribution rate is set to increase in future years.
- Teachers contribute 9.4 percent to the defined benefit component and are automatically enrolled to contribute 2 percent to the defined contribution component; teachers may change the latter rate.
- 3. The contribution rate is set to increase in 2012 and decrease in 2014.
- 4. Teachers share in the employer contribution through salary reductions or foregoing equivalent pay raises.
- 5. For teachers hired after July 1, 2011, the contribution ranges from 7.5-12.3 based on a variety of factors.
- Teachers in the hybrid plan must make a mandatory contribution if the employer contribution does not cover system costs.
- 7. For the defined benefit plan; the rate varies for the defined contribution plan from a minimum of 5 percent.



Area 4: Delivering Well-Prepared Teachers

Goal I – Pension Neutrality

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

Goal Components

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

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

Background



Area 4: Goal I **Utah** Analysis



State Nearly Meets Goal



Progress Since 2009

ANALYSIS

Utah is commended for offering a defined contribution plan that is neutral, allowing teachers' pension wealth to increase in a uniform way.

However, the defined benefit component of the state's hybrid pension system is based on a benefit formula that is not neutral, meaning that each year of work does not accrue pension wealth in a uniform way until teachers reach conventional retirement age, such as that associated with Social Security. The defined contribution component of the hybrid plan is neutral.

Teachers' retirement wealth in a defined benefit plan is determined by their monthly payments and the length of time they expect to receive those payments. Monthly payments are usually calculated as final average salary multiplied by years of service multiplied by a set multiplier (such as 1.5). Higher salary, more years of service or a greater multiplier increases monthly payments and results in greater pension wealth. Earlier retirement eligibility with unreduced benefits also increases pension wealth, because more payments will be received.

To qualify as neutral, a pension formula must utilize a constant benefit multiplier and an eligibility time-table based solely on age, rather than years of service. Basing eligibility for retirement on years of service creates unnecessary and often unfair peaks in pension wealth, while allowing unreduced retirement at a young age creates incentives to retire early. Plans that change their multipliers for various years of service do not value each year of teaching equally. Therefore, plans with a constant multiplier and that base retirement on an age in line with Social Security are likely to create the most uniform accrual of wealth.

Utah's hybrid pension plan is commended for utilizing a constant benefit multiplier of 1.5 percent for its defined benefit component; however, teachers may retire before standard retirement age based on years of service without a reduction in benefits. Teachers with 35 years of service may retire at any age, while other vested teachers with less than 35 years of service may not retire until age 65. Therefore, teachers who begin their careers at age 22 can reach 35 years of service by age 57, entitling them to eight additional years of unreduced retirement benefits beyond what other teachers would receive who may not retire until age 65. Not only are teachers being paid benefits by the state well before Social Security's retirement age, but these provisions, along with the state's early retirement based on years of service, may also encourage effective teachers to retire earlier than they may otherwise, and they fail to treat equally those teachers who enter the system at a later age and give the same amount of service.

Supporting Research

Utah Retirement Systems, New Members

https://www.urs.org/Pages/NewMembers/NewMembersHome.aspx

RECOMMENDATION

■ End retirement eligibility based on years of service.

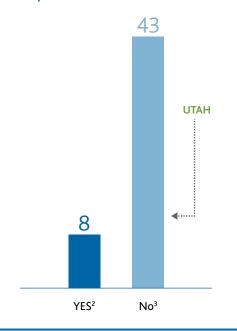
Utah should change its practice of allowing teachers with 35 years of service to retire at any age with full benefits. If retirement at an earlier age is offered to some teachers, benefits should be reduced accordingly to compensate for the longer duration they will be awarded.

■ Align eligibility for retirement with unreduced benefits with Social Security retirement age. Utah allows all teachers to retire before conventional retirement age, some as young as 57. As life expectancies continue to increase, teachers may draw out of the system for many more years than they contributed. This is not compatible with a financially sustainable system (see Goal 4-H). **UTAH RESPONSE TO ANALYSIS** Utah recognized the factual accuracy of this analysis.

UTAH

Figure 125

Do states base retirement eligibility on age, which is fair to all teachers?¹



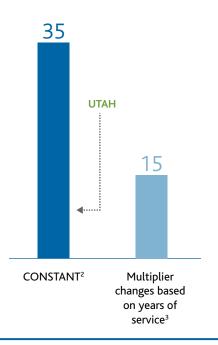
- 1. This only refers to determining retirement eligibility, not retirement benefits.
- 2. Strong Practice: Alaska, Illinois, Louisiana, Maine, Michigan, Minnesota, New Hampshire, New Jersey
- Alabama, Arizona, Arkansas, California, Colorado, Connecticut, Delaware, District of Columbia, Florida, Georgia, Hawaii, Idaho, Indiana, Iowa, Kansas, Kentucky, Maryland, Massachusetts, Mississippi, Missouri, Montana, Nebraska, Nevada, New Mexico, New York, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Carolina, South Dakota, Tennessee, Texas, Utah, Vermont, Virginia, West Virginia, Washington, Wisconsin, Wyoming

Figure 126

- 1. All calculations are based on a teacher who starts teaching at age 22, earns a starting salary of \$35,000 that increases 3 percent per year, and retires at the age s/he is first eligible for unreduced benefits. The calculations use states' current benefit formulas and do not include cost of living increases. The final average salary was calculated as the average of the highest three years of salary, even though a few states may vary from that standard. Age 65 was used as a point of comparision because it is the miminum eligibility for unreduced Social Security benefits.
- 2. Does not apply to Alaska's defined contribution plan.
- 3. Minnesota provides unreduced retirement benefits at the age of full Social Security benefits or age 66, whichever comes first.
- California's formula has many options for retirement. A teacher with 40 years of experience at age 62 would reach Califorina's maximum allowable multiplier of 2.4 percent.
- 5. Age 60 is the earlier teachers hired on or after July 1, 2012 may retire. Teachers hired prior to this point may retire at age 55.
- Massachusetts's formula has many options for retirement. A teacher with 35 years
 of experience at age 57 would reach Massachusetts's maximum allowable benefit
 of 80 percent.

Figure 126 How much do states pay for each teacher that retires with	S Total amount in benefits paid et in the first paid to the first paid the first	Farliess retirement are that the centre of the searcher who started the centre of the started that the centre of the searcher
unreduced benefits at an early age?1	Total am Per teache retirement	Earliest a teache teaching receive un
Alaska ²		
Illinois Maine	70	07
Minnesota ³	\$0 \$0	65 66
New Hampshire	\$0	65
New Jersey	\$0	65
Washington	\$0	65
Tennessee	\$238,654	52
Michigan	\$289,187	60
California⁴	\$310,028	62
Indiana	\$317,728	55
Hawaii ⁵	\$337,385	60
Kansas	\$337,385	60
Oregon	\$361,536	58
North Dakota	\$385,583	60
Oklahoma	\$385,583	60
Maryland	\$413,808	56
Wisconsin	\$416,007	57
Rhode Island	\$430,013	59
New York	\$440,819	57
Texas South Dakota	\$443,421	60
Virginia	\$447,707 \$468,982	55 56
Louisiana	\$481,979	60
Florida	\$485,257	55
Vermont	\$486,832	56
Montana	\$518,228	47
Connecticut	\$520,009	57
UTAH	\$520,009	57
Iowa	\$551,428	55
Idaho	\$551,743	56
North Carolina	\$568,555	52
South Carolina	\$577,142	50
Nebraska	\$577,687	55
West Virginia	\$577,687	55
Delaware	\$577,927	52
District of Columbia	\$585,737	52
Massachusetts ⁶	\$594,296	57
Georgia	\$624,786	52
Mississippi	\$624,786	52
Alabama Colorado	\$625,747	47
Pennsylvania	\$650,011 \$650,011	57 57
Wyoming	\$655,506	54
Arizona	\$664,340	55
Arkansas	\$681,789	50
Ohio	\$687,265	52
New Mexico	\$734,124	52
Nevada	\$780,983	52
Missouri	\$789,343	51
Kentucky	\$791,679	49

Figure 127
What kind of multiplier do states use to calculate retirement benefits?¹



- 1. Alaska has a defined contribution plan, which does not have a benefit multiplier.
- 2. Strong Practice: Alabama, Arkansas, Colorado, Delaware, District of Columbia, Georgia, Hawaii, Idaho, Illinois, Indiana, Kansas, Louisiana, Maine, Maryland, Michigan, Minnesota, Montana, Nebraska, Nevada, New Jersey, New Mexico, North Carolina, North Dakota, Oklahoma, Oregon, Pennsylvania, South Carolina, South Dakota, Tennessee, Texas, Utah, Virginia, Washington, West Virginia, Wisconsin
- 3. Arizona, California, Connecticut, Florida, Iowa, Kentucky, Massachusetts, Mississippi, Missouri, New Hampshire, New York, Ohio, Rhode Island, Vermont, Wyoming



TEXAMPLES OF BEST PRACTICE

Alaska offers a defined contribution pension plan that is neutral, with pension wealth accumulating in an equal way for all teachers for each year of work. In addition, Illinois, Minnesota and New Jersey offer a defined benefit plan with a formula multiplier that does not change relative to years of service and does not allow unreduced benefits for retirees below age 65. Illinois and New Jersey are further commended for ending their previous practices of allowing teachers to retire well before Social Security age without a reduction in benefits.

Figure 128

Double-Dipping: Cure the Disease, Not the Symptom

Benefit recipients in teacher pension plans have recently been under scrutiny for "double-dipping," when individuals receive a pension and salary at the same time. This can occur when teachers reach retirement eligibility, yet wish to keep working without losing pension wealth. Teachers can retire, start receiving their monthly benefits and then return to teaching. The restrictions on a teacher's ability to return to work vary from state to state. Policies can include waiting periods, limitations on earnings or restrictions to working in difficult-to-fill positions.

Some descriptions portray teachers working while collecting their pensions as greedy or somehow taking advantage, when in fact they are just following the system that is in place. When a teacher reaches retirement eligibility in a defined benefit system, her pension wealth peaks and, after that, wealth accrual slows or even decreases because every year a teacher delays retirement, she loses a year of pension benefits. For example, if a teacher could retire with 60 percent of her salary at age 56, then every year she teaches past that point she is, in effect, working for only 40 percent of her pay because she is not receiving her pension. This puts relatively young teachers and the districts who wish to retain them in a difficult position. Districts want to keep effective teachers in schools, but the financial reality for teachers is hard to pass up.

Retirees returning to work are also an issue for defined benefit pension system funding because contributions are not being made to the system that would be made if those positions were held by non-retirees. This adds to the funding imbalances that many states' defined benefit systems face.

Some states have created Deferred Retirement Option Plans (DROP) in which retirees can have their benefits placed in a savings account while they return to work and, once they retire again, they can receive the lump sum in their DROP accounts and resume their monthly benefits.

Returning to work would not be a large policy issue if systems did not allow teachers to retire with unreduced benefits at such relatively young ages and if pension wealth accrual were more neutral. An effective teacher should be able to keep teaching and at the same time know that her pension wealth will not erode. More systemic fixes—like the ones outlined in the *Yearbook*—are needed. Calls to prohibit double-dipping are not addressing the real problem.

144: NCTQ STATE TEACHER POLICY YEARBOOK 2011

UTAH

Goal A – Licensure Loopholes

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

Goal Components

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

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

Background

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

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

Area 5: Goal A **Utah** Analysis



State Nearly Meets Goal



Progress Since 2009

ANALYSIS

As of January 1, 2011, Utah requires all licensure candidates to submit passing scores on designated content tests to be eligible for initial licensure.

However, the state also allows alternate route teachers to teach on a temporary license for up to three years while they fulfill licensure requirements, including passing subject-matter tests.

Supporting Research

Utah Administrative Rules R227-503-3

ARL

http://www.schools.utah.gov/cert/Alternative-Routes-to-Licensure.aspx

RECOMMENDATION

Ensure that all teachers pass required subject-matter licensing tests before they enter the classroom.

Utah is commended for requiring that all licensure candidates pass designated content tests for initial licensure. However, the state continues to permit teachers on Alternate Route Licenses to teach in classrooms for three years before passing required subject-matter tests. While the state may find it appropriate to delay pedagogy assessments for these teachers, alternate route teachers—like all teachers—should have sufficient and appropriate content knowledge when they begin teaching. Utah could take its policy a step further and require all teachers to meet subject-matter licensure requirements prior to entering the classroom.

UTAH RESPONSE TO ANALYSIS

Utah asserted that ARL candidates are required to pass their content assessments during their first year of ARL participation. The state said that passage of this assessment is required "to proceed from temporary license status" (R277-503-4(B)(1)). Utah added that this references an ARL candidate spending the first year in ARL on a Letter of Authorization and then moving to an ARL license (R277-503-4(B)(5)). An ARL candidate that does not pass their content assessment is therefore not eligible to participate in ARL during year two or three.

LAST WORD

NCTQ commends Utah for the progress it has made on this goal. Regarding the ARL license, it appears that the state's intent is to have a strong policy in place that requires candidates to pass content tests before being awarded an ARL license. However, the state might want to consider clarifying its language to reflect that intent, as it currently seems possible that candidates are only required to submit a score on the test, not necessarily a passing score.

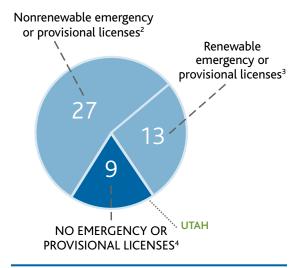
146 : NCTQ STATE TEACHER POLICY YEARBOOK 2011



EXAMPLES OF BEST PRACTICE

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

Figure 130 Do states still award emergency licenses?1



- 1. Not applicable to Montana and Nebraska, which do not require subject matter testing.
- 2. Alabama, Alaska, Arkansas, California, Connecticut, Delaware, District of Columbia, Florida, Georgia, Idaho, Iowa, Kansas, Kentucky, Maryland, Massachusetts, New Hampshire, New York, North Carolina, North Dakota⁵, Ohio⁵, Oklahoma, Oregon, Rhode Island, Vermont, Washington, West Virginia, Wyoming
- 3. Arizona, Hawaii, Indiana, Louisiana, Maine, Michigan, Minnesota, Missouri, Pennsylvania, South Dakota, Tennessee, Texas, Wisconsin
- 4. Strong Practice: Colorado, Illinois, Mississippi, Nevada, New Jersey, New Mexico, South Carolina, Utah, Virginia
- 5. License is renewable, but only if licensure tests are passed.

Figure 131

- 1. Iowa only requires subject-matter testing for elementary teachers.
- 2. Montana does not require subject-matter testing.
- 3. Nebraska does not require subject-matter testing.
- 4. There is a potential loophole in Utah, as alternate route teachers appear able to delay passage of subject-matter tests.
- 5. Wyoming only requires subject-matter testing for elementary and social studies teachers.

How long can new tea				
practice without passi	ng	/	/	3 years or more (or unspecified)
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Wyoming ⁵				
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Goal B – Unsatisfactory Evaluations

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

Goal Components

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

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

Background

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



Area 5: Goal B **Utah** Analysis



State Partly Meets Goal



Progress Since 2009

ANALYSIS

Utah requires that all teachers who receive an unsatisfactory evaluation be placed on an improvement plan. However, the state does not address whether a certain number of unsatisfactory evaluations would make teachers automatically eligible for dismissal.

Supporting Research

Utah Code 53A-10-107

RECOMMENDATION

■ Make eligibility for dismissal a consequence of unsatisfactory evaluations.

Teachers who receive two consecutive unsatisfactory evaluations or have two unsatisfactory evaluations within five years should be formally eligible for dismissal, regardless of whether they have tenure. Utah should adopt a policy that ensures that teachers who receive such unsatisfactory evaluations are eligible for dismissal.

UTAH RESPONSE TO ANALYSIS

Utah recognized the factual accuracy of this analysis.

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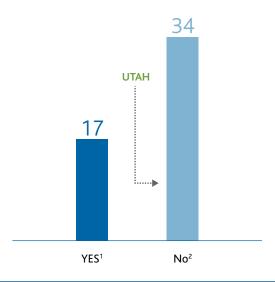
- Teachers could face nonrenewal based on evaluation results, but it is not clear that a teacher is eligible for dismissal after multiple unsatisfactory evaluations.
- While results of evaluations may be used in dismissal decisions, there are no specific criteria for a teacher's eligibility for dismissal.
- 3. Improvement plans are only used for teachers in identified "Schools At Risk." Those same teachers are also eligible for dismissal for multiple unsatisfactory evaluations.
- A teacher reverts to probationary status after two consecutive years of unsatisfactory evaluations, but it is not clear that a teacher is eligible for dismissal.
- 5. Teachers in low performing schools can be dismissed after one negative rating.
- Local school boards must include procedures for using evaluation results for the removal of poorly performing teachers.



Illinois and Oklahoma both require that teachers who receive unsatisfactory evaluations be placed on improvement plans. Teachers in Illinois are then evaluated three times during a 90-day remediation period and are eligible for dismissal if performance remains unsatisfactory. In addition, new legislation in Illinois allows districts to dismiss a teacher without going through the remediation process if that teacher has already completed a remediation plan but then receives an unsatisfactory rating within the next three years. Oklahoma's improvement plan may not exceed two months, and if performance does not improve during that time, teachers are eligible for dismissal.

Figure 134

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



- Strong Practice: Alaska, Arkansas, Colorado, Delaware, Florida, Hawaii, Illinois, Indiana, Louisiana, Michigan, New Mexico, New York, Oklahoma, Pennsylvania, Rhode Island, Tennessee, Washington
- 2. Alabama, Arizona, California, Connecticut, District of Columbia, Georgia, Idaho³, Iowa, Kansas, Kentucky, Maine, Maryland, Massachusetts, Minnesota, Mississippi, Missouri, Montana, Nebraska, Nevada⁴, New Hampshire, New Jersey, North Carolina, North Dakota, Ohio, Oregon, South Carolina, South Dakota, Texas, Utah, Vermont, Virginia, West Virginia, Wisconsin, Wyoming
- 3. Teachers could face nonrenewal based on evaluation results, but it is not clear that a teacher is eligible for dismissal after multiple unsatisfactory evaluations.
- 4. A teacher reverts to probationary status after two consecutive years of unsatisfactory evaluations, but it is not clear that a teacher is eligible for dismissal.

Goal C – Dismissal for Poor Performance

The state should articulate that ineffective classroom performance is grounds for dismissal and ensure that the process for terminating ineffective teachers is expedient and fair to all parties.

Goal Components

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

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

Background

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



Area 5: Goal C **Utah** Analysis



State Does Not Meet Goal



Progress Since 2009

ANALYSIS

Utah does not address the appeal process for teachers who are terminated for poor performance; local boards set the policy for dismissal.

RECOMMENDATION

- Specify that classroom ineffectiveness is grounds for dismissal.
 - Utah should articulate policy that explicitly makes teacher ineffectiveness grounds for dismissal so that districts do not feel they lack the legal basis for terminating consistently poor performers.
- Ensure that teachers terminated for poor performance have the opportunity to appeal within a reasonable time frame.

Nonprobationary teachers who are dismissed for any grounds, including ineffectiveness, are entitled to due process. However, cases that drag on for years drain resources from school districts and create a disincentive for districts to attempt to terminate poor performers. Therefore, Utah should articulate policy that provides tenured teachers the opportunity to appeal district decisions to terminate their contracts. Such an appeal should only be allowed to take place once and only at the district level. It is in the best interest of both the teacher and the district that a conclusion be reached within a reasonable time frame.

UTAH RESPONSE TO ANALYSIS

Utah recognized the factual accuracy of this analysis.

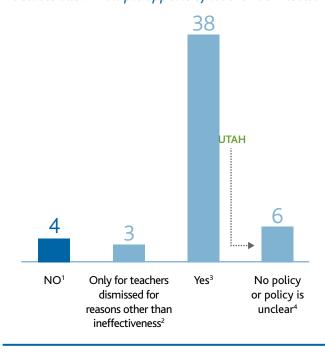
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Do states articulate	_	FES, THROUGH	
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grounds for dismissal?	% & & & & & & & & & & & & & & & & & & &	1 / 9/2	
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	9	13	38



TEXAMPLES OF BEST PRACTICE

Oklahoma clearly articulates that teacher ineffectiveness in the classroom is grounds for dismissal and has taken steps to ensure that the dismissal process for teachers deemed to be ineffective is expedited. Teachers facing dismissal have only one opportunity to appeal.

Figure 137 Do states allow multiple appeals of teacher dismissals?



- 1. Strong Practice: Florida, Louisiana, Oklahoma, Wisconsin
- 2. Teachers in these states revert to probationary status following ineffective evaluation ratings, meaning that they no longer have the due process right to multiple appeals: Colorado, Indiana, Tennessee
- 3. Alabama, Alaska, Arizona, Arkansas, California, Connecticut, Delaware, Georgia, Hawaii, Idaho, Illinois⁵, Iowa, Kansas, Kentucky, Maryland, Massachusetts, Michigan, Minnesota, Mississippi, Missouri, Montana, New Hampshire, New Jersey, New Mexico, New York, North Carolina, North Dakota, Ohio, Oregon, Pennsylvania, Rhode Island, South Carolina, South Dakota, Texas, Virginia, Washington, West Virginia, Wyoming
- 4. District of Columbia, Maine, Nebraska, Nevada⁶, Utah, Vermont
- 5. The teacher is responsible for the cost of the second appeal.
- 6. Though a teacher returns to probationary status after two consecutive unsatisfactory ratings, the state does not articulate clear policy about its appeals process.

- 1. It is left to districts to define "inadequacy of classroom performance."
- 2. A teacher reverts to probationary status after two consecutive years of unsatisfactory evaluations, but it is not articulated that ineffectiveness is grounds for dismissal.
- 3. Dismissal policy includes dismissal for unsatisfactory evaluations, but the state's evaluation system does not measure teacher effectiveness (see Goal 3-B).

Goal D – Reductions in Force

The state should require that its school districts consider classroom performance as a factor in determining which teachers are laid off when a reduction in force is necessary.

Goal Components

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

1. The state should require that districts consider classroom performance and ensure that seniority is not the only factor used to determine which teachers are laid off.

Background

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



Area 5: Goal D **Utah** Analysis



State Meets Goal



Progress Since 2009

ANALYSIS

In Utah, new legislation requires that school personnel needs and teacher performance—as measured by a teacher's performance evaluation—be factors in determining which teachers are laid off during a reduction in force. These are the only factors that may be considered in determining which teachers are laid off, and "a school district may not utilize a last-hired, first fired layoff policy."

Supporting Research

Utah Code 53A-8-107

UTAH RESPONSE TO ANALYSIS

Utah recognized the factual accuracy of this analysis.

156: NCTQ STATE TEACHER POLICY YEARBOOK 2011

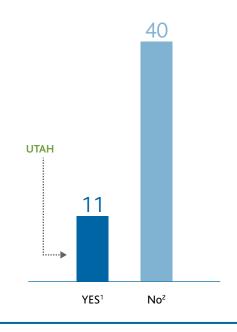
Figure 139		/ 4
Do states prevent	1821	207
districts from basing	PERFORMANCE MU	UORITY CANNO DECIDING FACT
layoffs solely on "last	0.54 0.54 0.54	
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	11	17



TEXAMPLES OF BEST PRACTICE

Colorado, Florida and Indiana all specify that in determining which teachers to lay off during a reduction in force, classroom performance is the top criterion. These states also articulate that seniority can only be considered after a teacher's performance is taken into account.

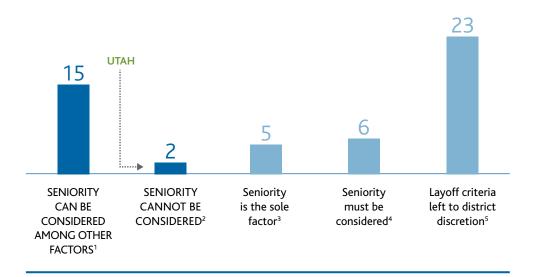
Figure 140 Do districts have to consider performance in determining which teachers are laid off?



- 1. Strong Practice: Colorado, Florida, Illinois, Indiana, Michigan, Missouri, Oklahoma, Rhode Island, Tennessee, Texas, Utah
- 2. Alabama, Alaska, Arizona, Arkansas, California, Connecticut, Delaware, District of Columbia, Georgia, Hawaii, Idaho, Iowa, Kansas, Kentucky, Louisiana, Maine, Maryland, Massachusetts, Minnesota, Mississippi, Montana, Nebraska, Nevada, New Hampshire, New Jersey, New Mexico, New York, North Carolina, North Dakota, Ohio³, Oregon, Pennsylvania, South Carolina, South Dakota, Vermont, Virginia, Washington, West Virginia, Wisconsin, Wyoming
- 3. Tenure is considered first.

Figure 141

Do states prevent districts from overemphasizing seniority in layoff decisions?



- 1. Strong Practice: Arizona, Colorado, Florida, Illinois, Indiana, Maine, Michigan, Missouri⁶, Nevada, New Hampshire, Ohio⁶, Oklahoma, Rhode Island, Tennessee, Texas
- 2. Strong Practice: Idaho, Utah
- 3. Hawaii, New York, Pennsylvania, West Virginia, Wisconsin⁷
- 4. California, Kentucky, Louisiana, Minnesota, New Jersey, Oregon
- 5. Alabama, Alaska⁶, Arkansas, Connecticut, Delaware, District of Columbia, Georgia⁶, Iowa, Kansas, Maryland, Massachusetts⁶, Mississippi, Montana, Nebraska⁶, New Mexico, North Carolina, North Dakota, South Carolina, South Dakota, Vermont, Virginia, Washington, Wyoming
- 6. Nontenured teachers are laid off first.
- 7. Only for counties with populations of 500,000 or more and for teachers hired before 1995.

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