

New York

Preparing Teachers for a New Era

What will it take to prepare a new generation of teachers who are able to work successfully with an increasingly diverse student population and help their students achieve new rigorous learning goals? What are the key features of teacher education programs that can provide the public schools with such teachers? And what are the implications of our best answers to these questions for state policy? For state policymakers, university leaders, and district officials charged with ensuring that all children are taught by highly qualified teachers, it is imperative to answer these questions about teacher quality. Finding the answers and acting on them require the commitment, collaboration, and coordination of a number of public and private institutions and agencies, and of multiple levels of government. Access to a high-quality teacher education program can affect teachers' productivity, the longevity of their careers, and the quality of the learning opportunities provided for their students.

Through its Teachers for a New Era (TNE) initiative, Carnegie Corporation of New York, with support from the Annenberg and Ford Foundations, is stimulating a thoughtful search for answers by supporting ambitious reforms in selected teacher education programs across the country. Drawing on the wisdom of national professional organizations, reform commissions, and the research community,

2003-2004 Snapshot
Approved Teacher Preparation Programs: 114
Initial Teacher Certificates Issued: 28,386

Carnegie is challenging these institutions to develop exemplary teacher preparation programs based on three design principles:

- 1. Decisions Driven by Evidence.** The newly redesigned teacher education programs would be guided by a culture of evidence. Program content and pedagogical practice would be based on empirical evidence drawn from research literature and from the experience of their students. Program effectiveness would be determined by a full range of indicators, including the impact of their graduates on student achievement. Multiple sources of data relevant to program renewal would be collected and this data would drive the continuous improvement of their programs.
- 2. Effective Engagement of Arts and Sciences Faculty.** The education of prospective teachers would include the full engagement of faculty in the disciplines of the arts and sciences to ensure teachers obtained the depth of subject matter understanding and pedagogical content knowledge needed to understand and address students' learning needs. Arts and sciences faculty would collaborate with teacher educators to ensure that prospective teachers were well prepared to teach the curricula of the public schools served by the institution.
- 3. Emphasis on Teaching as a Clinical Practice Profession.** Teacher education would integrate academically rigorous experiences with immersion in clinical practice. This

would entail close cooperation between colleges of education and K-12 schools, use of exemplary K-12 teachers as clinical faculty appointed to the college of education, and support for residency programs for beginning teachers over a two-year period of induction.

With support from Carnegie, 11 institutions in 10 states are redesigning their teacher preparation programs according to these three design principles. They are critically reconsidering their use of the knowledge base, their collection and use of evidence, their curriculum and standards, and their school-based relationships in order to produce higher-quality teacher candidates. It is hoped that the accomplishments of these institutions will offer interested policymakers, university leaders, and state education officials blueprints and tools to help them develop improved teacher preparation programs. Such programs will be capable of producing the teachers we need to raise the performance of the public schools and close the achievement gaps that perpetuate social inequities.

Clearly, states have an important role to play in this work. Through leadership, policymaking, resource allocations, and oversight, state governments shape the environments in which public and private teacher preparation programs operate. They can encourage and support efforts by these programs to restructure so as to foster a culture of evidence, support the engagement of arts and sciences faculty, and provide prospective teachers with the rich and sustained clinical experiences and support they need.

For each of the 10 states in which TNE institutions operate, CPRE has developed a policy profile that explores the interaction of state policies and programs with the core ideas and practices associated with Carnegie's three design principles. For each state, we first provide a brief description of how the TNE

institution is acting on the three design principles. Then we describe the current policy context for teacher preparation and the state role and policy strategies for improving and ensuring teacher quality. Next we explore specific policies and programs in the state related to the three design principles to identify those that are supportive, those that may need strengthening, and those that need reconsideration by policymakers, state department officials, and teacher preparation institutions. This profile focuses on New York, and where appropriate we offer concrete examples from the restructuring now under way at the Bank Street College of Education, one of the 11 institutions to receive a TNE grant.

Bank Street College

Bank Street College of Education is a unique institution of teacher preparation because of its size, focused mission, and history. Unlike the other TNE institutions, Bank Street offers only education degrees. A small urban college, it has a reputation as an innovative institution that places a heavy emphasis on the role of clinical experiences for teacher candidates. In 2003-04, Bank Street graduated 325 qualified teachers, which placed it in the top third of New York institutions in terms of output.

In 2002, Bank Street received a \$5 million challenge grant from Carnegie Corporation's Teacher for a New Era initiative. Through this grant, Bank Street is working to improve teacher education by redesigning its programs and services in accordance with the three TNE design principles. More than half of Bank Street faculty have been engaged in this effort, with more than one third involved in TNE activities in a sustained way during the past four years. These initiatives are described below.

Decisions Driven by Evidence. With support from Carnegie, Bank Street is developing a process for regularly collecting and using data on the performance of its students and graduates to guide program improvement. Bank Street began its TNE work by asking the faculty to develop a shared vision of their approach to teaching and teacher preparation. Action-Oriented Inquiry (AOI) Groups assembled over 40 case studies through observations, interviews, and pupil work samples from Bank Street candidates and graduates. They outlined specific domains and themes of teaching and developed an assessment tool, known as the Continuum of Teaching. This rubric is used to assess teaching of Bank Street graduates through observations and interviews. Further, it is being used by faculty as a teaching and learning tool for candidates.

The work on the Continuum was followed by several related initiatives, including the adoption of the SOLO (Structure of the Observed Learning Outcome) taxonomy to assess the work of Bank Street graduates and their pupils. SOLO is a curriculum-embedded assessment process that involves looking at the tasks teachers assign and pupil responses to those tasks. Bank Street piloted the use of SOLO in a variety of K-8 settings but found that the tool cannot be used with reliability in kindergarten and 1st grades, or in special education classrooms, and therefore SOLO is being implemented in regular education classrooms between grades 2 and 8.

Bank Street currently administers three annual surveys, one on program entry, one at exit, and a survey of graduates in each of their first five years post-graduation. The entry survey explores candidates' hopes and expectations, their prior experiences and preparation (e.g. their knowledge base in the subject-matter areas), and their predicted career trajectories. The exit and alumni surveys examine career

paths, efficacy, perceptions of preparation, and self-reports of practice. This set of surveys has become an annualized data collection tool for Bank Street.

Bank Street has also begun to analyze achievement data for the pupils being served by its graduates working in New York City public schools. However, a great deal of work needs to be done before Bank Street will be able to examine the impact of its teacher graduates on the achievement gains of their students. Bank Street, like other teacher preparation programs, must rely on the state to collect and share student achievement data. And the capacity of states to provide this data, and to integrate student level data with teacher level data does not yet exist, and will depend on state funding levels.

Finally, Bank Street has used intensive faculty workshops to deepen their understanding of the evidence being collected, and to foster a culture of evidence that will support continuous improvement of programs and practices. For example, a research design and dissemination workshop involving experts from the field provided Bank Street TNE leadership faculty with feedback on their assessment work, while another series of workshops is providing them with opportunities to discuss the implications of the available evidence for program renewal.

Engagement of Arts and Sciences. Bank Street does not have its own Arts and Sciences faculty, but the institution has recognized the need to enhance the subject-matter learning of its teacher candidates, graduates, and its own faculty. The challenges are to provide individuals with access to content specialists and to ensure that Arts and Sciences perspectives on the education of teachers are represented in program planning and improvement.

To those ends, Bank Street has forged partnerships with the American Museum of Natural History, Sarah Lawrence College, and TERC, an education research and development organization. Faculty at these institutions are involved in all aspects of TNE at Bank Street, as members of the AOI Groups, as contributors to the designs of surveys, as curriculum developers for candidates and graduates, as members of Bank Street's research teams, and as course instructors. For example, these partners have helped design a science course that will meet state requirements for the content knowledge required of teachers.

Teaching as an Academically Taught Clinical Practice Profession. Bank Street has always placed a strong emphasis on clinical experience in its training of teachers. It is seeking to strengthen these experiences, and to make them more coherent, by developing reciprocal relationships with districts and schools to provide teachers with effective induction support. Bank Street is pursuing these goals through its own demonstration School for Children, and also through a federal grant program, the Partnership for Quality.

Induction supports for new teachers are being provided through various venues. The college's contribution to on-site induction involves small, interest-based study groups led by Bank Street faculty. Off-site induction is being provided through the Alumni Partner Program in which Bank Street matches experienced graduates with graduates in the first two years of teaching. There is also an on-line component to Bank Street's induction program which offers a range of supports, from on-line courses to a comprehensive web site that connects teachers to supportive materials and resources.

The School for Children is Bank Street's demonstration school, and provides

opportunities for close collaboration among faculty, school practitioners, and prospective teachers. Faculty at the demonstration school participate in the AOI Groups, the Induction Committee, the Continuum Partnership, and the SOLO project.

Finally, the Partnership for Quality is a federally funded program that is supporting the development of a collaborative relationship between Bank Street and New York's Region 9 to recruit, prepare, support and retain quality teachers in these high-need public schools. The schools involved with this program will serve as clinical practice laboratories for Bank Street candidates who serve as additional teaching staff at these schools, through the support of this Federal grant. In addition, Bank Street faculty provide support and professional development to both the candidates and school faculty in these partnership schools.

Education Policy Context

Governance Landscape. Just as Bank Street can be characterized as a unique teacher education institution, the state of New York is likewise unique in that all levels of education from elementary and secondary to higher education fall under the auspices of the University of the State of New York. No other state education system is as centralized. In many states, the education system is characterized by more decentralization, and the oversight of K-12 education and higher education is often administered by separate state agencies.

The Board of Regents (Regents) sets education policy for the state and consists of 16 members elected by the State Legislature. The New York State Education Department (SED) is the administrative agency that implements Regents rules and regulations. The SED is led by a Commissioner of Education, who is selected by the Regents rather than through

public election or gubernatorial appointment. The Commissioner also serves as President of the University of the State of New York.

Funding and Accountability. Newly-elected Governor Eliot Spitzer has proposed increasing education aid by 40 percent over the next four years. Under his proposal, school aid will increase by \$1.4 billion in 2007–08, which will grow to a \$7 billion additional annual infusion of resources to schools by 2010-11.

The Governor proposed tying the new funding to accountability measures. Schools districts receiving large increases would be required to develop a contract committing school officials to demonstrate that funds are spent on approaches that research has shown really improve student outcomes, such as smaller class sizes, increased student time on task, full-day prekindergarten, and teacher quality initiatives.

Under the Governor's plan, the Regents would provide a student progress report that gives parents information about their child's educational progress over multiple years of testing by July 2008 and by July 2010 will establish a system to provide cumulative achievement measures based on data about each student's progress. Objective measures would be developed to assess the effectiveness of school superintendents and principals, and those with a strong educational performance will be recognized and encouraged to assist low-performing school districts.

Educational reforms in the Governor's proposed budget include requiring the Regents to review the effectiveness of teacher preparation programs and to establish minimum standards for local tenure determinations; creating a task force on Preschool Special Education to review the relationship between preschool special

education and other early childhood programs; and the creation of math and science initiatives that will increase the supply of qualified math and science teachers in schools across the state and recognize and reward talented middle school students in math and science.

The Governor's proposed budget also provides funds to address the school funding needs highlighted by the Campaign for Fiscal Equity lawsuit, increasing state funds directed to New York City schools by \$3.2 billion over the next four years.

State Professional Standards and Practices Board for Teaching. As part of a state initiative to raise standards for teachers and teacher education, the State Professional Standards and Practices Board for Teaching was formed in 1998 by the Regents. Its mission is to advance and support quality teaching and student learning in New York by promoting the adoption of effective state policies and the use of best practices for the teaching profession. The Board consists of 28 members, representing the constituencies that play roles in ensuring the quality of public school teachers. This includes K-12 teachers and administrators as well as representatives from higher education, including public and private colleges and universities, and the public.

The Standards Board's Higher Education subcommittee participates in the Regent's Accreditation of Teacher Education (RATE) programs. The SED conducts site visits, reviews paperwork, and then prepares a report with a recommendation on accreditation. The Higher Education subcommittee reviews the report, convenes a meeting to discuss it, and makes a recommendation to the Regents, which officially approves grants accreditation to teacher education programs.

The Board's Professional Practices subcommittee approves funding for Teacher Center programs. This is a state grant program for supporting staff development centers in school districts. The funding, about \$30 million annually, comes from the legislature, and is administered by the SED. While the Centers are all different, they are responsible for delivering professional development and working with districts to meet student achievement and teacher professional development needs.

Education Reform. In what the SED calls the "first generation of education reform" in New York, standards were developed for students—and curriculum, instruction and assessments were aligned to these standards. In the 1996-97 school year, the student learning standards were adopted. In the next phase of reform, the focus shifted to improving the quality of teachers. In 1998, the Regents adopted a new teaching policy—*Teaching to Higher Standards: New York's Commitment*. This policy aligned standards for teachers with the new standards for students, and sought to improve teacher recruitment, preparation, and certification. Several new initiatives were rolled out at this time, including the improvement of teacher recruitment efforts, the restructuring of the certification system, the reorganization of the teacher testing schedule, and revisions to the process of accreditation.

State Role in Teacher Preparation

In New York, 114 colleges and universities are authorized by the SED to operate teacher preparation programs. In 2004, these accredited institutions graduated over 24,000 teacher candidates.

However, ensuring an adequate supply of teachers continues to be an issue for policymakers, especially in New York City. In 2003-04, the SED designated several fields of teaching as hard-to-staff areas, including mathematics, science, special education, and bilingual education.

Alternative Pathways to Teaching. In an effort to increase the number of qualified teachers in hard-to-staff subject areas and in geographic areas experiencing chronic recruitment problems, the Regents approved an alternative teacher preparation program (ATP) in 2000. It is designed to attract mature, second career professionals who possess a bachelor's degree with a major in the subject they plan to teach, but lack pedagogical coursework. The ATP is offered by teacher education institutions that partner with local school districts. After completing a 200-clock-hour introductory component and passing two certification tests, ATP candidates are employed as teachers, receive mentoring support, and take additional college courses to complete their certification requirements. During the 2003-04 school year, 12 colleges and universities offered ATP programs in New York City, and 6 institutions offered them in upstate New York. Altogether, there were approximately 2,800 candidates enrolled in these programs in 2003-04.

Institutions that offer ATP are held to the same accreditation standards as traditional programs with one exception: those who are prepared through an alternative certification program are exempted from the student teaching requirement as their clinical learning experience occurs on the job as they pursue their certificate.

According to one department official, alternative certification programs are sometimes viewed as competitors by colleges and universities. But alternative certification is not

a significant pathway to certification except in New York City. Overall, only about 2.8% of newly certified teachers were prepared through alternative programs between 2003 and 2005. The majority of these teachers, however, were located in New York City and helped to alleviate teacher shortages, especially in hard to staff schools and subject matter areas.

There is also an Internship Certificate program, which allows a candidate enrolled in an approved teacher preparation program to obtain a certificate before completion of the program.

It has been difficult for policymakers to gauge the contributions of the alternative route programs to the current pool of certified teachers in New York. However, a study of the effects of pathways into teaching on the teacher workforce and student achievement in New York City, supported by and led by scholars from SUNY-Albany, Stanford, and CUNY, is shedding some light on this issue. The researchers are examining the features of the various pathways into teaching for New York City schools, who enters which pathways and why, where they teach, how long they stay in teaching, the costs of the different pathways, and the features of teacher preparation that are most effective in helping teachers improve the reading and math performances of elementary school students.

The initial findings from the Pathways into Teaching study shows that:
“in many cases a teacher’s pathway makes little difference in the achievement of students but that when the grade level and the experience of the teacher are considered some differences exist. In some instances Teaching Fellows and Teach for America members provide higher student achievement gains than the temporary license teachers they replace. For example, Fellows in their third year of teaching in middle schools outperform

temporary license teachers in both math and English/language arts. More typically, alternate route teachers are no worse than the temporary license teachers they replace.” (Boyd et. al., p. 2).

However, the study also demonstrates there is an interaction between teaching experience and student achievement. For instance, students of first year teachers who have completed their teacher education programs score higher than students of teachers who have not completed a teacher education program. Alternative route candidates' students perform slightly higher in the third year, than do the students of traditional route programs, but at that point all of the teachers, by law, have completed a teacher education program of some kind or another.

The researchers conclude that the different pathways brought different strengths into teaching, and that these differences provided insights into how to improve all teacher preparation programs.

Teacher Certification Policies. Effective February 2004, New York changed its teacher certification system. The new certificate system allows the SED to issue *Initial* certificates (rather than provisional) to candidates who hold a bachelor’s degree, complete general education, content, and pedagogical coursework through an approved teacher preparation pathway registered by the SED, participate in student teaching experiences and pass three New York state teacher certification examinations: the Liberal Arts and Science Test, the Assessment of Teaching Skills Written Test, and an applicable Content Speciality Test. *Professional* certificates (rather than permanent) are issued to teachers who have completed three years of teaching experience, acquisition of a master’s degree and a mentored experience in the first year of

teaching. This certificate remains valid with the completion of 175 hours of professional development, every 5 years by the Professional certificate holder.

The New York State Teacher Certification Examinations. The New York State Teacher Certification Examination Program is designed to help ensure that teachers have the knowledge and skills that are necessary for the job of teaching in New York public schools. Under the new regulations, teacher candidates must pass the Liberal Arts and Sciences Test (LAST), the Assessment of Teaching Skills Written Test (ATSW), and also a Content Specialty Test to earn an initial certificate. This represents a departure from the previous system in which a Content Specialty Test was not required unless the teacher applied for a permanent certificate, reflecting an increased emphasis by the state on the demonstration of content knowledge by teachers.

Program Accreditation Policies. In 1998, the Regents changed the standards for the accreditation of teacher preparation programs, reflecting the national shift towards performance-based teacher licensure promoted by the National Council for Accreditation of Teacher Education (NCATE) and the Interstate New Teacher Assessment and Support Consortium (INTASC).

Under current regulations, teacher preparation programs that were registered prior to September 2001 must have been accredited by one of three accrediting agencies: NCATE, the Teacher Education Accreditation Council (TEAC), or the Regents Accreditation of Teacher Education (RATE) by December 31, 2006, in order to maintain their registration status. At least one SED representative participates in every accreditation site visit to a teacher education program.

The accreditation process is aligned with teacher standards as well as student learning standards in New York. Further, the Regents require that teachers must be prepared to teach students who function at all levels, for example, students with disabilities. Teacher preparation programs must also demonstrate that prospective teachers are getting adequate content preparation.

The accreditation process also requires that institutions collect data on their graduates and link it to student achievement. There are not, however, specific data collection or reporting requirements other than reporting passing rates on the content speciality tests to the state in order to monitor the Regents' regulation that colleges and universities maintain an 80 percent pass rate average for their graduates.

The majority of teacher preparation programs in New York seek accreditation through the Regents' RATE process, although 39 of the 114 teacher preparation programs are accredited through NCATE, and 9 institutions are accredited by TEAC.

Developing a Culture of Evidence

TNE institutions are expected to foster a culture of evidence in their teacher education programs and to use data to drive program improvements. For this to occur, high-quality statewide data systems are needed to help institutions track the placement and effectiveness of their teacher graduates. State leadership and investments are needed to create the conditions, resources, and incentives that will encourage and support the development of cultures of evidence in teacher preparation programs. State actions and investments also are required to ensure the adequacy of these data systems.

Building High-Quality State Data Systems.

State policies play a critical role in creating conditions that foster evidence-based practice, and in providing IHEs with meaningful data that contribute to program improvement.

These include data collection and management policies for teacher and student information at both the state and local level. IHEs need help tracking their graduates within the state, and need access to reliable longitudinal data that includes background and performance data for teacher graduates and their K-12 pupils.

The existing state data systems are isolated in silos that are not integrated. While No Child Left Behind requirements for testing in grades 3-8 were implemented in the 2005-06 school year and ensure student-level data in these grades, the state does not currently have the technical capacity to link student and teacher performance data.

Current Data Capacities. Annually, at the state level, every teacher fills out a Basic Education Data System (BEDS) form consisting of two self-reported data files: the Personnel Master File and the Institutional Master File.

In the Personnel Master File, the teacher records every class that he/she teaches with special codes for each class. These codes denote content differentiations such as AP Honors, or Remedial. Also recorded in the Personnel Master File are salary, gender, and in most cases race/ethnicity. Teaching experience is broken down into total number of years in the district, overall, and the number of years in private schools. There is a unique identification number, a scrambled version of the teacher's Social Security number.

This is a difficult system to use for research purposes. Outside researchers have been allowed access to the data, but they must borrow the scrambler machine from the SED

to have the Social Security numbers scrambled and ensure confidentiality. The SED also retains some control over how the information is used once it is obtained. The Commissioner of Education has pushed SED attorneys to allow greater access to the data.

Information on teacher certification and exam history is managed by the Office of Teaching Initiatives within the Office of Higher Education. The Certification File indicates what levels of certification, the dates of certification, and areas each teacher holds a certificate. The general public has access to some of the certification information through an online resource, called the Online Certification Resource Verification, which allows members of the public to verify the certification of any teacher employed in New York State public schools. The system also shows the user which subjects can be legally taught by the teacher under his/her particular certificate. Since 1999, the Office of Teaching Initiatives has published an online Higher Education Institutions Results Report. This report gives state-level aggregate pass-rate data for certification exams for teachers in regular preparation programs as well as those in alternate route preparation programs. The Regional Information Centers house student test information from the over 700 New York districts, but these databases are not linked to the teacher databases. In fact, they are configured differently.

There is some interest within the SED and among other outside parties to bring all of this student and teacher data together in an independent "Teaching Center" database. However there are a number of concerns about this plan that impede implementation. A significant obstacle is the teacher union concern about linking student and teacher data. In addition, the SED has problems with data collection because the department does not

have the requisite technological infrastructure or capacity.

Under the Governor's proposed budget, there would be a great deal of new funds available for education in New York, and in turn the courts and the Governor would hold schools more accountable for the use of this additional funding. This accountability piece could serve as the catalyst for improving the state's capacities for data collection and analysis.

Overall, two things must be done before student and teacher data could be linked statewide: build political support, and provide adequate funding to improve the state's technical capacity for such work.

Effective Engagement of Arts and Sciences Faculty

Stronger collaborative working relationships between Arts and Sciences faculty and teacher education faculty and greater involvement of Arts and Science faculty in the preparation of new teachers could help teacher education programs strengthen the content knowledge of their graduates. However, New York's policies offer institutions little support and few incentives to strengthen these relationships. The recently adopted certification requirements and accreditation standards aim to strengthen teacher content knowledge by more closely aligning preparation of teachers with student learning standards, but these policies do not address the collaboration between Arts and Sciences faculty and education faculty.

Ensuring Strong Teacher Content Knowledge. Through its new-teacher certification structure, New York has begun to address the adequacy of teacher content knowledge. All teachers, including elementary school teachers, must now demonstrate competence by passing a Content Speciality

Test in their area of certification in order to earn an Initial teaching certificate.

Facilitating Collaboration With Arts and Sciences Faculty. Teacher preparation programs now must show that they have a connection with Arts and Science faculty in developing graduate program courses. These are called linking courses. Twelve credits of linking courses must be linked to Arts and Science content, and must be developed in collaboration with Arts and Science faculty.

According to one state department official, engaging Arts and Science faculty in this work was initially difficult because of the historical separateness between Arts and Science and Education faculty. However, the department is now hearing anecdotally that the accreditation process has brought faculty from Arts and Science and Education together in meaningful ways. Arts and Science faculty have also described how much they have learned about teaching and the impact this has had on how they teach their courses.

Conceptualizing Teaching as a Clinical Practice

The third TNE design principle calls for placing increased emphasis on teaching as a clinical practice profession. From this perspective, teacher candidates should be placed in clinical settings, e.g., schools and classrooms with master practitioners as soon and as often as possible to directly hone their skills in assessing student needs and designing effective curriculum and pedagogy. University faculty should support and guide them during these experiences and integrate academic preparation with the clinical experience. However, the practice of institutions developing residency or induction programs is in a nascent stage. This practice is not routinely part of the current work done by

teacher preparation programs, or ever has been, historically.

Encouraging the Development of the Clinical Skills of Teaching. Requirements for clinical experiences vary considerably across the country. In general, most states require a minimum one-semester clinical experience that is supervised by faculty in a teacher preparation program. The standard for clinical experience in New York is more rigorous than in most states. New York requires field experiences of various types during teacher preparation programs, ranging from early informal observations of classrooms during the second undergraduate year, to formal student teaching periods in the last undergraduate year and graduate school programs. Candidates are required to observe classrooms in different settings before teaching a class themselves with the help of a clinical supervisor. According to a Deputy Commissioner in the SED's Office of Higher Education, many IHEs are collaborating with local schools to offer students diverse field experiences prior to student teaching.

In addition, the Standards Board, which includes representatives from IHEs, has devoted considerable attention to the concept of residency during board their meetings. Residency is seen by some reformers as a cornerstone of a stronger teaching profession. However, in New York, teaching is not designated a profession. The Office of Teaching and an Office of the Professions are distinct divisions although both overseen by the same Deputy Commissioner. The designation of teaching as a profession in New York could help bridge the gap between current approaches to teacher preparation and the provision of rich clinical experiences for prospective teachers. Without an official designation of teaching as profession, however, the idea of residency is a hard sell to school administrators who are more interested

in staffing schools with full-time teachers than in supporting interns.

In place of a residency experience such as the medical profession requires, clinical teaching experiences will continue to be divided into a pre-service component in the form of student teaching, supported by teacher preparation programs, and an in-service component, supported by local school districts through induction and mentoring programs.

Supports for Teacher Mentoring and Induction. In New York, state policies supporting teacher induction have changed in recent years. Effective February 2004, a mentored experience to be completed in the first year of teaching is required of all beginning teachers holding an Initial certificate. There is a great deal of local flexibility for the provision of mentoring, although some components are regulated by law. Specifically, districts are required to indicate in their Professional Development Plans how mentoring will be provided to beginning teachers. Districts must indicate how mentors will be selected and prepared; describe the mentoring activities as well as frequency and length of these activities; and retain these records at the district level. Monitoring of a selected sample of districts is conducted to ensure that districts are in compliance with the regulation.

The Standards Board is in the process of developing standards for these mentoring programs and a rubric for districts to self-assess mentoring program development, and, in particular, to strengthen the mentoring experience for beginning teachers.

Since 1986 there has also been a state-funded Mentor Teacher Internship Program. The statute for this program is more demanding in terms of what must be in place for an adequate mentored experience than the required

mentored experience for first-year teachers holding Initial certificates. Through a competitive selection process, districts apply for this program. Last year, about 66 districts received funding through this program out of over 700 school districts in New York. This program has provided seed money for the development of strong mentoring programs. Funding for this program has been provided continuously since 2000 at levels ranging from \$ 4 million to \$ 6 million annually. This program is viewed by many, including those in the SED and Standards Board, as exemplary. Among the provisions of this program are: development of these programs by the district, collaboration with local teachers' organizations, and a 10% release time for the intern and mentor. Districts could emulate this program as they seek to satisfy the state mandate for one year of mentoring. However, many find the costs prohibitive.

Other than this program, there is currently no state funding source to support the required first year mentoring experience, although there are some professional development monies available to districts from the state. There is also no explicit role for institutions of higher education in supporting induction.

IHE Role in Mentoring and Induction. TNE challenges IHEs to take responsibility for the performance of their graduates by developing two-year induction programs that support their transition into the classroom. One of the many challenges of these efforts is how to serve graduates who are dispersed across many districts with different approaches to supporting new teachers.

Nevertheless, IHEs may be well positioned to help bridge the divide between pre-service and in-service teaching experience by providing a stable, continuous resource for beginning teachers. Strengthening the involvement of

IHEs in induction would enhance continuity in teacher development.

As of February 2004, all teachers holding an Initial certificate are required to participate in a mentored experience in the first year of teaching, but the quality of these experiences may vary widely. Further, there is no explicit role for IHEs in the mentoring experience. IHEs that choose to support their graduates may find that their efforts run parallel to state or local mentoring programs.

One exception to strengthen the mentored experience for teacher is the Bank Street effort to implement a set of induction opportunities that have been designed to assist graduates with the transition from students to independent professional educators. Recent graduates are provided with a menu of induction offerings to meet their diverse needs and circumstances, including the following:

- An Alumni Partner Program that matches recent graduates with experienced alumni;
- On-line course offerings through the American Museum of Natural History;
- Peer discussion study groups facilitated by a Bank Street faculty member.
- A comprehensive website that connects teachers to supportive materials and resources.

State policy and resources concerning mentoring and induction are not constraining the efforts of Bank Street as it reaches out to its graduates. However, within the context of current policy, there is little opportunity to integrate Bank Street's effort with existing state and district mentoring programs.

Ideally, IHE services should complement local programs. According to a representative of the SED, the existing local and state mentor programs would benefit from such augmentation. IHEs could provide a useful supplement to current district efforts. The question is how to stimulate and support such collaboration.

Towards Supporting, Spreading, and Sustaining TNE Reforms

New state policies in New York regarding teacher certification, program accreditation, and beginning teacher induction are generally supportive of the TNE principles and the work under way at Bank Street College of Education. To strengthen and deepen the state's move towards a performance-oriented system of teacher preparation, a number of issues require the attention of policymakers, state officials, IHE leaders, and stakeholder groups responsible for ensuring teacher quality in the state.

Addressing IHE Access to Appropriate Data. In redesigning teacher certification and the program approval process, state officials have emphasized that evidence of student learning is fundamental. As anticipated, these policies have created a demand from IHE faculty for access to outcome data regarding student learning and information about teacher characteristics, performance, and practices, as well as the conditions of teaching. In considering this issue:

- What is the fit between data available from state agencies and the questions that IHEs want to address in their efforts to improve their programs? IHEs need to be able to track their graduates from their teacher preparation programs, find out where they are in five years, and whether they have changed teaching assignments. But state data collection practices are cross-sectional

in nature, i.e., data collection is not structured so that the *tracking* of teachers is possible. Most states, including New York, have only recently begun to implement systems in which it is possible to track students over time, but they have not yet addressed the tracking of teachers.

- What are the technical and financial resources necessary to collect the data that can be used to demonstrate the connection between teachers and student learning?

Expanding the Role of Arts and Science Faculties in Teacher Preparation to Strengthen the Quality of Teacher Content Knowledge. New York's new certification structure and accreditation system represent important steps toward strengthening teacher content knowledge and ensuring alignment with student learning standards. Through changes in the certification structure, prospective teachers must pass a Content Speciality Test in order to obtain an Initial certificate. Teacher preparation programs must demonstrate during accreditation site visits that they have a connection with Arts and Science faculty in developing what are called "linking courses" that are linked to the Arts and Science curriculum.

However, a broader role for Arts and Science faculty in teacher preparation could be more fully conceptualized and articulated by state leaders and New York's teacher preparation community. In considering this issue:

- How can the state be more specific in its statutory regulations that education and Arts and Science faculty collaborate to provide and strengthen teacher education programs, especially the clinical aspects of these programs?
- How can IHE leadership promote stronger collaboration across education and Arts

and Science faculties and encourage a sense of shared responsibility for teacher quality?

- What adjustments may be needed in the IHE incentive system, such as faculty load, tenure requirements, and the university and college mission to support this strategic collaboration?

Encouraging a Role for IHEs in the Induction of Beginning Teachers. School districts in New York are primarily responsible for the delivery and quality of induction. However, it is widely acknowledged that the quality of induction support for beginning teachers across the state is under-funded, highly variable and could be strengthened. IHEs appear uniquely positioned to provide a valuable contribution to supporting teachers in this transition to the classroom. The role that IHEs might play needs careful examination giving consideration to IHE capacity and the fit between IHE services and existing district programs. In considering this issue:

- What are the roles IHEs see for themselves in supporting their graduates as they begin teaching?
- How can the state promote coordination between IHE efforts to support their graduates and existing district induction programs?
- What new resources are needed to support IHE expansion of their responsibilities to include their graduates' transition to teaching?

Resources for Additional Information:

Teachers for a New Era
www.teachersforanewera.org

Teachers for a New Era Bank Street
College of Education
www.bankstreet.edu/newtne

The Nelson A. Rockefeller Institute
of Government
www.rockinst.org

New York State Education Department
www.nysed.gov/

State Professional Standards and Practices
Board for Teaching
[www.highered.nysed.gov/tcert/reteachers/
standardboard_main.htm](http://www.highered.nysed.gov/tcert/reteachers/standardboard_main.htm)

About CPRE

The Consortium for Policy Research in Education (CPRE) studies alternative approaches to education reform to determine how state and local policies can promote student learning. Currently, CPRE's work is focusing on accountability policies, efforts to build capacity at various levels within the education system, methods of allocating resources and compensating teachers, instructional improvement, finance, and student and teacher standards. The results of this research are shared with policymakers, educators, and other interested individuals and organizations to promote improvements in policy design and implementation.

CPRE unites seven of the nation's leading research institutions: the University of Pennsylvania, Teachers College, Harvard University, Stanford University, the University of Michigan, the University of Wisconsin-Madison, and Northwestern University.

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