2011 State Teacher Policy Yearbook

Minnesota

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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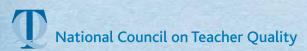
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Executive Summary

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.

Minnesota at a Glance Overall 2011 Yearbook Grade:



Overall 2009 Yearbook Grade: D-

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

Overall Progress



Highlights from recent progress in Minnesota include:

- Elementary teacher preparation in the science of reading instruction
- Alternate route admissions requirements
- State data system with the capacity to provide evidence of teacher effectiveness

How is Minnesota Faring?

Area 1 Delivering Well Prepared Teachers

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Policy Strengths

- The state is on the right track toward ensuring that its elementary teacher candidates are adequately prepared to teach the rigorous content associated with the Common Core Standards.
- Teacher preparation programs are required to address the science of reading, and teacher candidates must pass a test to ensure knowledge.
- All new teachers must pass a pedagogy test.
- Secondary teachers must pass a content test to teach a core subject area, although some secondary social studies teachers are not required to pass content tests for each discipline they intend to teach.

Policy Weaknesses

- Teacher candidates are not required to pass a test of academic proficiency as a criterion for admission to teacher preparation programs.
- 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 K-8 generalist license.
- The state offers a K-12 special education certification.
- There are no requirements to ensure that student teachers are placed with cooperating teachers who were selected based on evidence of effectiveness.
- 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

 Admission criteria for the alternate route to certification are selective and provide flexibility for nontraditional candidates.

Policy Weaknesses

- Alternate route preparation is not streamlined or geared toward the immediate needs of new teachers.
- There are restrictions on the providers of alternate route programs.
- The state does not offer a license with minimal requirements that would allow content experts to teach part time.
- 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 Minnesota Faring?

Area 3 Identifying Effective Teachers



Policy Strengths

The state data system has the capacity to provide evidence of teacher effectiveness.

Policy Weaknesses

- Although objective evidence of student learning is a significant criterion of teacher evaluations, it is not the preponderant criterion.
- It is not clear whether the new evaluation policy requires an adequate annual review of teacher performance.
- 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

- Professional development is aligned with findings from teachers' evaluations.
- 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, unless they participate in the state's performance pay program.
- Retirement benefits are determined by a formula that is neutral, meaning that pension wealth accumulates uniformly for each year a teacher works until traditional retirement age.

Policy Weaknesses

- All new teachers do not receive mentoring or other induction support.
- The state does not support additional compensation for relevant prior work experience, working in highneed schools or teaching in shortage subject areas.
- Teachers are only offered a defined benefit pension plan, and pension policies are not flexible or fair to all
- The pension system is slightly underfunded.
- Retirement benefits are determined by a formula that is not neutral, meaning that pension wealth does not accumulate uniformly for each year a teacher works.

Area 5 Exiting Ineffective Teachers



Policy Strengths

Policy Weaknesses

- Teachers can teach for up to three years before having to pass required subject-matter tests.
- The state could do more to establish consequences for multiple unsatisfactory evaluations.
- Ineffective classroom performance is not grounds for dismissal, and tenured teachers who are dismissed have multiple opportunities to appeal.
- Seniority, rather than a teacher's performance in the classroom, is considered in determining which teachers to lay off during reductions in force.

Minnesota Goal Summary

Goal Breakdown		
Best Practice	0	Area 3: Identifying Effective Teachers
Fully Meets	8	3-A: State Data Systems
Nearly Meets	5	3-B: Evaluation of Effectiveness
Partially Meets	7	3-C: Frequency of Evaluations
Only Meets a Small Part	6	
O Does Not Meet	10	3-D: Tenure
Progress on Goals Since 2009 12 0 0 0 17 SSW 7		3-E: Licensure Advancement
12 0 17 GOAL 7		3-F: Equitable Distribution
Area 1: Delivering Well Prepared Teachers		Area 4: Retaining Effective Teachers
1-A: Admission into Preparation Programs	0	4-A: Induction
1-B: Elementary Teacher Preparation	•	4-B: Professional Development
1-C: Teacher Preparation in Reading Instruction		4-C: Pay Scales
1-D: Teacher Preparation in Mathematics	•	4-D: Compensation for Prior Work Experience
1-E: Middle School Teacher Preparation		4-E: Differential Pay
1-F: Secondary Teacher Preparation		4-F: Performance Pay
1-G: Secondary Teacher Preparation in Science		4-G: Pension Flexibility
1-H: Secondary Teacher Preparation in Social Studies	•	4-H: Pension Sustainability
1-I: Special Education Teacher Preparation	0	4-I: Pension Neutrality
1-J: Assessing Professional Knowledge		Area 5: Exiting Ineffective Teachers
1-K: Student Teaching	•	5-A: Licensure Loopholes
1-L: Teacher Preparation Program		5-B: Unsatisfactory Evaluations
Accountability Area 2: Expanding the Pool of Teachers		5-C: Dismissal for Poor Performance
2-A: Alternate Route Eligibility		5-D: Reductions in Force
2-B: Alternate Route Preparation	0	
2-C: Alternate Route Usage and Providers	•	
2-D: Part Time Teaching Licenses	0	
2-E: Licensure Reciprocity	0	

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.





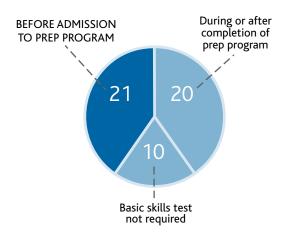


Some goals are marked with this symbol , which indicates that the bar has been raised for this goal since the 2009 *Yearbook*. With many states making considerable progress in advancing teacher effectiveness policy, NCTQ raised the standards for some goals where the bar had been quite low. As this may 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 77

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 101

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-I: 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.)

- 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.
- 3. 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 **Minnesota** Analysis



State Does Not Meet Goal



Bar Raised for this Goal (=



Progress Since 2009

ANALYSIS

Minnesota does not require aspiring teachers to pass a test of academic proficiency as a criterion for admission to teacher preparation programs, instead delaying its basic skills assessment until teacher candidates are ready to apply for licensure.

Supporting Research

Minnesota Rules 8710.0500

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 the 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—Minnesota 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.

Minnesota 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.

MINNESOTA RESPONSE TO ANALYSIS

Minnesota recognized the factual accuracy of this analysis. The state added that Senate File 170 was passed with strong support by both the House and Senate in the 2011 regular session. This bill would have required passing the basic skills examinations for entry into a teacher preparation program. However, the bill was vetoed by Governor Dayton on the basis of concerns regarding implementation, but the veto letter expressed support for the concept. Minnesota noted that it anticipates that this policy discussion will continue in the 2012 legislative session.

Minnesota also asserted that NCTQ's recommendation presumes that the basic skills tests are set at a middle school equivalence. "The MTLE tests that were developed in 2009-2010 and launched in September 2010 were developed to reflect a threshold of college experience, which far exceeds the implied level of rigor for these tests."

LAST WORD

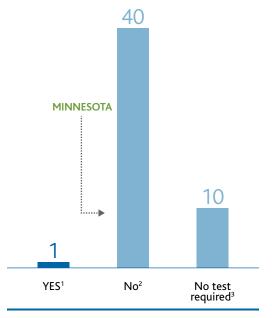
The MTLE tests may indeed reflect a higher level of rigor and proficiency than the teacher certification tests of most other states. NCTQ encourages the state to publish data that supports this contention.



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

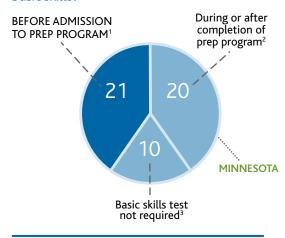
Do states require a test of academic proficiency that is normed to the general college-going population?



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, Newada, 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?

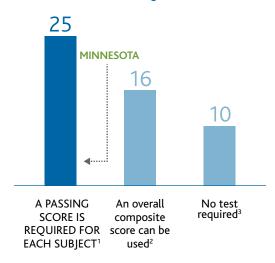


- Strong Practice: Arkansas, Connecticut, Florida, Georgia, Hawaii, Illinois, Indiana, Iowa, Louisiana, Mississippi, Missouri, Nebraska, North Carolina, Rhode Island, South Carolina, Tennessee, Texas, Virginia, Washington, West Virginia, Wisconsin
- Alabama, Alaska, California, Delaware, District of 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



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 **Minnesota** Analysis



State Nearly Meets Goal



Progress Since 2009

ANALYSIS

Minnesota is on the right track in ensuring that its elementary teacher candidates are adequately prepared to teach a broad range of elementary content.

In Minnesota, elementary teachers are required to pass each of the three subtests that comprise the Minnesota Teacher Licensure Examinations (MTLE) elementary education test. The first subtest includes reading and communication arts; the second one includes math and health/fitness and fine arts; and the third subtest includes science and social studies.

Although the state does not specify any coursework requirements for general education or elementary teacher candidates, it does specify that those in teacher preparation programs must "complete a program of general studies in the liberal arts and sciences equivalent to the requirement for persons enrolled in programs not preparing persons for teacher licensure," and that the "liberal arts curriculum of the institution incorporates multicultural and global perspectives."

In addition, Minnesota articulates standards that its approved teacher preparation programs must use to frame instruction in elementary content areas, including literature, science and health. However, these standards are too ambiguous and offer little guarantee that elementary teacher candidates will receive instruction in core topics like English literature, world history, or American history and government.

The state also outlines content standards as part of its MTLE content test, which are better than those found in most states. For example, elementary teachers must demonstrate knowledge of "children's and young adolescents' literature representing a range of genres, eras, perspectives, and cultures." Minnesota also requires knowledge of "historical and modern perspectives" in both U.S. and world history.

Supporting Research

Minnesota Administrative Rules 8700.7600 and 8710.3200
Minnesota Teacher Licensure Examinations
www.mtle.nesinc.com

RECOMMENDATION

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

Although Minnesota is on the right track by administering a three-part licensing test, thus making it harder for teachers to pass if they fail some subject areas, the state is encouraged to further strengthen its policy and require separate passing scores for each subject on its multiple-subject test.

Require at least an academic concentration.

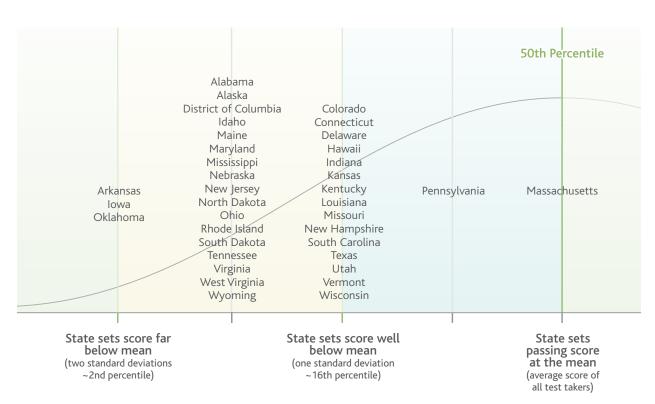
An academic concentration, if not a full academic major, would not only enhance Minnesota teachers' content knowledge, but it would also ensure that prospective teachers have taken higher-level academic coursework. Further, it would provide an option for teacher candidates unable to fulfill student teaching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

MINNESOTA RESPONSE TO ANALYSIS Minnesota recognized the factual accuracy of this analysis. The state added that prior to 2010, elementary candidates in Minnesota were required to earn a specialty area endorsement in addition to the K-6 license. "Our experience demonstrated that the K-6 plus specialty design presented significant challenges for our colleges and universities that sought to deliver a depth of preparation in areas such as reading and meeting the needs of special education students and English language learners. As such, we eliminated the specialty requirement and significantly increased the rigor and depth of required preparation in reading."



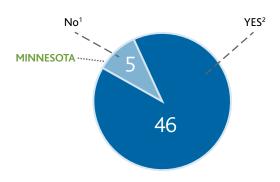
Although no state meets this goal, three states have noteworthy policies. **Massachusetts's** testing requirements, which are based on the state's curriculum, ensure that elementary teachers are provided with a broad liberal arts education. **Indiana** and **Utah** are the first two states to adopt the 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
- 2. 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 9

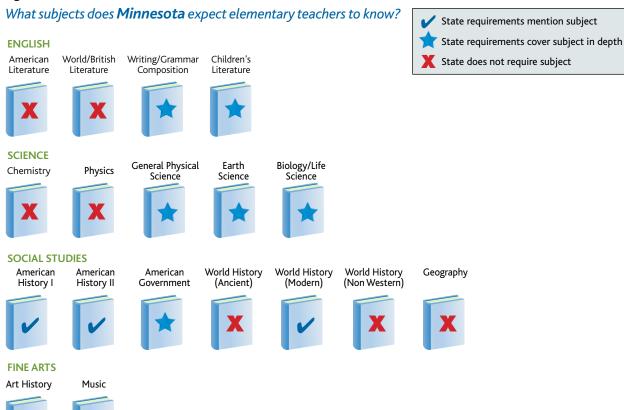


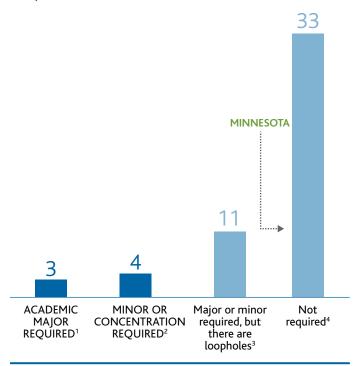
Figure 10			EN	GLISH		/			NCE			SC			JDIES			/	FINE ARTS
Do states expect elementary teachers to have in-depth	4	World/Brit.	Writing/C.	Children's Life.	, clature	/		Earth Co.	BiologMife Scien		American J	History II	World His	"story (Ancient)	World Hist	Geograci		\$	
knowledge of core content?	Americ	World	Naiting Priting	Children	Chemist	Physic.	Seperal S	Earth Co.	Biology,	America	America	America	World	World	World	Geogran,	Art Hice	Music	
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Virginia			*		*		*	*	*	*	*	*	*	*	*	*			
Washington			*				*	*	*			*				*		*	
West Virginia																			
Wisconsin																			
Wyoming																			

18 : NCTQ STATE TEACHER POLICY YEARBOOK 2011 MINNESOTA ★ Subject covered in depth

Subject mentioned

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.
- 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 **Minnesota** Analysis



State Meets Goal



Progress Since 2009

ANALYSIS

In its standards for elementary teacher preparation, Minnesota requires teacher preparation programs to address the science of reading. Programs must provide training in the five instructional components of scientifically based reading instruction: phonemic awareness, phonics, fluency, vocabulary and comprehension.

The state now requires that all new elementary teachers pass the Minnesota Teacher Licensure Examination (MTLE) elementary education content test, which includes the equivalent of a stand-alone science of reading assessment.

Supporting Research

Minnesota Statutes 122A.06 and 122A.18

http://www.mtle.nesinc.com/TestView.aspx?f=HTML_FRAG/MN024_SG_SUB1.html

MINNESOTA RESPONSE TO ANALYSIS

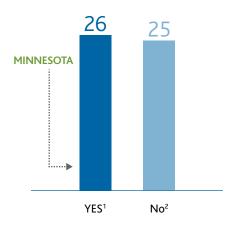
Minnesota recognized the factual accuracy of this analysis.



T EXAMPLES OF BEST PRACTICE

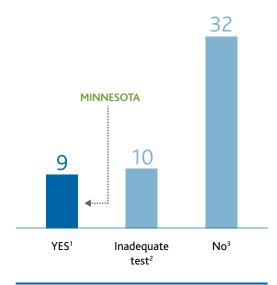
Eight states meet this goal by requiring that preparation programs for elementary teacher candidates address the science of reading and requiring that candidates pass comprehensive assessments that specifically test the five elements of instruction: phonemic awareness, phonics, fluency, vocabulary and 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, $South\, Dakota, Uta\, h, Wisconsin, Wyoming$

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	DE	REPARATIO QUIREMEN	TS /	TEST REQUIRE	
Do states ensure triat			/	_	
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Hawaii					
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Maine					
Maryland					
Massachusetts					
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New Hampshire					
New Jersey New Mexico			2		
New York North Carolina					
North Carolina North Dakota					-
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Oregon					
Pennsylvania			2		
Rhode Island					
South Carolina					
South Dakota					
Tennessee					
Texas					
Utah					
Vermont					
Virginia					
Washington					
West Virginia					
Wisconsin					
Wyoming					
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	/D	43	9	IU	34

^{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 **Minnesota** Analysis



State Partly Meets Goal



Progress Since 2009

ANALYSIS

Minnesota relies on its standards for teacher preparation programs and the state's new certification test as the basis for articulating its requirements for the mathematics content knowledge of elementary teacher candidates.

The state does not specify any coursework requirements regarding mathematics content. However, Minnesota has articulated teaching standards that its approved teacher preparation programs must use to frame instruction in elementary mathematics content. The state's standards appropriately address content in mathematics foundations, but although they mention such areas as geometry, the standards lack the specificity needed to ensure that teacher preparation programs deliver this mathematics content of appropriate breadth and depth to elementary teacher candidates.

Minnesota's new certification test commendably includes a separate subtest in which mathematics accounts for 75 percent of the exam questions. Teacher candidates must pass each subtest to earn a passing score on the overall assessment. The test's standards appropriately address content in mathematics foundations but are not specifically geared to meet the needs of elementary teachers.

Supporting Research

Minnesota Administrative Rules 8710.3200

http://www.mtle.nesinc.com/TestView.aspx?f=HTML_FRAG/MN025_SG_SUB1.html

RECOMMENDATION

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

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

Ensure that the state's assessment of mathematics is rigorous and specifically focuses on the knowledge and skills that elementary teachers need.

Although Minnesota's new teacher licensure commendably requires the equivalent of a separate passing score for mathematics, the state should ensure that its mathematics assessment evaluates candidates' knowledge beyond an elementary school level, challenges their understanding of underlying concepts and requires candidates to apply knowledge in nonroutine, multistep procedures. Teacher candidates who lack minimum mathematics knowledge should not be eligible for licensure.

MINNESOTA RESPONSE TO ANALYSIS

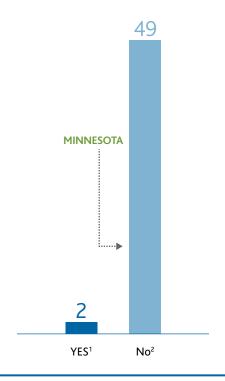
Minnesota recognized the factual accuracy of this analysis.



T EXAMPLES OF BEST PRACTICE

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.

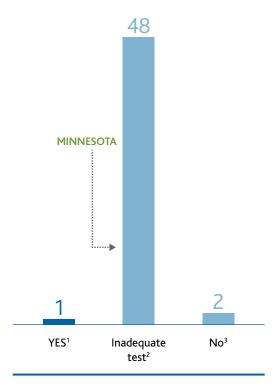
Figure 17 Do states articulate appropriate mathematics preparation for elementary teachers?



1. Strong Practice: Indiana, Massachusetts

2. 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

- 2. 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 **Minnesota** Analysis



State Meets a Small Part of Goal



Progress Since 2009

ANALYSIS

Although Minnesota's elementary license is typically valid for grades K-6, teacher candidates may teach grades 7 and 8 if they are in self-contained classrooms. Teachers with secondary certificates may teach grades 7 and 8 in those subjects for which valid licensure is held.

Minnesota now offers four new middle-level endorsements: communication arts and literature, mathematics, social studies and general science. Candidates must complete the equivalent of a minor in each subject area of licensure.

All new teachers in Minnesota are required to pass the Minnesota subject-matter test to attain licensure. However, only secondary and middle-level candidates are required to pass single-subject content tests to attain licensure. Those seeking the elementary license are only required to pass the general content test for elementary education, in which subscores are not provided; therefore, there is no assurance that these middle school teachers will have sufficient knowledge about each subject they teach.

Supporting Research

Minnesota Administrative Rules 8710.0300, Subpart 8 and 8710.3310, .3320, .3330, .3340

http://www.mtle.nesinc.com/

http://www.mtle.nesinc.com/Content/Docs/MN_TestingRequirements3.pdf

RECOMMENDATION

Prepare middle school teachers to teach middle school.

Minnesota 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. Minnesota should 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.

Minnesota should encourage middle school teachers who plan to teach multiple subjects to earn two minors in two core academic areas. Middle school candidates who intend to teach a single subject should earn a major in that area.

■ Require subject-matter testing for middle school teacher candidates.

Minnesota 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.

MINNESOTA RESPONSE TO ANALYSIS

Minnesota was helpful in providing NCTQ with the facts necessary for this analysis. The state added that the reference to self-contained classrooms taught by teachers with a K-6 license is accurate; however, Minnesota noted that these settings are rare and represent unique student populations such as those in a one-room schoolhouse. The vast majority of teachers teach in a middle school, junior high school, or combined middle and high school and are held to the requirement of a content-specific endorsement.

In addition, Minnesota pointed out that there are now three content subtests for its K-6 candidates, each with its own passing score.



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.

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Wyoming			
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^{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		MAJOR OR TWO.	s /	Less than a major on "	No requirement of content
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North Dakota					
Ohio			1		
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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 **Minnesota** Analysis



State Meets Goal



Progress Since 2009

ANALYSIS

Minnesota requires that its secondary teacher candidates pass a content test to teach any core secondary subjects. Unfortunately, Minnesota permits a significant loophole to this important policy by allowing a general social studies license, without requiring subject-matter testing for each subject area within the discipline (see Goal 1-H).

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

Supporting Research

Minnesota Administrative Rules 8710.0500

RECOMMENDATION

■ Require subject-matter testing for all secondary teacher candidates.

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

MINNESOTA RESPONSE TO ANALYSIS

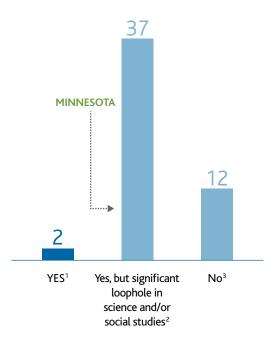
Minnesota recognized the factual accuracy of this analysis.



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).

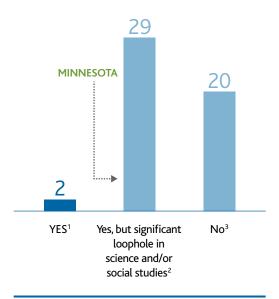
Figure 23 Do all secondary teachers have to pass a content test in every subject area for licensure?



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

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 **Minnesota** Analysis



State Meets Goal



Progress Since 2009

ANALYSIS

Commendably, Minnesota does not offer certification in general science for secondary teachers.

Middle school science teachers must earn a specific middle level endorsement, which requires a minor in science and an initial license in either elementary or secondary teaching. Commendably, candidates must also pass the MTLE Middle Level Science test.

Regrettably, however, teachers holding elementary K-6 licenses may also teach grades 7 and 8 in selfcontained classrooms (see Goal 1-E).

Supporting Research

Minnesota Administrative Rules 8710.3340

www.mtle.nesinc.com

MINNESOTA RESPONSE TO ANALYSIS

Minnesota asserted that although the reference to self-contained classrooms taught by teachers with a K-6 license is accurate, it should be noted that these settings are very rare and represent very unique student populations such as those in a one-room schoolhouse: "The vast majority of teachers teach in a middle school, junior high school, or combined middle and high school, and are held to the requirement of a content-specific endorsement."

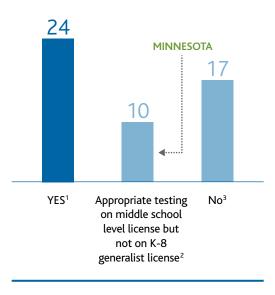
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	1	39	10	1



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



Area 1: Goal H **Minnesota** Analysis



State Nearly Meets Goal



Progress Since 2009

ANALYSIS

Minnesota only offers a general social studies certification to secondary teachers. Candidates are required to pass the MTLE "Social Studies" test, which is comprised of two subtests. Subtest One combines social studies skills, world history, and U.S. and Minnesota history. Subtest Two combines geography, government and citizenship, economics and behavioral sciences. Candidates must pass each subtest to pass the test. Teachers with this license are not limited to teaching general social studies but rather can teach any of the topical areas.

Middle school social studies teachers must earn a specific middle level endorsement, which requires a minor in social studies and an initial license in either elementary or secondary teaching. Commendably, candidates must also pass the MTLE Middle Level "Social Studies" test. Unfortunately, a teacher holding an elementary K-6 license may teach grades 7 and 8 in self-contained classrooms (see Goal 1-E).

Supporting Research

Minnesota Administrative Rules 8710.3330; .4800 Minnesota Teacher Licensure Examinations www.mtle.nesinc.com

RECOMMENDATION

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

Although Minnesota's new test is on the right track with its requirement of a passing score on each subtest, the state still combines subject areas within those subtests without reporting individual scores. Therefore, Minnesota falls short by not ensuring that secondary social studies teachers have the requisite content knowledge in all subject areas.

MINNESOTA RESPONSE TO ANALYSIS

Minnesota recognized the factual accuracy of this analysis. The state added that although the reference to self-contained classrooms taught by teachers with a K-6 license is accurate, it should be noted that these settings are rare and represent unique student populations such as those in a one-room schoolhouse. "The vast majority of teachers teach in a middle school, junior high school, or combined middle and high school, and are held to the requirement of a content-specific endorsement."

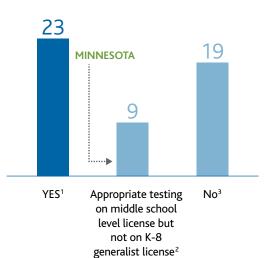
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TEXAMPLES OF BEST PRACTICE

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



Area 1: Goal I **Minnesota** Analysis



State Does Not Meet Goal



Bar Raised for this Goal



Progress Since 2009

ANALYSIS

Regrettably, Minnesota offers a K-12 special education certification, in addition to grade-specific options.

Further, Minnesota does not ensure that its elementary special education teacher candidates are provided with a broad liberal arts program of study relevant to the elementary classroom. It also does not require that they pass the same subject-matter test as general education candidates.

Minnesota also fails to require that secondary special education teacher candidates are highly qualified in at least two subject areas, and it does not customize a HOUSSE route for new secondary special education teachers to help them achieve highly qualified status in all subjects they teach.

Supporting Research

Minnesota Rule 8700.7600 **Praxis Test Requirements** www.ets.org

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 Minnesota 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 low-incidence 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.
 - Minnesota 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 coresubject 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, Minnesota 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).

MINNESOTA RESPONSE TO ANALYSIS Minnesota recognized the factual accuracy of this analysis. The state added that the Board of Teaching is in a rule-making process to revise all special education licensure rules. Core Skills, which are required for all special education teachers, have been revised significantly and are proposed to include the same reading standards that are now required for Minnesota early childhood and elementary teachers.

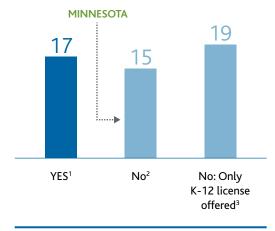
Figure 32		/ ;	, /
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TEXAMPLES OF BEST PRACTICE

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



Area 1: Goal J **Minnesota** Analysis



State Meets Goal



Progress Since 2009

ANALYSIS

Minnesota requires all teachers to pass a pedagogy exam under the Minnesota Teacher Licensure Examinations (MTLE) in order to attain licensure.

Minnesota is also accelerating its participation in the Teacher Performance Assessment (TPA) consortium by including all of the state's institutions of higher learning in the pilot program next year, with the expectation that it will allow or require the use of TPA in licensure as early as 2012.

Supporting Research

http://www.mtle.nesinc.com/Home.aspx http://aacte.org/index.php?/Programs/

RECOMMENDATION

Ensure that performance assessments provide a meaningful measure of new teachers' knowledge and skills.

While Minnesota is commended for considering the use of a performance-based assessment, the state should proceed with caution until additional data are available on the Teacher Performance Assessment. Additional research is needed to determine how the TPA compares to other teacher tests as well as whether the test's scores are predictive of student achievement. The track record on similar assessments is mixed at best. The two states that currently require the Praxis III performance-based assessment report pass rates of about 99 percent. Given that it takes significant resources to administer a performance-based assessment, a test that nearly every teacher passes is of questionable value.

MINNESOTA RESPONSE TO ANALYSIS

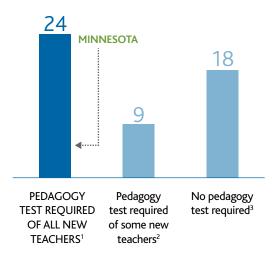
Minnesota recognized the factual accuracy of this analysis. The state added that it has been identified as an accelerated state for the launch and implementation of the TPA. Minnesota participated in the pilot in the 2010-2011 year and is participating in the field trial in the 2011-2012 year. The TPA is not proposed as a licensure requirement but rather as a program requirement.



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



Area 1: Goal K **Minnesota** Analysis



State Partly Meets Goal



Progress Since 2009

ANALYSIS

Commendably, Minnesota requires candidates to complete at least 10 full weeks of student teaching. However, the state does not address the qualifications of cooperating teachers.

Supporting Research

Minnesota Administrative Rules 8700.7600, Subp. 5a (C)

RECOMMENDATION

■ 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.

MINNESOTA RESPONSE TO ANALYSIS

Minnesota recognized the factual accuracy of this analysis. The state added that the Board of Teaching is in the process of revising the rule that governs both institutional (unit) and program approval. The proposed rule draft includes specific language regarding the qualifications of cooperating teachers.

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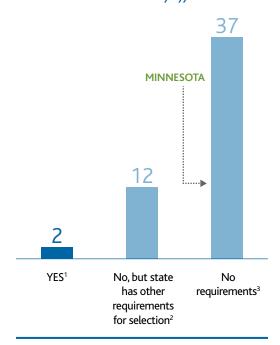
EXAMPLES OF BEST PRACTICE

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

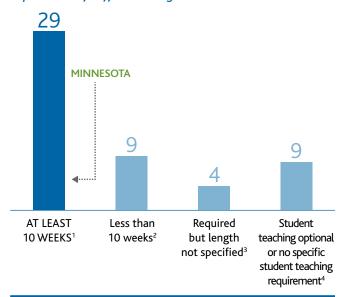
Is the selection of the cooperating teacher based on some measure of effectiveness?



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, Wiscopsin
- 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



Area 1: Goal L **Minnesota** Analysis



State Does Not Meet Goal



Bar Raised for this Goal



Progress Since 2009

ANALYSIS

Minnesota'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, Minnesota 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.

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

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

Supporting Research

Minnesota Rule 8700.7600 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, Minnesota 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. Minnesota 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, Minnesota should present all the data it collects on individual teacher preparation programs.

MINNESOTA RESPONSE TO ANALYSIS Minnesota recognized the factual accuracy of this analysis. The state added that its Board of Teaching has facilitated a thorough redesign initiative for the program approval process. The proposed framework includes the following multiple measures: TPA data (by task), testing data for content and pedagogy (by subtest), surveys of Minnesota completers at the end of the first year of teaching, and surveys of Minnesota administrators at the end of the first year of teaching for Minnesota completers.

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

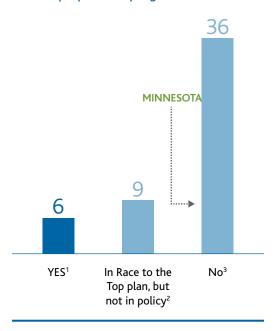
The posted data do not allow the public to review and compare program performance because data are not disaggregated by program provider.



EXAMPLES OF BEST PRACTICE

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



Area 2: Goal A Minnesota Analysis



State Meets Goal



Progress Since 2009

ANALYSIS

The admission requirements for Minnesota's alternate route exceed those of traditional preparation programs and are flexible regarding the needs of nontraditional candidates.

Minnesota passed new legislation on alternate route programs in March 2011. The new law increases the minimum GPA requirement from 2.5 to 3.0. Waivers for this requirement may be granted for candidates meeting specific criteria that have not yet been determined.

In addition, Minnesota now requires that all alternate route candidates pass a content-area and a pedagogy examination prior to admission. Candidates must also pass a test of basic skills.

Neither a major nor specific coursework is required; as a result there is no need for a test-out option.

Supporting Research

Minnesota SF 40 amending 122A.245

RECOMMENDATION

Consider changing timeframe for pedagogy test.

Minnesota is commended for the significant changes the state has made to its alternate route admission requirements. As it moves forward, Minnesota might want to reconsider requiring the pedagogy test prior to 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.

Ensure that pending waivers for minimum GPA requirements are appropriate.

Waiver criteria should offer accommodation to career changers with relevant work experience. 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.

■ Eliminate basic skills test requirement.

Minnesota is commended for requiring all applicants to demonstrate content knowledge on a subject-matter test. However, the state's requirement that alternate route candidates pass a basic skills test is impractical and ineffectual. Basic skills tests measure minimum competency—essentially those skills that a person should have acquired in middle school—and are inappropriate for candidates who have already earned a bachelor's degree. The state should eliminate the basic skills test requirement or, at a minimum, accept the equivalent in SAT, ACT or GRE scores.

MINNESOTA RESPONSE TO ANALYSIS

The state contended that NCTQ's recommendations presume that the basic skills tests are set at a middle school equivalence. "The MTLE tests that were developed in 2009-2010 and launched in September 2010 were developed to reflect a threshold of college experience, which far exceeds the implied level of rigor for these tests."

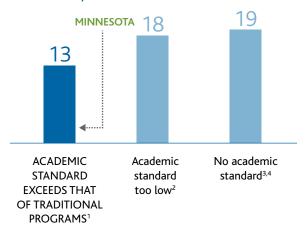
LAST WORD

The MTLE tests may indeed reflect a higher level of rigor and proficiency than the teacher certification tests of most other states. NCTQ encourages the state to publish data that supports this contention.



Figure 47

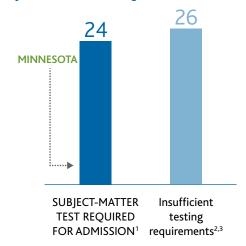
Do states require alternate routes to be selective?



- 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

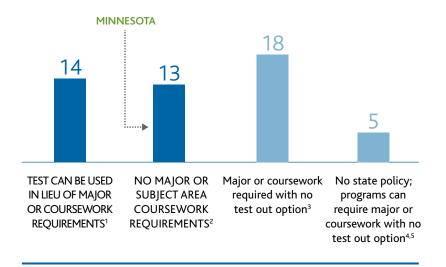
1. North Dakota does not have an alternate route to certification.



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

60 : NCTQ STATE TEACHER POLICY YEARBOOK 2011 MINNESOTA

Area 2: Expanding the Pool of Teachers

Goal B – Alternate Route Preparation

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

Goal Components

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

- 1. The state should ensure that the 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



Area 2: Goal B **Minnesota** Analysis



State Meets a Small Part of Goal



Progress Since 2009

ANALYSIS

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

Minnesota requires that alternate route programs provide a minimum of 200 instructional hours to candidates before they can assume classroom responsibilities. The state provides no specific guidelines about the nature of the coursework for its alternate route except to say that it should be research-based and focused on best practices. There is also no limit on the overall amount of coursework, nor on the amount of coursework a candidate can be required to take while also teaching.

The state requires alternate route programs in partnership with districts to provide intensive, ongoing, and multi-year mentoring and induction support to new teachers.

Candidates are issued a two-year limited term license while completing the alternate route program. In some cases the state will renew this limited license one additional time for a one-year term. Upon completion, alternate route candidates may be recommended for the standard teaching certificate.

Supporting Research

Minnesota SF 40 amending 122A.245

RECOMMENDATION

■ Establish coursework guidelines for all alternate route preparation programs.

Simply mandating coursework without specifying the purpose can inadvertently send the wrong message to program providers—that "anything goes" as long as credits are granted. However constructive, any course that is not fundamentally practical and immediately necessary should be eliminated as a requirement. Appropriate coursework should include grade-level or subject-level seminars, methodology in the content area, classroom management, assessment and scientifically based early reading instruction.

Ensure that new teachers are not burdened by excessive requirements.

While requiring some preparation prior to entering the classroom is important, Minnesota requires alternate route candidates to take a considerable amount of coursework before they begin teaching, an amount more typically associated with a traditional preparation program. All coursework requirements should be manageable for career changers and other nontraditional candidates and contribute to the immediate needs of new teachers.

Ensure that new teachers are supported in the first year of teaching.

Minnesota should provide more detailed induction guidelines to ensure that new teachers will receive the support they need to facilitate their success in the classroom. Effective strategies include practice teaching prior to 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.

MINNESOTA RESPONSE TO ANALYSIS

Minnesota recognized the factual accuracy of this analysis. The state was also helpful in providing NCTQ with facts that enhanced the analysis.

62 : NCTQ STATE TEACHER POLICY YEARBOOK 2011 MINNESOTA

Figure 51	tes STREAMINED C	* /		/	/	
Do states' alternate rou	tes	RELEVANT COURSEU.	* /	PRACTICE TEACHING OPPORTUNITY CHING	/	
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EXAMPLES OF BEST PRACTICE

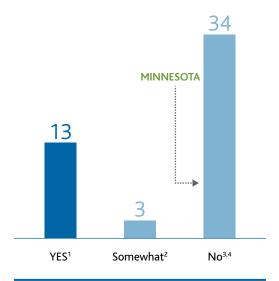
Connecticut ensures that its alternate route provides streamlined preparation that meets the immediate needs of new teachers. The state requires a manageable number of credit hours, relevant coursework, a field placement and intensive mentoring. Other notable states include Arkansas, Delaware, Georgia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

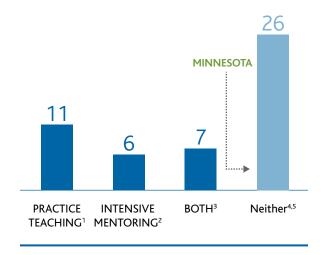
Do states curb excessive coursework requirements?



- 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
- Strong Practice: Arkansas, Georgia, Kentucky, New Jersey, New York, West Virginia
- Strong Practice: Alaska, Connecticut, Delaware, District of Columbia, Florida⁶, Maryland, Massachusetts
- 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



Area 2: Goal C **Minnesota** Analysis



State Nearly Meets Goal



Progress Since 2009

ANALYSIS

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

Minnesota passed new legislation in March 2011 that allows for the creation of new teacher training programs. School districts or charter schools may create and implement a teacher training program; however, it must be in partnership with a college or university. Nonprofit providers are prohibited from operating an alternate route independently. A school district may partner with a nonprofit only after the district has consulted with a college or university.

Minnesota is commended for having no restrictions on the usage of its alternate route with regard to subject, grade or geographic areas.

Supporting Research

Minnesota Administrative Code Sec 4 122A.245

RECOMMENDATION

■ Encourage diversity of alternate route providers.

Minneosta should specifically authorize alternate route programs run by local school districts and nonprofits, as well as institutions of higher education. Districts should be able to provide training without a required partnership with colleges and universities. For example, districts may want to provide training in a specific curriculum, something that most colleges and universities are reluctant to do.

MINNESOTA RESPONSE TO ANALYSIS

Minnesota recognized the factual accuracy of this analysis. However, the state asserted that education-related nonprofit organizations are allowed to operate alternate route programs. Minnesota contended that "the law requires consultation with a Minnesota college or university but the development and ownership of the program may rest outside of higher education."

66: NCTQ STATE TEACHER POLICY YEARBOOK 2011 MINNESOTA





T EXAMPLES 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?

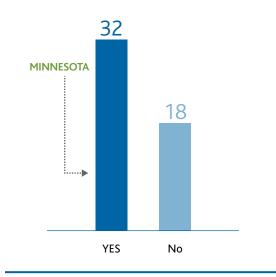
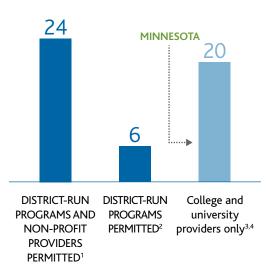


Figure 55 and 56

- 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 ALTERNATE ROUTE ∫ Offered route is disingenuous Figure 58 Alternate oote that need significant improvements Do states provide real alternative pathways to certification? Alabama П Alaska Arizona П Arkansas California Colorado Connecticut Delaware District of Columbia П 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 П Missouri Montana Nebraska Nevada New Hampshire П New Jersey New Mexico П П New York North Carolina North Dakota¹ П П Ohio 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.
- 2. All candidates for a part-time teaching license should be required to pass a subject-matter 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 **Minnesota** Analysis



State Does Not Meet Goal Progress Since 2009



ANALYSIS

Minnesota does not offer a license with minimal requirements that would allow content experts to teach part time.

RECOMMENDATION

Offer a license that allows content experts to serve as part-time instructors.

Minnesota should permit individuals with deep subject-area knowledge to teach a limited number of courses without fulfilling a complete set of certification requirements. The state should verify content knowledge through a rigorous test and conduct background checks as appropriate, while waiving all other licensure requirements. Such a license would increase 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.

MINNESOTA RESPONSE TO ANALYSIS

Minnesota recognized the factual accuracy of this analysis.

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** 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.
- 3. 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 **Minnesota** Analysis



State Partly Meets Goal



Progress Since 2009

ANALYSIS

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

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

However, other aspects of the state's policy create obstacles for teachers from other states seeking licensure in Minnesota. Teachers with valid, out-of-state certificates may be eligible for Minnesota's professional certificate. The state 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 an equivalent 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.

Minnesota 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

Minnesota Administrative Rules, 8710.0400

RECOMMENDATION

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

Minnesota should consider discontinuing its requirement for the submission of transcripts. Transcript analysis 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 Minnesota. Regardless of whether a teacher was prepared through a traditional or alternate route, all certified out-of-state teachers should receive equal treatment.

MINNESOTA RESPONSE TO ANALYSIS

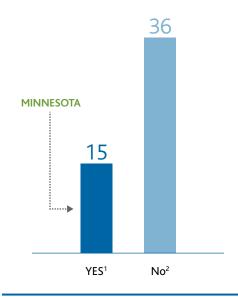
Minnesota recognized the factual accuracy of this analysis. The state added that legislation was enacted in the 2011 legislative session that requires the Board of Teaching to develop streamlined procedures for recognizing the experience and the professional performance of out-of-state teachers. Minnesota is currently developing plans and processes to implement the law.



EXAMPLES OF BEST PRACTICE

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?



- 1. 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.
- 2. Transcript review required for those with less than 3 years experience.



igure 65		State specifies different teachers for alternate	State has policies with the formate 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 **Minnesota** Analysis



State Meets Goal



Progress Since 2009

ANALYSIS

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

Minnesota 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."

Minnesota has not yet established a definition of teacher of record, which is essential in order to use the student-data link for the purpose of providing value-added evidence of teacher effectiveness. To ensure that data provided through the state data system are actionable and reliable, Minnesota should articulate a definition of teacher of record and require its consistent use throughout the state.

MINNESOTA RESPONSE TO ANALYSIS

Minnesota recognized the factual accuracy of this analysis.

Figure 67	■ UNIQUESTUBBITUS	FR THER	/
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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 **Minnesota** Analysis



State Partly Meets Goal





Bar Raised for this Goal Progress Since 2009

ANALYSIS

Minnesota stops short of requiring that objective evidence of student learning be the preponderant criterion of its teacher evaluations.

The state recently passed new legislation requiring that a teacher value-added assessment model count for 35 percent of teacher evaluation results. For grade levels and subject areas for which value-added data are not available, state or local measures of student growth must be established.

Districts may also apply to participate in an optional performance pay plan that includes a teacher evaluation system (Quality Compensation for Teachers or Q Comp) that requires classroom observation and evidence of student achievement gains as a measure of teacher performance.

Supporting Research

Minnesota Statute 122A.40

Q Comp Teacher Evaluation

http://www.education.state.mn.us/mdeprod/groups/QComp/documents/Instruction/008189.pdf

RECOMMENDATION

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

Although Minnesota's new evaluation system is a step in the right direction, 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.

Minnesota should not only require that all evaluations (rather than just the ones mandated for Q Comp) include classroom observations, but also the state should specifically articulate that these observations focus on effectiveness of instruction. The primary component of a classroom observation should be the quality of instruction, as measured by student time on task, student grasp or mastery of the lesson objective and efficient use of class time.

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, Minnesota 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.

MINNESOTA RESPONSE TO ANALYSIS

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

Figure 69		<i>§</i> / <i>§</i>	. /	/
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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.

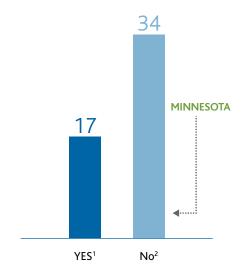
Figure 71
Sources of objective evidence of student learning

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 **Minnesota** Analysis



State Nearly Meets Goal



Progress Since 2009

ANALYSIS

Although a new statute specifically articulates an annual evaluation requirement, it also speaks to a three-year professional review cycle that includes the following: an individual growth and development plan, a peer review process, the opportunity to participate in a professional learning community and at least one summative evaluation performed by a qualified and trained evaluator. It is, therefore, unclear whether what occurs in the years without a summative evaluation will result in an adequate review of teacher performance.

New teachers must be evaluated at least three times a year, and the first evaluation must occur within the first 90 days of teaching services.

Supporting Research

Minnesota Statute 122A.40

RECOMMENDATION

Ensure annual review of teacher performance.

Minnesota should clarify its requirements regarding the three-year professional review cycle to ensure that a tenured teacher's performance is adequately reviewed, especially for those years when a summative evaluation is not required.

Base evaluations on multiple observations.

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

MINNESOTA RESPONSE TO ANALYSIS

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

86 : NCTQ STATE TEACHER POLICY YEARBOOK 2011 MINNESOTA

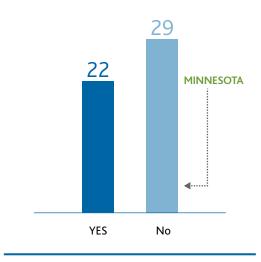
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TEXAMPLES OF BEST PRACTICE

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?

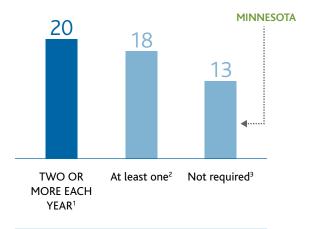


Figures 75 and 76

- 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

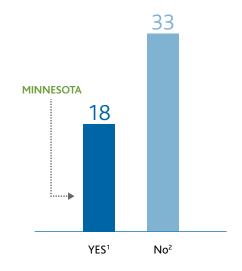
Do states require classroom observations?



- Strong Practice: Alabama, Alaska⁴, Arkansas, Colorado⁴, Delaware, Florida⁴, Georgia, Kentucky⁴, Maryland, Michigan, Missouri⁴, Nevada⁴, New York, North Carolina, Ohio, Oregon⁴, Rhode Island, Tennessee, Washington, West Virginia⁴
- 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?



- 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 **Minnesota** Analysis



State Meets a Small Part of Goal



Bar Raised for this Goal



Progress Since 2009

ANALYSIS

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

Minnesota has a three-year probationary period. At the conclusion of this period, the school board consults with the peer review committee charged with evaluating the probationary teacher to determine whether to renew the annual contract. The board and an exclusive representative of the teachers in the school district must develop a peer review process for probationary teachers through joint agreement.

Supporting Research

Minnesota Statute 122A.40, Subd. 5 and 6, and 122A.41, Subd. 2

RECOMMENDATION

Ensure evidence of effectiveness is the preponderant criterion in tenure decisions.

Minnesota 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.

Require a longer probationary period.

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

MINNESOTA RESPONSE TO ANALYSIS

Minnesota 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.

Figure 81	EVDENCE OF STUDENT	,	,
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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?

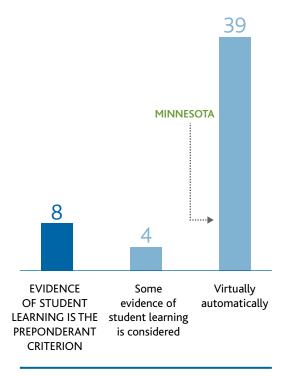


Figure 81

- 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 **Minnesota** Analysis



State Does Not Meet Goal



Bar Raised for this Goal (=)



Progress Since 2009

ANALYSIS

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

Minnesota's initial license issued to teachers in the state is the First Professional license. The Professional license is then renewed by successfully completing at least 125 clock hours of professional development, which now must be in the following areas: positive behavioral intervention strategies; accommodations and modifications to meet student needs; warning signs for mental illness in children; technology and in-service preparation in scientifically based reading instruction.

Minnesota does not include evidence of effectiveness as a factor in the renewal of a professional license. Beginning July 1, 2012, all individuals who were employed as teachers during any part of the five-year period immediately preceding the license renewal must include evidence of work that demonstrates professional reflection and growth in best teaching practices. The applicant must include a reflective statement of professional accomplishment and the applicant's own assessment of professional growth in their license renewal materials.

Supporting Research

http://education.state.mn.us/MDE/Teacher_Support/Educator_Licensing_Licensing_Info/License_Renew/index.html http://education.state.mn.us/MDE/Teacher_Support/Educator_Licensing/index.html

RECOMMENDATION

Require evidence of effectiveness as a part of teacher licensing policy.

Minnesota 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. Minnesota's requirement for renewal requirement for professional reflection on evidence of effectiveness does not constitute an objective measure of teacher effectiveness.

Discontinue licensure requirements with no direct connection to classroom effectiveness.

While Minnesota's targeted coursework requirements in accommodations and scientifically based reading instruction may potentially expand teacher knowledge and improve teacher practice, Minnesota's other general, nonspecific coursework requirements for license advancement and renewal merely call for teachers to complete a certain amount of seat time. These requirements do not correlate with teacher effectiveness.

MINNESOTA RESPONSE TO ANALYSIS

Minnesota asserted that it has recently passed new legislation that has ordered a "Tiered Licensure Advisory Task Force." This task force is charged with developing recommendations premised on the following: research-based professional competencies; teacher professional growth to enable teachers to develop multiple professional competencies; an assessment system for evaluating performance aligned with student expectations and value-added measures of student outcomes; the expectation that teachers progress through various stages of teaching practice and receive opportunities for leadership roles commensurate with practice and competency; and periodic evaluation of the licensing structure to determine effectiveness in meeting students' needs.

Supporting Research

2011 Minnesota Laws Ch. 11, Art. 2, Sec. 48

Figure 84	SASS OBJECTIVE EVIDENCE OF	_ /	Consideration given to teacher	e is
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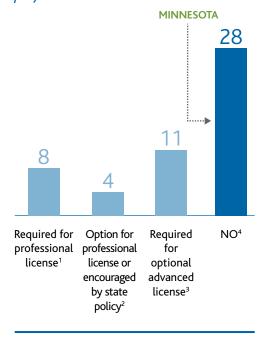


TEXAMPLES OF BEST PRACTICE

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?

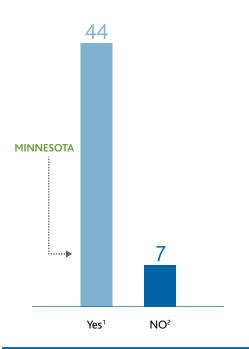


- 1. Connecticut, Kentucky, Maryland, Michigan, Mississippi, Montana, New York and Oregon all require a master's degree or coursework equivalent to a master's degree
- 2. Illinois, Massachusetts, Missouri, Tennessee
- 3. Alabama, Hawaii, Indiana, Iowa, Nebraska, New Mexico, Ohio. South Carolina, Utah, 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

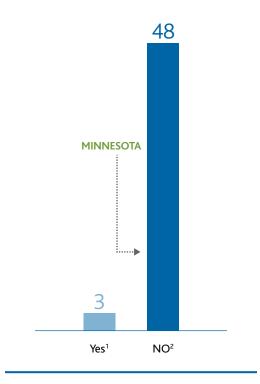
Do states require teachers to take additional, nonspecific coursework before conferring or renewing professional licenses?



- 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, Nevada, 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 **Minnesota** 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. Minnesota reports little school-level data that can help support the equitable distribution of teacher talent.

Minnesota 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. Minnesota also does not report on teacher absenteeism or turnover rates.

Minnesota does report on the percentage of teachers with less than three years of experience and the percentage of highly qualified teachers. Commendably, these data are reported for each school, rather than aggregated by district. The state is also commended for comparing the percentage of highly qualified teachers at high- and low-poverty schools statewide.

Supporting Research

2010 School Report Card

http://education.state.mn.us/ReportCard2005/index.do

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. Minnesota 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.

Minnesota 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 Minnesota 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.

MINNESOTA RESPONSE TO ANALYSIS

Minnesota recognized the factual accuracy of this analysis. Minnesota also commented that the state is in the process of creating and implementing a statewide data system that could potentially be used in this effort. However, this would have to be a policy decision.

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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.)

- 1. 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 **Minnesota** Analysis



State Meets a Small Part of Goal



Progress Since 2009

ANALYSIS

Minnesota does not require a mentoring program or any other induction program for its new teachers. Local districts must "provide opportunities for teacher-to-teacher mentoring" as part of staff development activities. The state has developed guidelines for mentoring and induction programs.

Supporting Research

Minnesota Educator Induction Guidelines http://teachersupportpartnershipmn.org/pdf/TSP%20guidelines%20final%203%2031%2009.pdf Minnesota Statutes 122A.60

RECOMMENDATION

■ Ensure that a high-quality mentoring experience is available to all new teachers, especially those in low-performing schools.

Minnesota should ensure that all new teachers—and especially any teacher in a low-performing school—receive mentoring support, especially in the first critical weeks of school.

Set specific parameters.

To ensure that all teachers receive high-quality mentoring, Minnesota should set a timeline in which mentors are assigned to all new teachers throughout the state, soon after the commencing of teaching, to offer support during those first critical weeks of school. Mentors should be required to be trained in a content area or grade level similar to that of the new teacher, and the state should mandate a method for performance evaluation.

Require induction strategies that can be successfully implemented, even in poorly managed schools.

To ensure that the experience is meaningful, Minnesota should guarantee that induction includes strategies such as intensive mentoring, seminars appropriate to grade level or subject area and a reduced teaching load and/or frequent release time to observe other teachers.

MINNESOTA RESPONSE TO ANALYSIS

Minnesota was helpful in providing NCTQ with facts that enhanced this analysis.

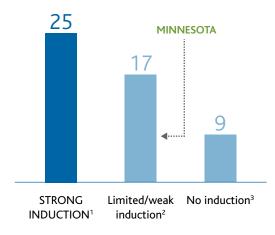
102 : NCTQ STATE TEACHER POLICY YEARBOOK 2011 MINNESOTA

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	30	18	9	17	28	12	21	17



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?



- 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
- 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

104 : NCTQ STATE TEACHER POLICY YEARBOOK 2011 MINNESOTA

Area 4: Retaining Effective Teachers

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 **Minnesota** Analysis



State Partly Meets Goal



Progress Since 2009

ANALYSIS

New legislation in Minnesota requires that staff development activities be coordinated with "the evaluation process and teachers' evaluation outcomes." The state does not require that teachers receive feedback from their evaluations.

Supporting Research

HF 26

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, Minnesota should require that evaluation systems provide teachers with feedback about their classroom performance.

MINNESOTA RESPONSE TO ANALYSIS

Minnesota was helpful in providing NCTQ with facts that enhanced this analysis.

106: NCTQ STATE TEACHER POLICY YEARBOOK 2011 **MINNESOTA**

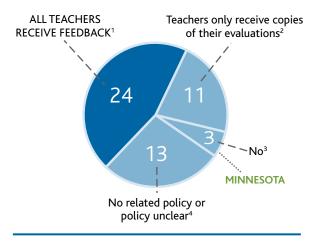


EXAMPLES OF BEST PRACTICE

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?

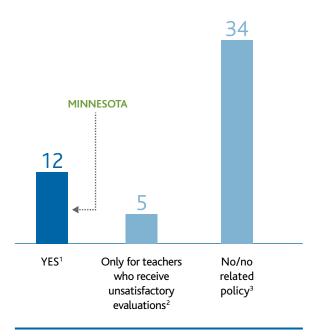


- Strong Practice: Arkansas, Connecticut, Delaware, Georgia, Hawaii, Illinois, Kentucky, Louisiana, Massachusetts, Michigan, Mississippi, Missouri, New Jersey, New Mexico, New York, North Carolina, Oregon, Rhode Island, South Carolina, Tennessee, Texas, Washington, West Virginia, Wyoming
- Alaska, Arizona, 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.
- 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

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

Figure 97 How States are Faring in Pay Scales **Best Practice States** Florida 1, Indiana 1 State Meets Goal Idaho 1 State Nearly Meets Goal **MINNESOTA** 29 States Partly Meet Goal Alaska, Arizona, California, Colorado, Connecticut, District of Columbia, Iowa, Kansas, Maine, Maryland, Massachusetts, Michigan, Missouri, Montana, Nebraska, Nevada, New Hampshire, New Jersey, New Mexico, New York, North Dakota, Oregon, Pennsylvania, South Dakota, Utah, Vermont, Virginia, Wisconsin, Wyoming States Meet a Small Part of Goal Illinois. Rhode Island, Texas States Do Not Meet Goal Alabama, Arkansas, Delaware, Georgia, Hawaii, Kentucky, Louisiana, Mississippi, North Carolina, Ohio, Oklahoma, South Carolina, Tennessee, Washington, West Virginia Progress on this Goal Since 2009: **1**:3 **⇔**: 48 **↓**:0

Area 4: Goal C **Minnesota** Analysis



State Nearly Meets Goal



Progress Since 2009

ANALYSIS

Minnesota does not address salary requirements, seemingly giving local districts the authority for pay scales and eliminating barriers such as state salary schedules and other regulations that control how districts pay teachers.

However, districts that participate in the state's Quality Compensation for Teachers Program (Q Comp) must have an "alternative teacher professional pay system." Such a pay system must "reform the 'steps and lanes' salary schedule" to ensure that at least 60 percent of any salary increase is based on teacher performance.

Supporting Research

Minnesota Statute 122A.414

Minnesota Quality Compensation for Teachers (Q Comp)

http://www.education.state.mn.us/MDE/Teacher_Support/QComp/index.html

RECOMMENDATION

Expand requirement for salary schedule reform to include all districts.

Minnesota should require all districts, not just those participating in Q Comp, to emphasize teacher effectiveness in their salary schedules. The state should discourage all districts from basing teacher pay solely on advanced degrees and years of experience.

MINNESOTA RESPONSE TO ANALYSIS

Minnesota recognized the factual accuracy of this analysis.

110 : NCTQ STATE TEACHER POLICY YEARBOOK 2011 MINNESOTA

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.

igure 98 <i>What role does the state</i>		Sets minimum salary	□ DISTRICTS SET SALARY
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	16	8	27
	16	8	21

^{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	REQUIRES PERFORMANCE	, \$ \	Requires compensation advanced degrees
Do states discourage	RM		^{NS} ati _i
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	3	32	16

^{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.)

1. 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

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



Area 4: Goal D **Minnesota** Analysis



State Does Not Meet Goal



Progress Since 2009

ANALYSIS

Minnesota 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, Minnesota 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.

MINNESOTA RESPONSE TO ANALYSIS

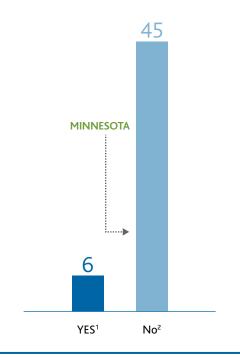
Minnesota recognized the factual accuracy of this analysis. Minnesota also noted that there are pending regulatory changes that may affect this goal but did not offer any further information.



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

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



Area 4: Goal E **Minnesota** Analysis



State Does Not Meet Goal



Progress Since 2009

ANALYSIS

Minnesota neither supports differential pay by which a teacher can earn additional compensation by teaching certain subjects nor offers incentives to teach in high-needs schools. However, the state has no regulatory language that would directly block districts from providing differential pay.

RECOMMENDATION

Support differential pay initiatives for effective teachers in both subject shortage areas and high-needs schools.

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

MINNESOTA RESPONSE TO ANALYSIS

Minnesota recognized the factual accuracy of this analysis.

Figure 103		HIGH NEED SCHOOLS		SHORTAGE SUBJECT	
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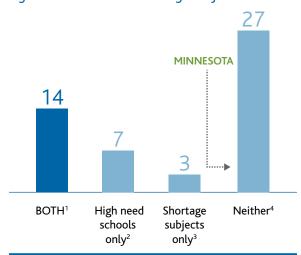
- Connecticut offers mortgage assistance and incentives to retired teachers working in shortage subject areas.
- Maryland offers tuition reimbursement for teacher retraining in specified shortage subject areas and offers a stipend for alternate route candidates teaching in shortage subject areas.
- 3. 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

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



Area 4: Goal F **Minnesota** Analysis



State Meets Goal



Progress Since 2009

ANALYSIS

Minnesota supports a performance pay initiative. The state allows local districts to implement an alternative teacher professional pay system, Quality Compensation for Teachers (Q Comp), in which 60 percent of compensation is determined by teacher performance. Performance is based on school-wide student achievement gains, measure of student achievement and objective teacher evaluations.

Supporting Research

Minnesota Statute 122A.414 Subd 2

Minnesota Quality Compensation for Teachers (Q Comp)

http://www.education.state.mn.us/MDE/Teacher_Support/QComp/index.html

MINNESOTA RESPONSE TO ANALYSIS

Minnesota recognized the factual accuracy of this analysis.

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

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



Area 4: Goal G Minnesota Analysis



State Partly Goal



Progress Since 2009

ANALYSIS

Minnesota only offers a defined benefit pension plan to its teachers as their mandatory pension plan. This plan is not fully portable and does not provide any employer contribution for teachers who choose to withdraw their account balances when leaving the system. It also limits flexibility by restricting the ability to purchase years of service. However, the state is commended for allowing teachers to vest at year three and for a provision that improves portability for teachers who defer their pensions.

Teachers in Minnesota also participate in Social Security, so they must contribute to the state's defined benefit plan in addition to Social Security. Although retirement savings in addition to Social Security are good and necessary for most individuals, the state's policy results in mandated contributions to two inflexible plans, rather than permitting teachers options for their state-provided savings plans.

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. Minnesota's vesting at three years of service offers flexibility to most of its teachers.

Teachers in Minnesota who choose to withdraw their contributions upon leaving only receive their own contributions plus interest. This means that those who withdraw their funds accrue no benefits beyond what they might have earned had they simply put their contributions in basic savings accounts. 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 entitled to any employer contribution.

However, the state does offer a portability feature for vested teachers who exit the system but leave their funds in until a later retirement date, known as the portable deferred pension provision. The deferred provision calculates the benefit when a teacher leaves employment, and the benefit is then increased annually at a compounded rate of 2 percent to 5 percent per year (depending upon the member's date of hire) until the member retires. This provision reduces or eliminates pension wealth loss due to inflation.

Minnesota 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. Minnesota's plan does not allow teachers to purchase time for previous teaching experience, which is a severe disadvantage to teachers who move to Minnesota with teaching experience. However, the state's plan does allow teachers to purchase one year of time per approved parental leaves of absence and up to five years for extended leaves of any reason.

Supporting Research

Minnesota Teachers Retirement Association, 2011 Handbook of Benefits and Services https://www.minnesotatra.org/IMAGES/PDF/handbook07-11.pdf

RECOMMENDATION

Offer teachers a pension plan that is fully portable, flexible and fair.

Minnesota should offer teachers for their mandatory pension plan the option of either a defined contribution plan or a fully portable defined benefit plan, such as a cash balance plan. A well-structured defined benefit plan could be a suitable option among multiple plans. However, as the sole option, defined benefit plans severely disadvantage mobile teachers and those who enter the profession later in life. Because teachers in Minnesota participate in Social Security, they are required to contribute to two defined benefit-style plans.

Increase the portability of its defined benefit plan.

If Minnesota maintains its defined benefit plan, it should allow teachers that leave the system to withdraw employer contributions. The state should also allow teachers to purchase their full amount of previous teaching experience. A lack of portability is a disincentive to an increasingly mobile teaching force.

Offer a fully portable supplemental retirement savings plan.

If Minnesota maintains its defined benefit 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.

MINNESOTA RESPONSE TO ANALYSIS

Minnesota was helpful in providing NCTQ with facts that enhanced this analysis.

Minnesota contended that the statement that TRA "does not offer a fully portable pension plan" is incorrect. The state maintained that TRA offers pension portability in two important ways.

First, state statute provides the portable deferred pension provision, as explained in the analysis. The state explained that this provision is unique among teacher pension systems nationwide and provides excellent portability. This provision not only maintains the value of the pension benefit, but also for older, mid-career teachers it matches or exceeds the annuity value of the benefit that a defined contribution account would generate. This deferred provision is particularly valuable to a teacher who enters teaching later in life. It is much more valuable than a defined contribution (DC) annuity for an older worker because a DC account requires a longer investment horizon in order to accumulate value; an older teacher does not have as long an investment horizon as a younger teacher. A sample calculation demonstrates the value of the deferred annuity: A teacher teaches for 10 years, terminates at age 50 with a salary at termination of \$60,000. The TRA benefit calculated upon termination is \$11,200 per year. If the terminated teacher begins collecting this benefit 15 years later upon reaching age 65, the benefit will have escalated automatically by 22% to a level of \$13,895 a year. That is a lifetime benefit increase due to the deferral period that is equivalent to approximately \$54,000.

Second, members who terminate teaching employment and withdraw their contributions are paid 6 percent interest compounded annually from the year the funds were contributed to July 1, 2010, and 4 percent thereafter. This high rate of interest assures that contributions grow at a rate that is more than competitive with savings accounts and, for many periods, more than competitive with defined contribution accounts invested in a moderate to low-risk manner. Minnesota asserted that the NCTQ analysis tries to equate the TRA refund benefit to a basic savings or defined contribution account, which is not an appropriate comparison, as very few savings/certificate of deposit investments or defined contribution programs provide consistent, reliable interest rates of 4 to 6 percent. Members taking refunds of their accounts also have the ability to transfer their account balances to another qualified retirement plan without triggering a taxable distribution.

Both of these portability provisions described above (TRA's deferred pension and interest on refunds) are important and financially valuable elements of TRA's plan.

Finally, Minnesota asserted that NCTQ's analysis seems to miss three important points in analyzing the value of defined contribution (DC) plans in comparison with defined benefit (DB) plans. First, experience

in other states (Florida, Ohio, South Carolina, West Virginia) shows that when teachers are provided the option to elect between a DB or a DC plan, they overwhelmingly select defined benefit protection. This is strong, real-world evidence that DB protection is preferred and is an important recruitment and retention tool for teachers. Second, recent research backs up this claim, showing that employees with DB coverage report higher levels of job commitment than those with only DC coverage, and that this commitment is strongest among younger workers. Third, DB plans are more efficient and cost-effective than DC plans in delivering lifetime retirement benefits. Recent research quantifies that, because of their professional investment management and higher returns and because of their group insurance elements that spread mortality risk, a DB plan can provide the same level of target retirement income at almost half (46 percent) of the cost of a DC plan. This is particularly important since taxpayer dollars partially fund teacher pensions.

Supporting Research

Minnesota Teachers Retirement Association, 2011 Handbook of Benefits and Services https://www.minnesotatra.org/IMAGES/PDF/handbook07-11.pdf
Minnesota Statute Sec. 354.55, subd. 11

LAST WORD

Minnesota's deferred pension provision, while commendable, still does not erase all pension wealth loss due to mobility. For example, teachers who vest in two different pension systems calculate their benefits on the final average salary at the time they left each system. So, a teacher who taught for 30 years in one system would have a much higher benefit than a teacher who taught for 15 years in two systems and had to have one of his or her benefits based on the salary at the mid-point in the total career.

The state does credit interest at a higher rate than current basic savings plans. This is a valuable aspect of the system for any teachers who choose to withdraw their contributions. The former 6 percent rate is similar to offering an employer match. However, as interest rates nationwide start to increase, the value of this credit as a "match" will erode, and the state can easily further decrease the interest rate credited to accounts. Providing a policy of a guaranteed employer match of contributions would offer more security for teachers who withdraw their funds.

When offered the choice, more public employees are enrolled in a defined benefit plan. However, the reality is that most members never actually "choose" a plan; the defined benefit system is the default plan. For example, in 2010 in Ohio 79 percent of members defaulted into the defined benefit plan while in Florida 53 percent entered by default. Interestingly, in Florida, not including the "defaulted" employees, more new employees actually chose the defined contribution plan; 25 percent enrolled in the defined contribution plan while 22 percent actively chose the defined benefit plan. In South Carolina 18 percent enrolled in the defined contribution plan, which is impressively high considering that new teachers only have 30 days to make their choice. Despite the defined benefit plan being the default plan, at least a certain percentage of teachers actively choose a defined contribution plan.

As for West Virginia, in 2008, 78 percent of teachers in the state's defined contribution plan elected to switch into the states newly reopened defined benefit plan. The vast majority of teachers had only invested in low-risk, low-yield portfolios, and the switch offered them no penalty to reinstate all their years of service (relative to the lower contribution rates they paid to the defined contribution plan). The percent of teachers that chose to stay in West Virginia's defined contribution plan and those in other states that elected a

defined contribution plan show that certain teachers prefer a defined contribution plan, and that the option of a defined contribution plan is an attractive recruitment tool for some professionals.

Defined contribution plans can be structured to have many of the benefits of defined benefit plans but with the added benefits of portability and flexibility to attract new individuals to the profession and to treat all teachers fairly for each year of service, not to mention less stress to states' financial health (see Goal 4-H). Plans can be structured as cash balance plans that allow the employer to maintain the investment risk and to include benefits such as disability and survivor coverage. Increased participation in defined contribution plans may also result in lower fees more commensurate with defined benefit plans. Teachers' individual accounts can be invested in statewide, professionally managed funds to align their earnings and losses with other statewide plans, such as a defined benefit plan. Teachers must receive proper education on topics such as longevity risk, tax implications and annuity options.

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	en en /	CHOICE OF DEFINED RES.	ő / >
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Oregon⁵					
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South Dakota					
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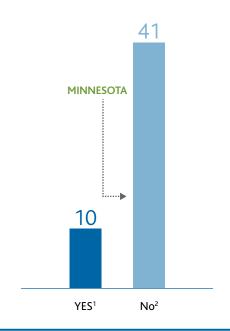
T EXAMPLES OF BEST PRACTICE

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.
- 6. 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.

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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
- ${\it 4.\ Hawaii,\ Michigan,\ Minnesota,\ New\ York,\ Oregon}$

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.)

- 1. The state should ensure that its pension system is financially sustainable, without excessive unfunded liabilities or an inappropriately long amortization period.
- 2. 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

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



Area 4: Goal H **Minnesota** Analysis



State Meets a Small Part of Goal



Progress Since 2009

ANALYSIS

As of July 1, 2010, the most recent date for which an actuarial valuation is available, Minnesota's pension system for teachers is 78.5 percent funded and has an amortization period over 26 years. This means that if the plan earns its assumed rate of return and maintains current contribution rates, it would take the state over 26 years to pay off its unfunded liabilities. Neither Minnesota's funding ratio nor its amortization period meets conventional standards, and the state's system is not financially sustainable according to actuarial benchmarks.

Minnesota does not currently commit excessive resources toward its teachers' retirement system. The mandatory employee contribution rate to the defined benefit plan is 6 percent, and the current employer contribution rate is 6.18 percent for local districts. These rates are reasonable, even with teachers' and local districts' additional 6.2 percent contribution to Social Security. These rates are set to increase by 0.5 percent each year for both employers and employees until reaching 7.5 percent in 2014. These future increases are not unreasonable; however, they set Minnesota's contribution rates very close to what is considered excessive. There is also an additional 0.71 percent contribution each from school district number 1, the city of Minneapolis and the state. State statute requires that unfunded liabilities must be paid off by June 30, 2037, but these rates do not meet the annual required contributions to meet that amortization period. The combined annual required contribution to meet this amortization period is 15.71 percent.

Supporting Research

Teachers' Retirement Association Fund, Actuarial Valuation Report as of July 1, 2010 http://www.commissions.leg.state.mn.us/lcpr/documents/valuations/2010/2010valuation.tra.pdf

RECOMMENDATION

Ensure that the pension system is financially sustainable.

The state would be better off if its system had an amortization period of 30 years or less and a system that was more that 95 percent funded to allow protection during financial downturns. However, Minnesota should consider ways to improve its funding level without raising the contributions of districts and teachers above excessive levels. Improving funding levels necessitates, in part, systemic changes in the state's pension system. Goals 4-G and 4-I provide suggestions for pension system structures that are both sustainable and fair.

MINNESOTA RESPONSE TO ANALYSIS

Minnesota stated that Minnesota Statutes Section 356.215, subd. 11(f) specifies a TRA amortization date of June 30, 2037, which is 26 years. This is the target date for achieving full funding. Due to the 2008-2009 market downturn, TRA had a sizable contribution deficiency. As a result of the downturn, the 2010 legislature approved a significant reform package that gradually increases both employee and employer contribution rates over the next four years and also reduces benefit liabilities by \$1.75 billion. These benefit reductions come mainly from a two-year suspension in annual increases for retirees and a lower COLA of 2 percent (down from 2.5 percent under prior law). As a result of these contribution increases and benefit reductions, TRA expects its fiscal 2011 actuarial valuation to show a marked improvement in its financial status.

LAST WORD This analysis is based on the most recent actuarial valuation publicly available. According to the July 1, 2010, valuation, Minnesota is not meeting the actuarially required contributions to its pension system. Recent legislation may have adjusted the accrued liabilities and increased contributions rates, and this may be reflected in the 2011 valuation. If these changes result in a more positive valuation this year, then the state is commended for taking steps to bring its system back to its targeted amortization period.



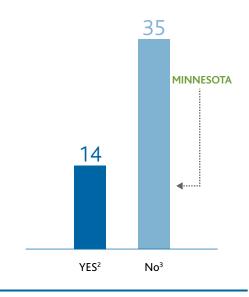


T EXAMPLES OF BEST PRACTICE

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



- Cannot be determined for Michigan or Utah, which recently opened new systems.
- Strong Practice: Alaska, Delaware, District of Columbia, Florida, Georgia, Indiana⁴, Nebraska, New York, North Carolina, Oregon, South Dakota, Tennessee, Washington, Wisconsin
- 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

- 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?

Alaska ¹	Funding Level
District of Columbia	118.3%
	116%
Washington New York	103.2%
Wisconsin	99.8%
South Dakota	96.3%
Delaware	96%
North Carolina	95.9%
Indiana ²	94.7%
	90.6%
Tennessee	
Wyoming	87.5%
Georgia	87.2%
Florida	86.6%
Utah	85.7%
Oregon	83.2%
Texas	82.9%
Nebraska	82.4%
lowa	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/

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

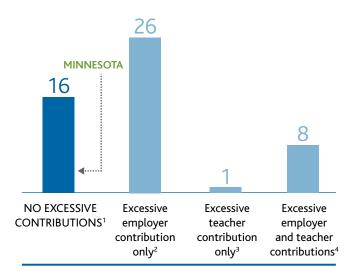
Figure 121

- 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.
- 4. 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.
- 6. 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
- Arizona, Hawaii, Mississippi, Missouri, Nebraska, New Mexico, Pennsylvania, Rhode Island
- 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.
- 6. 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

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



Area 4: Goal I **Minnesota** Analysis



State Meets Goal



Progress Since 2009

ANALYSIS

Minnesota's pension system is based on a benefit formula that is neutral, meaning that each year of work accrues pension wealth in a uniform way until teachers reach Social Security age.

Teachers' retirement wealth 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 timetable 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.

Minnesota's pension plan is commended for utilizing a constant benefit multiplier of 1.7 percent for service through June 30, 2006, and 1.9 percent for service earned after that date. Vested teachers in Tier II of the state's pension system may retire with unreduced benefits at the retirement age that they would qualify for unreduced Social Security retirement benefits, or age 66, whichever comes first. Early retirement with reduced benefits is available to all vested teachers at age 55.

Tier I of the state's system does allow unreduced retirement based on years of service, but this tier has been closed since July 1, 1989.

Supporting Research

Minnesota Teachers Retirement Association, 2011 Handbook of Benefits and Services

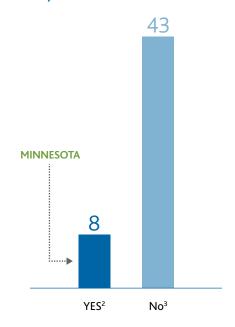
https://www.minnesotatra.org/IMAGES/PDF/handbook07-11.pdf

MINNESOTA RESPONSE TO ANALYSIS

Minnesota had no comment on this goal. The state did refer to its comments made in response to Goals 4-G and 4-H.

Figure 125

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



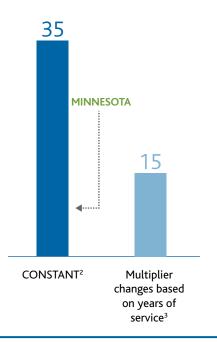
- 1. This only refers to determining retirement eligibility, not retirement benefits.
- 2. Strong Practice: Alaska, Illinois, Louisiana, Maine, Michigan, Minnesota, New Hampshire, New Jersey
- Alabama, Arizona, Arkansas, California, Colorado, Connecticut, Delaware, District of Columbia, Florida, Georgia, 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	7 Otal amount in banefits paid etirement until age 65 me of	Eatlest ettiement as teaching the state of t
pay for each teacher	it in L com t til age	# # # # # # # # # # # # # # # # # # #
hat retires with	her fi ther fi the	st reu her w g at a
inreduced benefits at	otal a Freac emer	farlie teac Ichin i've u
an early age?¹		, e 3, 5, 5, 5, 5, 5, 5, 5, 5, 5, 5, 5, 5, 5,
Alaska ²		
Illinois	\$ U	67
Maine	\$0	65
MINNESOTA ³	\$0	66
New Hampshire	\$0	65
New Jersey	\$0	65
Washington	\$0	65
Tennessee Michigan	\$238,654	52
California ⁴	\$289,187 \$310,028	60 62
Indiana	\$310,028	55
Hawaii ⁵	\$317,726	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	\$443,421	60
South Dakota	\$447,707	55
Virginia	\$468,982	56
Louisiana	\$481,979	60
Florida	\$485,257	55
Vermont	\$486,832	56
Montana	\$518,228	47
Connecticut Utah	\$520,009	57
lowa	\$520,009	57
Idaho	\$551,428 \$551,743	55 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	\$625,747	47
Colorado	\$650,011	57
Pennsylvania	\$650,011	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.
- 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 MINNESOTA

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.
- 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 **Minnesota** Analysis



State Does Not Meet Goal



Progress Since 2009

ANALYSIS

Minnesota allows in-state teachers who have not met licensure requirements to teach under temporary limited licenses if a particular position cannot be filled by a licensed teacher. Applicants must have "completed a college or university degree with at least a minor in the area for which teacher licensure is requested." This license is also available for out-of-state teachers who have not passed Minnesota licensing tests.

The limited license may be renewed twice. For renewal, in-state and out-of-state teachers must verify that they have taken the skills area examination and that they are participating in an approved remedial assistance program for support in the test areas that were not passed.

Supporting Research

Minnesota Administrative Rules 8710.1250; 8710.0400

RECOMMENDATION

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

All students are entitled to teachers who know the subject matter they are teaching. Permitting individuals who have not yet passed state licensing tests to teach neglects the needs of students, instead extending personal consideration to adults who may not be able to meet minimal state standards. Minnesota should ensure that all teachers pass licensing tests—an important minimum benchmark for entering the profession—before entering the classroom.

Limit exceptions to one year.

There might be limited and exceptional circumstances under which conditional or emergency licenses need to be granted. In these instances, it is reasonable for a state to give teachers up to one year to pass required licensing tests. Minnesota's current policy puts students at risk by allowing teachers to teach on a temporary limited license for three years without passing required licensing tests, especially since the state's policy acknowledges that some of these teachers are permitted to continue teaching despite having failed all or some sections of the required examinations.

MINNESOTA RESPONSE TO ANALYSIS

Minnesota recognized the factual accuracy of this analysis.

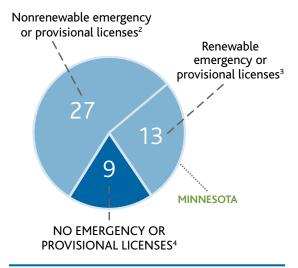
146 : NCTQ STATE TEACHER POLICY YEARBOOK 2011 MINNESOTA



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.

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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 **Minnesota** Analysis



State Partly Meets Goal



Progress Since 2009

ANALYSIS

New legislation in Minnesota requires that teachers who do not meet professional teaching standards be given "support to improve through a teacher improvement process that includes established goals and time lines." Teachers are "disciplined" if they do not make adequate progress, through either "a lastchance warning, termination, discharge, nonrenewal, transfer to a different position, a leave of absence or other discipline a school administrator determines is appropriate."

Supporting Research

HF 26

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. While the state's new legislation is a step in the right direction, Minnesota should adopt a policy that ensures that teachers who receive such unsatisfactory evaluations are eligible for dismissal.

MINNESOTA RESPONSE TO ANALYSIS

Minnesota was helpful in providing NCTQ with facts that enhanced this analysis. The state noted that legislation that was passed on developing a teacher evaluation system includes language that requires the new system to include a mechanism for addressing ineffective teachers. It "makes inefficiency in teaching or in managing a school grounds for terminating a teacher's employment." This language is effective for bargaining agreements ratified after July 1, 2014.

LAST WORD

While the state is commended for taking steps toward instituting consequences for teachers who receive unsatisfactory evaluations, Minnesota's new policy gives districts significant flexibility in determining what those consequences will be. The state should consider strengthening its current policy to make it clear to districts that a teacher is eligible for dismissal after two unsatisfactory evaluations.

Figure 133	MAROVENENT PLAN RATING EDISATISED	ELICIBLE FOR DISMISSALATER RATINGS	ž /	No articulated Consequences
What are the	VAFT	0 35) leuce
consequences for	75.	SWS / SSNIS] Other consequences	lysedi /
teachers who receive	NSA'J	\ \ \ \ \ \ \ \ \ \ \ \ \ \ \ \ \ \ \	/wen/	/ o _o
unsatisfactory	JVEA LEU,	SEE COLE) ouse	_mate
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evaluations?	42	1 2 2 1	ď	/ %
Alabama				
Alaska				
Arizona				
Arkansas				
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Michigan MINNESOTA	-			
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Mississippi				
Missouri				
Montana				
Nebraska			4	
Nevada			4	
New Hampshire				
New Jersey				
New Mexico				
New York				
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North Dakota				
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Oklahoma				
Oregon				
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Rhode Island				
South Carolina				
South Dakota				
Tennessee				
Texas				
Utah				
Vermont				
Virginia				
Washington				
West Virginia				
Wisconsin				
Wyoming				
,	27	47	_	17
	27	17	8	17

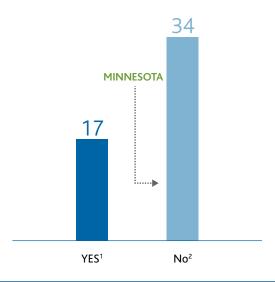
- Teachers could face nonrenewal based on evaluation results, but it is not clear that a teacher is eligible for dismissal after multiple unsatisfactory evaluations.
- While results of evaluations may be used in dismissal decisions, there are no specific criteria for a teacher's eligibility for dismissal.
- 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.
- 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.
- 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.

EXAMPLES OF BEST PRACTICE

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.
- 2. 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 Minnesota Analysis



State Does Not Meet Goal



Progress Since 2009

ANALYSIS

In Minnesota, tenured teachers who are terminated may appeal multiple times. After receiving written notice of dismissal, the teacher has 14 days to file the first appeal. The state does not specify a time frame for this hearing except that it must be "held upon appropriate and timely notice to the teacher." An appeal for judicial review is possible, but the state does not specify a time frame or the procedures for this appeal.

Minnesota does not explicitly make teacher ineffectiveness grounds for dismissal, nor does the state distinguish the due process rights of teachers dismissed for ineffective performance from those facing other charges commonly associated with license revocation, such as a felony and/or morality violations. The process is the same regardless of the grounds for cancellation, which include inefficiency in teaching; neglect of duty, or persistent violation of school laws, rules, regulations, or directives; conduct unbecoming a teacher which materially impairs the teacher's educational effectiveness; and other good and sufficient grounds rendering the teacher unfit to perform the teacher's duties.

Supporting Research

Minnesota Statutes 122A.40; HF 26

RECOMMENDATION

Specify that classroom ineffectiveness is grounds for dismissal.

Euphemistic terms such as "inefficiency" are ambiguous at best and may be interpreted as concerning dereliction of duty rather than ineffectiveness. Minnesota should explicitly make 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, the state must ensure that the opportunity to appeal occurs only once, as it is in the best interest of both the teacher and the district that a conclusion be reached within a reasonable time frame.

Distinguish the process and accompanying due process rights between dismissal for classroom ineffectiveness and dismissal for morality violations, felonies or dereliction of duty.

While nonprobationary teachers should have due process for any termination, it is important to differentiate between loss of employment and issues with far-reaching consequences that could permanently impact a teacher's right to practice. Minnesota should ensure that appeals related to classroom effectiveness are only decided by those with educational expertise.

MINNESOTA RESPONSE TO ANALYSIS

The state recognized the factual accuracy of this analysis and pointed to its comment in Goal 5-B, which referenced legislation that was passed on developing a teacher evaluation system. The state noted that the legislation requires the new system to include a mechanism for addressing ineffective teachers that "makes inefficiency in teaching or managing a school grounds for terminating a teacher's employment." The state added that this language is effective for bargaining agreements ratified after July 1, 2014.

LAST WORD

"Inefficiency in teaching" is still ambiguous and does not ensure that districts have grounds to dismiss teachers for ineffective classroom performance.

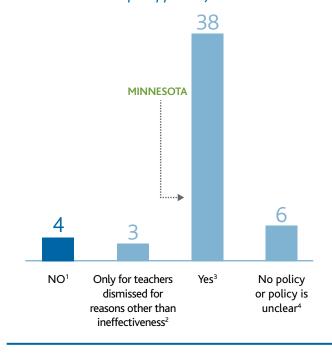
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TEXAMPLES OF BEST PRACTICE

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 **Minnesota** Analysis



State Does Not Meet Goal



Progress Since 2009

ANALYSIS

In Minnesota, the factors used by districts to determine which teachers are laid off during a reduction in force consider a teacher's tenure status and seniority. School districts may only lay off tenured teachers after notice has been given to nontenured teachers. Nontenured teachers are placed on "unrequested leave first in the inverse order of their employment." Tenured teachers are also placed on "unrequested leave of absence in fields in which they are licensed in inverse order in which they were employed by the school district."

Supporting Research

Minnesota Statute 120A.40, sec. 11

RECOMMENDATION

Require that districts consider classroom performance as a factor in determining which teachers are laid off during reductions in force.

Minnesota can still leave districts flexibility in determining layoff policies, but it should do so within a framework that ensures that classroom performance is considered.

■ Ensure that seniority is not the only factor used to determine which teachers are laid off.

While it is not unreasonable to lay off probationary teachers before those with tenure, doing so based solely on seniority and without also considering performance risks sacrificing effective teachers while maintaining low performers, putting adult interests before student needs. Further, because probationary teachers draw lower salaries, the state may in fact be mandating that districts dismiss a larger number of effective probationary teachers rather than a smaller group of ineffective tenured teachers to achieve the same budget reduction.

MINNESOTA RESPONSE TO ANALYSIS

Minnesota recognized the factual accuracy of this analysis.

156: NCTQ STATE TEACHER POLICY YEARBOOK 2011 **MINNESOTA**

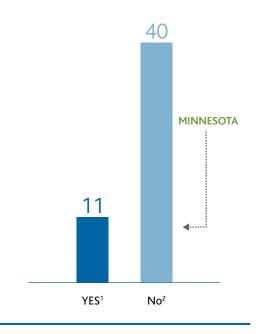
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TEXAMPLES OF BEST PRACTICE

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.

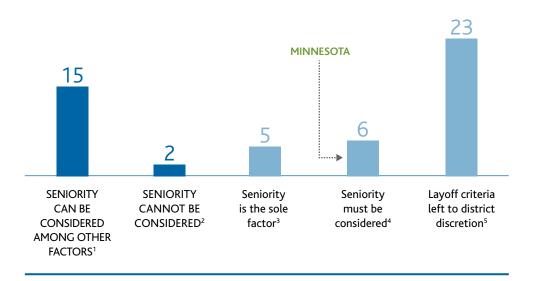
Figure 140 Do districts have to consider performance in determining which teachers are laid off?



- 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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