

# The Status of Teaching in Georgia

Report of the Teachers and Teacher Education  
P-16 Subcommittee  
to the Georgia P-16 Council

March 1998

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## GEORGIA PRE-SCHOOL - POST SECONDARY EDUCATION (P-16) INITIATIVE

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March 1998

Dear Citizens of Georgia,

We are pleased to share the *Status of Teaching in Georgia* report. This report has been prepared as part of Georgia's partnership with, and in response to, the report by the National Commission on Teaching and America's Future entitled *What Matters Most: Teaching for America's Future*. The report is organized around five recommendation areas for improving teachers and teaching in the United States. Georgia is moving ahead in many of the areas needing improvement; several groups, cited in the report, are working to improve the recruitment, preparation, induction and continued professional development of teachers in the state. The report looks at what efforts are currently taking place in Georgia to improve teaching and learning and where further improvement is needed.

This report was prepared under the careful guidance of the P-16 Teachers and Teacher Education subcommittee and approved by the Georgia P-16 Council on March 4, 1998. The subcommittee's next task, which is to take the information in the report and create a strategic plan and specific recommendations, is an even greater challenge. We encourage citizens and educators in Georgia to provide input to the P-16 Teachers and Teacher Education subcommittee members, whose names are included as an appendix in this report. We eagerly await the recommendations of this subcommittee. Our goal is no less than to ensure that every child in Georgia has a qualified teacher at every grade level and in every subject.

Respectfully Submitted,

The Georgia P-16 Council



## GEORGIA PRE-SCHOOL - POST SECONDARY EDUCATION (P-16) INITIATIVE

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Dear Members of the Georgia P-16 Council,

As you know, Georgia is one of the twelve partner states in the National Commission on Teaching and America's Future. Attached is a report on "The Status of Teaching in Georgia," a requirement for the National Commission. We are very indebted to Dr. Judy Monsaas, Faculty Associate this year with the Board of Regents, who prepared the report. She received valuable support and input from the members of the P-16 Subcommittee on Teachers and Teacher Education which serves as the principal liaison between the State P-16 Council and the National Commission.

This report presents a very valuable overview of how teachers are prepared, certified, and supported in Georgia. There are many good things already happening in Georgia which are improving the status of teaching in the state. However, there are also areas where we must and can improve, and the report is quite useful in helping all of us better assess where we are and where we need to go.

In the months ahead, the Subcommittee on Teachers and Teacher Education will use this report as the basis for much of our discussion and the subsequent recommendations we make to you. Improving the status of teaching in Georgia and, more important, the learning of all Georgia students is clearly a top priority in the state. We are committed to achieving that goal.

Sincerely,

Tom Dasher  
Ramechia Smith  
Peggy Torrey

Co-Chairs, P-16 Subcommittee on Teachers and Teacher Education

## **The Status of Teaching in Georgia**

### **Report of the Teacher and Teacher Education P-16 Subcommittee Executive Summary**

**March 1998**

*The Status of Teaching in Georgia* is a report prepared by the Teachers and Teacher Education P-16 Subcommittee to take stock of the current status of teaching in Georgia. The impetus for the report is the September 1996 report entitled *What Matters Most: Teaching for America's Future*, by the National Commission on Teaching and America's Future, which called for placement of teacher professionalism in the center of our nation's educational reform agenda. Documenting the current status of teaching in Georgia has been hampered somewhat by the lack of a systematic database and different definitions of terms used in Georgia versus the nation. Thus, several documents were reviewed and used in the preparation of this report. This report examines the information that is available to determine what is currently happening in Georgia, what additional data need to be gathered, and what recommendations can be made.

Currently, several groups are working to improve the status of teacher preparation and teaching in Georgia:

- The Professional Standards Commission (PSC) has adopted national standards for accreditation of teacher preparation programs in Georgia and has instituted entry and exit (certification) tests for all teacher education students.
- The Georgia Department of Education supports several reform efforts in schools, such as mentor programs for new teachers, Charter Schools, and incentive programs, including the Pay for Performance and the Innovations Grants Program.
- The Board of Regents of the University System of Georgia has a strategic initiative for 1997-98 that is focused on teacher preparation, recruitment, and induction into the field and will make recommendations for change to improve the status of teacher preparation in Georgia.
- The Georgia Preschool - Post-Secondary (P-16) Initiative is an effort aimed at improving the teaching and learning of all students in Georgia by building partnerships between schools, technical institutes, colleges and universities, and local businesses to coordinate the various reform efforts in Georgia.
- Other organizations in Georgia active in improving schooling include the League of Professional Schools, the Southern Regional Educational Board, the Council for School Performance, the Georgia Partnership for Excellence in Education, and the Next Generation Schools.

Georgia became the 12th state to join the National Commission for Teaching and America's Future and consequently has joined a national effort to improve teacher preparation and development. The purpose of this document is to assess where Georgia is with respect to the five National Commission recommendations for teacher reform.

### **Recommendation Area 1: Establish standards for both students and teachers.**

#### **Student Standards**

Georgia's K-12 curriculum is defined by the Quality Core Curriculum (QCC) and was revised and adopted by the State Board of Education in November 1997. New Criterion-Referenced Competency Tests (CRCTs) are being planned to assess the new QCC objectives in the areas of Language Arts, Mathematics, Science, Social Studies, and Writing and will be in place by the year 2000. The High School Graduation Test is tied to the QCC, and students must pass tests in Language Arts/Reading, Mathematics, Social Studies, and Writing to receive a college preparation or career preparation diploma.

## *The Status of Teaching in Georgia*

Other tests administered to Georgia students are the *Iowa Tests of Basic Skills* (ITBS), given in grades 3, 5, and 8, and the *National Assessment of Educational Progress* (NAEP), periodically given in grades 4 and 8. Georgia students performed at or slightly above average on the ITBS and significantly below average on the NAEP. The report cites several possible explanations for this discrepancy.

Local/regional P-16 Councils are convening preschool through post-secondary institutions to discuss strategies for aligning student expectations at the local level. The P-16 Learning Standards Subcommittee has submitted draft Level 12 standards for exit from high school and entry into post-secondary education and work. These standards have been approved by the Georgia P-16 Council. Pilot testing of these standards for entry into selected technical institutes and University System colleges and universities will be conducted over the next three to five years.

High standards for students and teachers are important because of recent evidence linking teacher qualifications to student learning. Results of a study conducted by the Georgia Council for School Performance in 1996, found that students have higher academic achievement when their teachers have master's degrees or are teaching in their area of certification.

### Teacher Standards

The Professional Standards Commission is the agency charged with creating and implementing standards and procedures for certifying teachers and other educational personnel as qualified to practice in the public schools of Georgia. Teacher licensure (called certification in Georgia) requires that prospective teachers graduate from an approved teacher education program in the State of Georgia. Prospective teachers are also required to pass two exams: Praxis I is a basic skill exam required for entry into a teacher preparation program, and the Praxis II is a subject knowledge exam required prior to certification. Georgia does not require a pedagogical (teaching) knowledge/skills exam prior to certification, but is involved with the INTASC development of the *Test for Teaching Knowledge* to investigate the feasibility of implementing such an exam. Advanced certification in teaching is provided by the National Board for Professional Teaching Standards (NBPTS) and involves evaluating classroom teachers using standards based on state-of-the-art practice in teaching. Nineteen teachers in Georgia have professional board certification.

In summary, many positive steps have taken place to insure that standards are in place for both students and teachers. Nonetheless, a great deal more needs to be done. Student objectives, in the form of the QCC, are in place, but more needs to be done to align standards across the various systems (e.g., K-12 and post-secondary education). Also, while NCATE standards are in place for teacher preparation programs, more work is needed to put standards in place for teacher entry into the field and to encourage high standards of practice in the classroom. Student and teaching systems need to be lined up to link teacher standards and student standards and to insure that teaching standards are assessed on the basis of student performance.

### **Recommendation Area 2: Enhance teacher preparation and professional development.**

#### Teacher Preparation

In Georgia, it is estimated that 11,600 new teachers will be needed by 2007. Because more teachers will be prepared in the next decade than in any previous decade, we have a unique opportunity to prepare a cadre of new teachers with knowledge and skills that are needed to address the difficult problems in our schools today. The Professional Standards Commission (PSC) is the independent agency in Georgia charged with licensing teachers to practice in the state



and with accrediting teacher preparation programs. The National Council for Accreditation of Teacher Education (NCATE) has developed a rigorous new set of standards for accrediting teacher preparation programs which have been adopted by the PSC. All fifteen University System of Georgia teacher education units are accredited by NCATE. Only nine of the nineteen non-public teacher preparation programs hold NCATE accreditation. It is expected that as private programs come up for PSC renewal, many of them will apply for NCATE accreditation as well. All but one of the thirty-four teacher preparation programs offer programs at the baccalaureate level in education. Twenty three (68%) offer programs at the 5th year, including both initial and advanced preparation. Several institutions offer alternative programs designed to produce qualified teachers in a shorter time frame than normally required for undergraduate teacher preparation students. For candidates who already hold a baccalaureate degree, these alternate routes can lead to a master's degree and /or certification within one year and are frequently designed for military or other midcareer adults who are making career changes.

A major reform effort underway is the establishment of partnerships, both within higher education (between Arts & Sciences and Schools of Education) and between K-12 and higher education with the purpose of including all partners involved in the preparation of teachers, not just School of Education faculty members. Also, there has been an increase in efforts toward co-reform through competitive Challenge Grants to local P-16 councils for the purpose of promoting collaboration among the College of Arts and Sciences faculty, College of Education faculty, and K-12 educators to promote practices that will lead to all children meeting high academic standards.

### Professional Development

Georgia law places the responsibility for professional development in the hands of local school systems. Each local board is required to develop a comprehensive plan that includes a needs assessment, system and school-level priorities, and implementation and evaluation of professional development within the system. This is how systems receive stipend allotments. Because each system evaluates its own programs, assessment of the impact of professional development across the state is not possible. Data obtained by the Council for School Performance indicates that professional development areas in Georgia that are perceived as being weak are those related to collaboration. The Georgia Leadership Academy has developed a network among staff developers to assist them in finding and sharing resources and to provide leadership training for school board members, and system and school level administrators.

A great deal of the professional development in Georgia addresses practices that would constitute "quality" professional development. Indeed, there are models of exemplary site-based staff development that are integral to the school renewal process as found in the League of Professional Schools. A study by the Council for School performance suggests that high quality staff development results in higher student achievement. Unfortunately, because no common criteria are in place for evaluating the effectiveness of professional development in the state, it is difficult to determine the extent to which this effort is influencing teaching and learning in Georgia.

### **Recommendation Area 3: Put a qualified teacher in every classroom.**

According to the National Commission, every child deserves a qualified teacher in the classroom. More than 99% of Georgia's teachers have in-state teaching certificates. Although Georgia produces more teachers in early childhood, secondary social sciences, and middle grades than needed, there are shortages in the sciences, foreign languages, and certain special education fields. Georgia also has critical shortages in certain geographic areas. Anecdotal data suggest that finding qualified teachers is more difficult in schools that are rural and/or low-performing.



## *The Status of Teaching in Georgia*

Another topic addressed in the National Commission Report is that of teachers teaching out of the field in which they were prepared. Because early childhood education is an area of oversupply, out-of-field teaching is typically not a problem. Georgia's middle school certified teachers are considered as teaching in-field for any subject even though they specialize in two subject areas. The extent to which teachers are assigned primarily to teach in their areas of specialization is unknown. Out-of-field teaching is more prevalent at the secondary level. Georgia considers teaching in-field if the teacher teaches more than half of the day in his or her area of certification. The National Commission defines teachers in-field if they have the equivalent of a minor in each course that they teach. Using the national definition, 49% of the history and 66% of the physical science public high school teachers in Georgia are teaching out-of-field.

In short, there is an imbalance between supply and demand in teaching fields. We are preparing too many teachers in certain areas (e.g., Early Childhood) and too few in others (e.g., special education, science). The National Commission report suggests aggressively recruiting high need teachers and providing incentives for teaching in shortage areas. Another incentive would be to provide additional pay for teachers with certification in two or more subject areas. This would also help alleviate the problem of out-of-field teaching, especially at the high school level.

The issue of teacher attrition is also of concern for educators. While the overwhelming majority (90%) of teachers return each year, the retention rate for new teachers is considerably lower. About 34% of the teachers leave the field within the first five years of teaching. The Georgia Department of Education funds a mentor program for new teachers and several local school systems have implemented their own teacher induction programs. Because these programs are relatively new, evidence of their success is not available, but it is anticipated that these mentoring programs, along with the professionalization of teaching, will reduce the teacher attrition rate.

### **Recommendation Area 4: Encourage and reward knowledge and skills.**

The National Board recommends that districts, states, and professional associations cooperate to make teaching a true profession with a career continuum that places teaching at the top and rewards teachers for their knowledge and skills. More than just increased monetary compensation for teachers who teach longer and who obtain additional education is needed to professionalize teaching. Georgia teachers have been gaining ground in salary in comparison to the nations teachers due to Governor Zell Miller's 6% annual teacher pay raises since 1994. Teachers' salaries in Georgia are 24th in the nation, compared to 34th in 1994. Nonetheless, they are still low compared to the salaries of other similar professions.

Attempts are being made in Georgia to attract and retain teachers in areas of shortage. The HOPE Teacher Scholarship Program is available to individuals with a baccalaureate degree or higher, with or without a teaching certificate, who wish to obtain an advanced degree in a critical shortage teaching area. Also, any teacher gaining National Board Certification receives a 5% salary increase. Currently, Georgia has no incentives for obtaining certification in more than one field. Compensation is often provided to teachers participating in other professional roles, but it is unclear how widespread these opportunities occur across the state. We need to provide more opportunities and incentives for teachers to reward them for their professional services.

### **Recommendation Area 5: Create schools that are genuine learning organizations.**

According to the Commission Report, schools are not structured to promote serious teaching and learning; they need to be redesigned so that they honor teaching, respect learning, and teach for understanding. There are no systematically gathered data available showing the

extent to which school districts are redesigning staffing and scheduling to promote student learning. Several Georgia schools are experimenting with changes in time and scheduling, including block scheduling and year-round school calendars. Schools within the University of Georgia's League of Professional Schools have developed new schedules, class compositions, and delivery models. Georgia has a number of initiatives, incentives, and programs to assist schools and school systems in improving teaching and learning. Some examples include Next Generation Schools, Pay for Performance, and Charter Schools.

One area in which Georgia has pioneered is that of technology. In the past two years, nearly \$150 million in lottery money and regular state funds have gone into instructional technology for Georgia schools. There are fifteen Technology Training Centers located throughout the state. To date, these centers have delivered courses to more than 750,000 educators.

In addition, the principal plays a critical role in creating an environment in the schools to promote teaching and learning. While programs that train educational leaders also are held to NCATE standards, it is still unclear the extent to which these educational leaders are being prepared to encourage efforts aimed at improving the teaching and learning of all students. Certain professional groups are working to provide training and assistance for school level administrators. These include the Georgia Leadership Academy, the Georgia Partnership for Excellence in Education, and the Georgia Association of School Superintendents.

### **Teacher and Teacher Education P-16 Subcommittee**

The Teachers and Teacher Education Subcommittee was formed in the Fall of 1996 as the action arm of the Georgia P-16 Council charged with coordinating efforts involving Georgia's partnership with the National Commission. During the first year, recommendations for immediate action were made, and preliminary research for this document was commissioned and gathered by the Council for School Performance at Georgia State. During the second year, this report has been prepared, and a strategic plan is being developed to address the goal of having a qualified teacher in every classroom by the year 2003.

In summary, Georgia is engaged in many activities that exemplify the types of excellence called for in the National Commission report. With the P-16 efforts and many localized improvement and reform efforts throughout the state, Georgia is situated to move ahead. Many agencies are working independently and collaboratively to improved teaching and learning in Georgia. Thanks in part to PSC, teacher preparation programs are using NCATE standards for preparation of teachers. Schools of Education are forming partnerships with K-12 schools to improve both the training of preservice teachers and the quality of education in classrooms. Many schools are providing quality professional development for their faculty and staff and are engaged in reform efforts to create environments that promote teaching and learning. The P-16 Initiative is attempting to provide a framework to help coordinate all these efforts. Nevertheless, a great deal still needs to be done. Coordinated data-gathering systems need to be put in place to identify problem areas and track improvement over time. K-12 and postsecondary standards need to continue to be developed, tested, and implemented in the schools to insure smooth transitions across different levels. Policy changes and incentives need to be put in place to insure that ALL students are taught by a qualified teacher in ALL of their subjects. Changes need to be made to ensure that schools are genuine learning organizations. And finally, we need to make sure that these opportunities are available to ALL children, not just those whom education has traditionally served well.

# The Status of Teaching in Georgia

The purpose of this report is to take stock of the current status of teaching in Georgia -- from entrance into teacher education programs through teacher preparation to induction into teaching and continued professional development in the classroom. The impetus for this report is the September 1996 report entitled *What Matters Most: Teaching for America's Future*, the report of the National Commission on Teaching and America's Future, which called for placement of teacher professionalism in the center of our nation's educational reform agenda. The Commission report asserted that without a renewed and sustained commitment to teachers' learning and professional development, the goal of enhancing school development for all of America's children will remain unfulfilled.

The Commission report cited inadequate teacher preparation, careless recruitment and hiring of teachers, little or no induction into the field, lack of rewards for successful teaching, and schools structured for failure as the main problems in teaching and education in America today. The question is, to what extent are the national inadequacies reflected in Georgia? Because there is no systematic database from which to draw information, several documents were used to prepare this report. Many of these documents use different definitions from those used by national organizations (e.g., out-of-field teaching), making comparisons with national statistics difficult. Further, data base systems for comparisons within Georgia, across schools, districts, systems and government organizations are being established and coordinated but are not currently in place. When these data systems are coordinated and data are collected, a more complete picture of teaching and learning in Georgia will be possible. Nonetheless, we cannot wait until all the evidence is in. This report examines the information that is available and uses it to look at what currently is happening in Georgia, what additional data need to be gathered, and what recommendations can be made.

Currently, several groups are working to improve the status of teacher preparation and teaching in Georgia. The Professional Standards Commission (PSC) has adopted national standards for accreditation of teacher education programs in Georgia and has instituted entry and exit (certification) tests for all teacher education students. The Georgia Department of Education is supporting several reform efforts in the schools, including mentor programs for new teachers, and the establishment of Charter schools and special programs such as Pay for Performance and the Innovation Grants program. The Board of Regents of the University System has taken as its strategic initiative for 1997-98 teacher recruitment, preparation, and induction into the field and plans to make recommendations for change to improve the status of teacher preparation in Georgia. Several teacher preparation programs in Georgia have collaborated with school districts to form professional development schools and/or increase the number of field based placements considerably beyond the minimum 200 hours required by the PSC. Additional educational organizations are active in improving schooling in Georgia such as the League of Professional Schools, the Southern Regional Education Board, the Council for School Performance, the Georgia Partnership for Excellence in Education, and the Next Generation Schools. Georgia became the 12th state to join the National Commission for Teaching and America's Future (NCTAF) partnership and consequently has joined a national effort to improve teacher preparation and development. The Georgia Preschool - Post-Secondary (P-16) Initiative seeks to build partnerships among schools, technical institutes, colleges and universities, and local businesses to coordinate the various reform efforts in Georgia.

Georgia's P-16 Initiative is an effort aimed at improving teaching and learning of all students in Georgia by bringing together the four public agencies in Georgia (the Office of School Readiness, the Dept. of Education, the



*"In a truly rational society, the best of us would be teachers, and the rest would have to settle for something less." Lee Iacocca*

Thus begins the document entitled *Toward a Truly Rational Society*, signed by chief executive officers from the elementary and secondary education systems and higher education systems from several states. This team of educational leaders met from June 29 to July 2, 1997, in Aspen, Colorado, to consider what they might do together to enhance the performance of the education systems of their states. The overall goal of this meeting was the attainment of "rigorous and realistic" standards for all students from elementary through post-secondary education. As part of this goal, the states will work to eliminate all significant performance gaps among students from different economic classes, genders, races, and ethnic groups.

In order to reach this goal, the team endorsed the establishment of and adherence to rigorous performance standards. The state education leaders agreed to establish (1) standards for students that will be consistent and aligned across all levels of education and the world of work, (2) standards for teachers that will ensure that teachers can produce knowledgeable and skilled students, (3) standards for teacher education to insure that our teacher preparation programs train high performing teachers and finally, (4) standards for the practice of teaching to make certain that teachers use practices that research shows to be effective with students.

These new standards must be linked to assessments and databases set up to determine progress toward meeting the goals of this team. All states will develop their own action plans, but these education leaders believe that reform will be enhanced if they all work together. This document, referred to as the Aspen document, was signed by the K-12 and higher education chief executive officers from Alabama, Georgia, Illinois, Maryland, Nebraska, New York, and Vermont. Signing for Georgia were Linda Schrenko, State Superintendent of Schools, and Steven Portch, Chancellor of the Board of Regents of the University System of Georgia.

Department of Technical and Adult Education and the Board of Regents of the University System of Georgia) that are charged with educating children Preschool through Level 16.

There are three strands of work: 1) supplemental programs for students in at-risk situations, 2) development of P-16 seamless education through development of higher standards, alignment of expectations for students, and student progression through the system based upon performance, and 3) co-reform of schools and teacher education. Georgia's P-16 initiative is clearly comprehensive. It includes fifteen local P-16 councils; eleven of these councils have funding to support the co-reform of schools and teacher preparation to improve student learning. Georgia also has a state-wide P-16 council with several subcommittees working on various reform efforts at the state level to pilot new directions, such as Level 12 standards for exit from high school and entry into post-secondary education and work. A linked P-16 student

database is under development to provide much needed data to monitor the progress of the various reform efforts in Georgia. The P-16 Subcommittee on Teachers and Teacher Education serves as the action arm of the Georgia P-16 Council for coordinating participation as a partner state with the National Commission on Teaching and American's Future. Part of its charge is development of this document.

Overall, education has vastly improved in Georgia. Higher percentages of students are succeeding and graduating with more post-secondary education and career options available to them. Teacher preparation programs are improving as well. Recently, a national study cited Georgia as one of the four states making the most improvement in education. Nevertheless, we are still not meeting the needs of all the students in Georgia. We must find ways to make an improving system better and improve the quality of education for ALL students in Georgia. This report will look at

## **Response to the Aspen Document**

As a response to the statement of renewed, coordinated efforts to improve education for all children drafted by the state system heads in Aspen, a team of Georgia educators met to develop an implementation plan for improving the preparation, induction, and professional development of teachers. These educators included representatives from the Georgia Department of Education (DOE), the University System of Georgia (USG), and the Professional Standards Commission (PSC). The recommendations of this team are outlined in an October 30, 1997, memo to Superintendent Schrenko and Chancellor Portch. This memo reaffirmed the belief that all children can learn and that reform of schools and teacher preparation is important for meeting this goal. It further reviewed several topics dealing with teaching and learning, identifying actions that are currently underway and recommending additional actions that need to be taken.

One area reviewed by this committee involved establishing the coordinated database recommended by the P-16 Subcommittee on Assessment and Research for sharing of information across the various agencies involved in education. The purpose is to obtain baseline data to determine where we are and for tracking the progress Georgia is making in meeting its goal of educating all children. Other areas reviewed were recruitment of students into teacher education, admission requirements for teacher preparation programs, description of what happens in teacher preparation programs, induction into teaching, requirements for initial licensure, conditions of practice that support student and teacher success, and support for teachers to achieve national board certification. Actions are underway in all of these areas, and there are exemplary examples of these practices throughout the state. The recommendations of this team involved creating systemic change that will improve education for ALL students and teachers throughout the teacher recruitment, preparation, and practice continuum rather than at isolated points in the continuum or in places that happen to have exemplary programs and to use improvements in K-12 student achievement as a barometer for gauging progress toward meeting this goal.

ways to coordinate the education systems -- from entry into teaching (How do we attract the best students into teaching?), through teacher preparation (How do we prepare the best teachers to meet the needs of today's youth?), to induction into teaching (How do we continue to support teachers in the field so that the most capable remain in the profession?) and finally to continued professional development (How do we continue to provide teachers with the assistance they need to continually renew and upgrade their skills?). These teaching systems must also be aligned with student learning so that transitions from level to level within P-16 education will be seamless.

This document is structured around the five National Commission recommendations for teaching reform in the US. These recommendations are:

1. Establish standards for both students and teachers;
2. Enhance teacher preparation and professional development;
3. Put a qualified teacher in every classroom;
4. Encourage and reward knowledge and skills;
5. Create schools that are genuine learning organizations.

Each section begins with a summary of the Commission's definitions and recommendations. Then there is a description of the situation within Georgia, with respect to each recommendation area, with national comparisons where appropriate. Finally, the recommendations of the Teachers and Teacher Education subcommittee of the Georgia P-16 council are provided.

**Recommendation Area 1:  
Establish standards for both  
students and teachers.**

If students are to perform at higher standards, those standards must be public and be applicable for all students. Standards are statements about what students should know and be able to do and are typically discipline (subject) based. The professional associations have established standards for K-12 student performance in the various subject areas. The National Council of Teachers of Mathematics (NCTM) in the United States was one of the first to establish standards for student performance, and it is still the model for what standards should look like. Other professional associations have followed suit, and most disciplines have K-12 standards under development, in place, or under revision. Resulting from the work of a P-16 subcommittee, Level 12 standards for exit from high school and entry into post-secondary education and work in Georgia are in draft form. Plans call for the validation, selection and development of performance assessments, and piloting of these standards for admission to selected post-secondary institutions in four local P-16 councils over the next three years. Currently, standards for Level 14 are being devised in the areas of History and Biology in two post-secondary institutions. Standards for teachers have also been developed by various professional organizations and accrediting agencies. Standards are not static documents; when they are developed they should still be revisited and updated regularly. "Standards really should be frameworks for curriculum expressed in slim notebooks that outline a core of expectations toward which all students should strive, not a telephone book incorporating every topic under the sun" (Commission Report, 1996, p. 64). This section will examine the current status of student learning and standards for students in Georgia as well as standards for teachers nationally and in Georgia.

**Student Standards**

The curriculum content for students in Georgia is defined by the Quality Core

Curriculum (QCC), which was revised and subsequently adopted by the state Board of Education in November 1997. The assessments tied to the old QCC were dropped during the 1996-97 school year. New measures are not expected until the year 2000. Until then, the writing assessment, administered in grades 3, 5 and 8, is the only curriculum-based assessment administered prior to high school. High school students must pass the high school graduation test, which is also linked to the QCC. In order to receive a college preparation or career preparation (formerly called vocational) diploma, a student must pass tests in Language Arts/Reading, Mathematics, Science, Social Studies, and Writing. Summaries of state test results are included as appendices.

New Criterion-Referenced Competency Tests (CRCTs) are being planned to assess the new QCC objectives in the areas of Language Arts, Mathematics, Science, Social Studies, and Writing by the year 2000. The grade levels for these tests are currently being determined. Current plans are to conduct these assessments via technology through on-line testing, though computerized testing will likely be phased in over time. Studies are being conducted to determine optimal ways for implementing computerized testing. On-line assessment will give classroom teachers immediate feedback on the progress that their students are making towards meeting the QCC objectives.

In addition to the state curriculum-based testing program, Georgia students take the *Iowa Tests of Basic Skills* (ITBS) in grades 3, 5, and 8. The ITBS is a commercially published, nationally normed battery of achievement tests in several subject areas. Georgia students performed at or slightly above average on these tests in Spring 1997. A sample of students has also taken the *National Assessment of Educational Progress* (NAEP). Often called the "Nation's Report Card," NAEP is the only nationally representative, continuing assessment of what America's students know and can do in various subject areas. In Georgia, the Mathematics and Reading Assessments are given in grades 4 and 8 and, in 1996, the Science assessment was administered to students in grade 8. These test scores show a different pattern. The nation as a whole performed poorly in Math, Reading, and



Science at grades 4 and 8, with Georgia students performing significantly below average compared to students in the nation.

There are several possible explanations for this discrepancy in test results. The ITBS compares students in Georgia (and elsewhere) to a national sample of students, so if nationally students are performing poorly, half of the general population of students will still receive scores at or above average. In other words, the standards for comparisons are relative to how the rest of the nation is performing. Additionally, there has been a great deal written about the inflated norm-referenced test scores across the nation. All states report that their students are above grade level on most of the subjects and in most of the grade levels where they are tested. Several explanations for what has come to be called "The Lake Wobegon Effect" (for Garrison Keillor's fictional Lake Wobegon, Minnesota, where all the children are above average) have been suggested: repeated use of the same test over several years, teaching to the test, and use of old norms, for example. An alternate interpretation for students' differential performance on the ITBS and the NAEP is that the ITBS may more closely match the curriculum in Georgia than the NAEP; consequently, students should be expected to perform better. The NAEP reading and math tests are criterion-referenced tests with absolute (as compared to relative) standards and three performance levels: basic, proficient, and advanced. Thus, it is possible for all students to do well or poorly on these tests since their scores are not compared to any national norm group. On the NAEP tests, the nation's students performed poorly, and Georgia had a smaller percent of students scoring at the proficient and advanced levels than the nation as a whole.

There have been few studies linking teacher qualifications and student learning. However, there has been some recent research showing a relationship between teacher's degree status and student performance. One such study, conducted by the Georgia Council for School Performance, using 1995-96 school data, found that students have higher academic achievement when their teachers have master's degrees or are teaching in their area of

certification. Overall, approximately 50% of Georgia's teachers have master's degrees or higher. In school systems with more teachers holding master's degrees, students performed better on several indicators of academic achievement, including the ITBS, the SAT, advanced placement (AP) tests, and curriculum-based assessment tests. The relationship between student performance and teacher education was strong regardless of the socio-economic status of the student population.

School systems with more teachers holding master's degrees had at least 7% more of their third, fifth and eighth graders scoring above the national average on the ITBS in reading. In math, 7% more third graders and 6% more fifth graders scored above the national average when their teachers had master's degrees. On the SAT, 8% more of the students in schools with teachers with master's degrees scored at or above the national average. In addition, 6% more students passed the AP tests in math in these schools. Conversely, in school systems with fewer teachers with master's degrees, fewer students qualified for the HOPE scholarship program and fewer students passed the high school graduation test. This study also showed that student achievement was lower in school systems with more teachers teaching out-of-field. The National Commission's report entitled *Doing What Matters Most: Investing in Quality Teaching* (1997) cited several studies showing that students achieve at higher levels and are less likely to drop out when they are taught by teachers with certification in their teaching field, by those with master's degrees and by teachers enrolled in graduate studies. The topic of out-of-field teaching will be addressed in more detail later in this report.

## **Teacher Standards**

The Professional Standards Commission (PSC) is the independent agency in Georgia charged with licensing teachers to practice in the state and accrediting teacher preparation programs. The Professional Standards Commission Act charges the PSC to create and implement standards and procedures

## **Level 12 Learning Standards**

A P-16 Subcommittee on Level 12 Learning Standards was charged with the task of coming up with Secondary Exit and Work/Postsecondary Education Entrance Standards. The 25-member subcommittee represented all P-16 sectors: public school educators, college and technical institute professors, employers, community members, parents, and representatives from the DOE. Level 12 exit and entry standards were developed in the areas of Mathematics, English, and Technology. The Georgia P-16 Council recommends that the next phase of work on these standards should be to tie the standards to the QCC, to validate the standards, to use DOE's performance assessments of QCC where appropriate, to select or develop new assessments for the additional dimensions, and to pilot the standards and assessments in public schools, technical institutes, and colleges/universities. The belief is that all students who graduate from high school should be prepared for a smooth and successful transition into technical institutes, college, or work.

The statewide P-16 committee approved the standards at the December 1997 meeting. It is anticipated that these standards and the assessments will be validated and pilot-tested over the next three years.

### **Sample Standards**

#### English

##### **Research**

*Students should be able to demonstrate an ability to:*

1. Gather information using both traditional and electronic tools.
2. Organize and collate information.
3. Evaluate and critique information.
4. Present information through oral and written discourse.

#### Mathematics

##### **Data Analysis and Interpretation**

1. Construct charts, table and graphs.
2. Draw inferences from charts, tables, and graphs.
3. Understand and apply measures of central tendency and variation.

#### Technology

**A student should be able to use technology to locate, select and manage information.**

*A student who meets the content standards should:*

1. Identify and locate information sources using technology;
2. Choose sources of information from a variety of media; and
3. Select relevant information by applying accepted research methods.

for certifying teachers and other educational personnel as qualified to practice in the public schools of Georgia. The commission is further charged to recommend to the Board of Regents of the University System of Georgia and private colleges and universities standards and procedures for teacher preparation programs in Georgia. That is, the PSC is charged with licensing teachers and accrediting programs at the state level.

At the national level, three professional bodies have set standards for teacher education,

beginning teacher licensure, and advanced teacher certification. The National Council for Accrediting of Teacher Education (NCATE) has developed a rigorous new set of standards for accrediting teacher preparation programs. The Interstate New Teacher Assessment and Support Consortium (INTASC) developed a set of performance standards for beginning teachers and is currently developing assessments to go with these standards. The National Board for Professional Teaching Standards (NBPTS) was instituted in 1987 to establish

rigorous standards and assessments for certifying accomplished teaching. The National Commission report recommends that the standards of these three professional organizations be used to guide education policy across the states so that every teacher prepares at an NCATE-accredited institution, demonstrates teaching competence as defined by INTASC standards, and ultimately develops accomplished practices as defined by the National Board for Professional Teaching Standards.

In Georgia, the Professional Standards Commission (PSC) has authority over approval for all thirty-four of the teacher preparation programs, both public (15) and private (19). The PSC approves both the education unit and specific teacher preparation programs (e.g., Early Childhood) using the Georgia Approval System, which includes an on-site assessment conducted by a trained Board of Examiners' team. The Board of Examiners' decisions and recommendations are reviewed by an Evaluation Review Panel appointed by the commission, which then makes the approval recommendations to the Commission. An approved program must renew its accreditation every five years. The PSC does not require NCATE accreditation although it has adopted the NCATE standards, policies, and procedures for program review. Additionally, the Board of Examiners' review has always been conducted by an NCATE-trained faculty. Thus there is essentially no difference between NCATE and PSC accreditation. The Board of Regents requires that all teacher preparation programs within the University System of Georgia be NCATE accredited. Thus, all fifteen University System of Georgia teacher education units are accredited by NCATE. Conversely, only nine of the nineteen non-public teacher preparation programs hold NCATE accreditation. In the future, this will likely change since PSC and NCATE standards and review processes are so similar. It is expected that as the private programs come up for PSC renewal, many of them will apply for NCATE accreditation as well.

Teacher licensure (called certification in Georgia) requires that prospective teachers graduate from an approved teacher education

program in the state of Georgia. Prospective teachers in Georgia are also required to pass two exams: Praxis I is a basic skills exam required for entry into a teacher preparation program, and the Praxis II is a subject knowledge exam required prior to certification. Georgia does not currently require a pedagogical (teaching) knowledge/skills exam prior to certification, but is involved with the INTASC development of the Test for Teaching Knowledge.

Advanced certification in teaching is provided by the National Board for Professional Teaching Standards (NBPTS). National Board certification involves evaluating teachers using standards based on state-of-the-art practice in teaching. Sophisticated performance assessments require applicants to demonstrate their expertise by submitting videotapes of their teaching, lesson plans, and other samples of their own and their students' work. Currently, nineteen teachers in Georgia have professional board certification. Teacher preparation programs are beginning to incorporate the NBPTS into their graduate programs. The Teacher Education Advisory Committee for the Educational Specialist (Ed.S.) degree, which includes the deans of all the colleges of education within the University System, recommended to the Board of Regents that the Ed.S. Degree be guided by the National Board standards. According to the deans, this is the level at which the teacher is prepared to sit for the NBPTS assessment because it is the level at which the teacher is moving toward thorough expertise in educational practice and professionalism, culminating in certification as a master teacher. Several of the P-16 councils, funded for the co-reform of teacher preparation programs, are studying the possibility of incorporating NBPTS into their program review (East Central P-16 council), reform of their teacher education programs (West Georgia, Southeast Georgia, Metro Atlanta P-16 councils) and development of an assessment model for their teachers (Northeast Georgia P-16 council). Individual teachers who obtain National Board certification get a pay increase of 5%, reimbursement of the application fee, certificate reciprocity, and renewal credit. Other professional organizations are assisting



### **Making the Connections to Raise Teaching and Learning Standards**

*"The successful student has met high standards, demonstrated achievement at each level, and is ready to advance to the next level of work, occupational training, and/or education, resulting in productive employment and responsible citizenship." Georgia P-16 Council, January, 1996.*

Three Local/Regional P-16 Councils, recently funded for the co-reform of teaching and learning, have been invited to collaborate with the Council for Basic Education (CBE) and the American Association for Colleges of Teacher Education (AACTE) to align teacher preparation programs with K-12 academic standards. Since its founding in 1956, The CBE has continuously called for high academic standards in core subjects as essential to high quality education. The AACTE is a national, voluntary organization of colleges and universities that prepares professional educators. Putting their resources together, CBE and AACTE initiated a joint project called "Meeting K-12 Standards Through Teacher Development and Institutional Accountability" to focus on improving academic learning in the classroom.

Three institutions in Georgia, the State University of West Georgia, the University of Georgia, and Georgia State University, that had received P-16 challenge grants to work with their local P-16 councils on reform of teacher education, were selected to work with CBE/AACTE on a four-year initiative. Each council proposed to establish a standards-based framework for preparing teacher candidates in content knowledge and content pedagogy and to link it with the content knowledge K-12 students are expected to master. They also plan to implement an accountability process that ensures that teachers they graduate will be able to enter K-12 classrooms prepared to teach all students to high academic standards. First, they will undertake a comprehensive assessment and inventory of current liberal arts curricula and teacher preparation programs in relation to the relevant K-12 standards. Then, they will enrich courses and experiences for teacher preparation candidates. This will involve Education and Arts & Sciences faculty in the improvement of teacher education programs.

These partnerships will also establish methods to: (1) link teacher preparation in content areas with state licensure and program accreditation assessments, (2) encourage policy reforms advocated by the National Commission on Teaching and America's Future through statewide networks, and (3) strengthen the consistency across accreditation by the National Council for Accreditation of Teacher Education (NCATE), the preparation of teachers for performance-based licensure assessment, and professional development and advanced certification of the National Board of Professional Teacher Standards (NBPTS).

By keeping their attention and work concentrated on what teachers know about the subjects they teach and how well they can teach those subjects, CBE, AACTE, UGA, GSU, SUWG and other local/regional P-16 councils, should accelerate the transformation of teacher education already underway in Georgia.

teachers in paying the NBPTS assessment fees, which currently total \$2000. The Georgia Association of Educators, the Professional Association of Georgia Educators, and some local school systems reimburse part or all of the assessment fees for candidates attempting to obtain national certification.

In summary, many positive steps have taken place to insure that standards are in place for both students and teachers. Nonetheless, a

great deal needs to be done. To some extent, student standards, in the form of the QCC, are in place, but more needs to be done to align standards across the various systems (e.g., K-12 and post-secondary education). Also, while NCATE standards are in place for teacher preparation programs, more work is needed to put standards in place for teacher entry into the field and to encourage high standards of practice in the classroom. Teaching standards

should be linked not only to teacher performance, but student performance as well. Finally, student and teaching systems need to be lined up so that both teacher and student standards are linked and to insure that teaching standards are assessed on the basis of student performance.

## **Recommendation Area #2: Enhance teacher preparation and professional development.**

More new teachers will be hired in the next decade than in any previous decade in our history. In Georgia, it is estimated that 11,600 new teachers will be needed by 2007 (Columbia Group, 1997). It is clear that we will need teachers who are well prepared to begin teaching but who will require continuing access to quality learning support and professional development to keep up with the rapidly changing world. Many efforts are taking place to improve teacher preparation in Georgia, and many exciting professional development activities are taking place in Georgia schools. Nonetheless, work still needs to be done to ensure that these opportunities are available to all teacher preparation students and all teachers. The challenge is two-fold -- we need to be sure that teachers use what research tells us are "best practices" and that they are able to foster the desired types and level of learning in those that they teach.

### **Teacher Preparation**

Because more teachers will be prepared in the next decade than in any previous decade, we have a unique opportunity to prepare a cadre of new teachers with skills that are needed to address the difficult problems in our schools today. The National Commission states that teacher preparation and professional development programs must challenge some of the assumptions underlying current practices in the schools. We must prepare teachers to teach to new standards that include (1) stronger disciplinary preparation, (2) greater focus on learning and development, (3) more knowledge

about curriculum and assessment, (4) greater knowledge about how to help special needs students, (5) multicultural competence, (6) preparation to work collaboratively with colleagues and parents, (7) technological skills and (8) a strong emphasis on reflection and inquiry as a means to continually evaluate and improve teaching. Additionally, teacher preparation programs need to include extended internships in K-12 schools; the National Commission recommends a year-long internship in a professional development school. Educators in Oregon (Shalock et al., 1997) and elsewhere are also beginning to suggest that teacher preparation programs train and evaluate the effectiveness of preservice teachers on their ability to improve the learning of all of the students in their classes.

Because institutions offering teacher (and other educator) preparation programs must be approved by the Professional Standards Commission using standards identical to those used by NCATE, all teacher preparation programs are being held to high standards in Georgia. Table 1 shows the number of institutions and programs that have been approved, not fully approved, or denied since the use of the new standards were put in place in Fall 1995. Ongoing programs are reviewed every five years and may receive the following decisions at the fifth year review: approval, probation, or approval with provisos. If the programs are not approved, the Commission specifies a period of time during which concerns must be addressed, typically from six months to two years. If the concerns have not been addressed by the specified time, the program is denied and may no longer admit students. The structure of the teacher preparation programs in Georgia varies. All, but one, of the thirty-four teacher preparation programs offer programs at the baccalaureate level in education. Twenty three (68%) offer programs at the fifth year, including both initial preparation (students without prior undergraduate training in education) and advanced preparation (teachers obtaining advanced degrees). Several institutions offer alternative programs designed to produce qualified teachers in a shorter time frame than normally required for a baccalaureate degree or teacher

certification (e.g., for military or other mid-career adults). For candidates who already have a baccalaureate degree, these alternate routes can lead to a master's degree and/or certification within one year. Two programs at Armstrong Atlantic State University offer good examples of these alternative routes. One, the Pathways to Teaching program, recruits paraprofessionals who hold baccalaureate degrees and wish to be career teachers. Working collaboratively with the Savannah School system, the program combines clinical requirements with paraprofessional responsibilities as a major curricular component toward recommendation for full licensure. This program has won national acclaim and its minority graduates are in much demand. A second program at Armstrong recruits military personnel who are baccalaureate degree holders and wish to become licensed teachers. This Troops to Teachers program builds on military experiences with individually planned curriculum tracks leading to certification. Providing teachers for critical fields such as science, mathematics, and foreign language, this program has also received significant national attention.

There is no comprehensive database to describe the numbers and characteristics of candidates, within the University System, pursuing degrees that lead to certification. A precise count of teacher preparation candidates is difficult because in many secondary education programs, students receive their baccalaureate degrees in the Arts and Sciences rather than in Education. The University System collects data on all graduates and enrolled students by self-declared major. However, University System institutions keep different kinds of data at the college level, and several institutions do not identify students recommended for certification in their data bases. The Professional Standards Commission does collect data by institution, demographics, and field of preparation for candidates who have completed student teaching, and this provides a reasonably accurate picture of how many candidates are pursuing teacher preparation by program and institution. A comprehensive database of teacher preparation candidates would help the state identify regions and teaching fields where additional resources may be needed and where duplications and oversupply exist.

**Table 1**  
Georgia Professional Standards Commission Institutional/Program Approval Summary from Fall 1995 through Summer 1997 (Since the Use of the New Standards)

REVIEWS CONDUCTED	TOTAL	PUBLIC	PRIVATE
Institutions, e.g., University of Georgia	10	7	3
Programs, e.g., Early Childhood, Secondary Math	343	321	22
PROGRAM DECISIONS			
Programs Approved	284	267	17
Programs Denied	1	0	1
Programs Placed on Probation (up to 2 years to correct problems; if not, then denied)	43	43	0
Programs with Provisos (up to 6 months to correct problems; if not, then denied)	11	11	0
Programs with Stipulation	4	0	4

Source: Professional Standards Commission



One of the major efforts in the reform of teacher education involves the formation of partnerships, both within higher education (between Arts & Sciences and Schools of Education) and between K-12 and higher education. Partnerships take many forms, from the traditional types where public school teachers and administrators provide an advisory role to teacher preparation programs to true collaborative partnerships where all partners have an equal voice in decision-making. Since there are three partners involved in the preparation of teachers (School of Education faculty, Arts and Sciences faculty and K-12 mentor teachers), all partners must be engaged in the conversation about how to improve the preparation of teachers. Partner schools (also known as professional development schools) are selected sites where collaborative programs are put into practice providing the link between school and teacher preparation reform. The belief is that by opening the lines of communication, promoting professional dialogue among both public school and university faculty, and seeking opportunities for each to help the other, the partnering relationships throughout the state can have a positive impact on both the individuals preparing to enter the teaching field as well as those who are currently teaching in the partner schools. In smaller institutions in Georgia, it is more likely that many of the teacher preparation students will be prepared in partner schools. The larger institutions, particularly those in rural settings, remain challenged as to how to place all of their students in partner schools. There is a difference between finding placements for 20 vs. 500 interns at the same time. In spite of the challenges that a large student population creates, the larger institutions within the state are committed to developing partnerships with area schools.

Some schools located near colleges and universities across the state have a variety of opportunities to engage in partnerships with various teacher education programs. A few of these partnerships take the form of professional development schools, while other "partners" maintain less structured relationships. There has been an increase in efforts toward co-reform through competitive Challenge Grants

to local P-16 councils for the purpose of promoting collaboration among the College of Arts and Sciences faculty, College of Education faculty, and K-12 educators in the public schools to promote practices that will lead to all children's meeting high academic standards.

Clearly, a great deal of progress has been made in teacher preparation in Georgia. Standards are in place for teacher education programs, internships in the schools have been extended, and partnerships with schools have been formed. Some teacher preparation programs are beginning to move from a focus on what the teacher does to how well students learn. While much has been done to improve the content and experiences of teacher preparation, the challenge remains: How do we improve the performance of prospective teachers and classroom teachers in enabling all P-12 students to achieve a high level of learning?

### **Professional Development**

According to the National Commission, the quality of teaching depends not only on the qualifications of individuals who enter teaching, but also on how schools structure teaching and teachers' learning opportunities. Teachers who have access to new knowledge, and professional and collegial opportunities feel more effective in gaining the knowledge that they need to teach their students and feel more positive about staying in the field. A report by the National Foundation for the Improvement of Education (NFIE) outlined the characteristics of good professional development and emphasized the importance of career-long professional development. Further, the National Commission Report states that most of the professional development today does not meet the characteristics of good professional development because it is frequently not site-based, long-term and sustained, or tied to student learning. Most professional development funds are spent reimbursing teachers for courses that may not be directly related to classroom needs or providing district level "hit and run" workshops that are not related to the teachers' most pressing needs, including deepening their subject knowledge, responding to student diversity and teaching more effectively.

### **Partnerships and Partner Schools - The Nexus For Co-Reform**

There are virtually hundreds of formal and informal partnerships in Georgia working to break down barriers between teacher preparation institutions and K-12 schools. Many of these partnerships provide exemplary clinical experiences to some of the over 5,400 teacher preparation students who are placed in partner schools statewide each year. While there is a great deal of partnership activity, few of these involve professional development schools where teachers are full partners in the relationship. Two exemplary programs in Georgia are featured here.

The University of Georgia Network of English Teachers and Students (UGA-NETS) is one of five academic partnerships engaged in co-reform efforts with UGA and the public schools of Northeast Georgia through the Northeast Georgia P-16 Council. In the summer of 1994, founders Sally Hudson Ross and Peg Graham, UGA Language Education faculty, and Patti McWhorter, an English teacher at Cedar Shoals High School, collaborated with 25 high school teachers to develop an experimental program that would better prepare beginning teachers. They paired experienced teachers acting as mentors with university teacher education students in partner schools for a full year. These pre-service teachers received hands-on training in every aspect of teaching - from pre-planning, to instruction, to testing - spending at least 12 hours in the classroom each week in addition to their university courses. As experienced professionals in their respective fields, McWhorter and Ross exchanged roles for a year where teacher became university professor and professor became high school teacher providing both with a broader knowledge and experience base to use in program development. After three years, the UGA-Nets partnership is receiving national attention in scholarly journals and publications and a book based on the participants' research, *Growing Together: Student Teaching and Mentoring in a Collaborative Inquiry Community* (Teachers College Press), is in press.

Dramatic increases in enrollments and a limited number of sites for field placements led the faculty of the School of Education at Armstrong Atlantic State University (AASU) to explore the option of professional development schools at the elementary and middle school level in the Savannah School System. At the end of the third year, the two partnerships have developed into unique models.

The partnership with White Bluff Elementary School was formally initiated in the Fall of 1992 by a task force of six cooperating teachers and three faculty supervisors. They have met regularly and, over time, the role of the college faculty has developed into that of a supportive resource with classroom teachers rather than the traditional role of supervisor of preservice teachers. Together college and classroom faculty identify pressing issues and conduct seminars for the preservice teachers. They have written a school-wide student-teacher handbook and organized welcome receptions each quarter. Over 50 preservice teachers have been placed in the classroom. The entire school is involved in the supervision and evaluation of student teachers.

AASU has developed a successful partnership with Bartlett Middle School as well. Both partnerships have supported the long-standing belief by School of Education faculty members that the resources, services, and expertise of school teachers are a necessary component in the preparation of preservice teachers.

### **High Quality Professional Development**

In 1996, the National Foundation for the Improvement of Education (NFIE) released a comprehensive report outlining the components of high-quality professional development. The report defines high-quality professional development as that which:

- Has the goal of improving student learning at the heart of every school endeavor;
- Fosters a deepening subject matter knowledge, a greater understanding of learning, and a greater appreciation of students' needs;
- Helps teachers and other staff meet the needs of students who learn in different ways and who come from diverse cultural, linguistic, and socioeconomic backgrounds;
- Provides adequate time for inquiry, reflection, and mentoring, and is an important part of the normal working day;
- Is rigorous, sustained, and adequate to the long-term change of practice;
- Is directed toward teachers' intellectual development and leadership;
- Is teacher designed and directed, incorporates the best principles of adult learning, and involves shared decisions designed to improve the school;
- Balances individual priorities with school and district needs;
- Makes best use of new technologies; and
- Is site-based and supportive of a clearly articulated vision for students.

Georgia law places the responsibility for professional development in the hands of local school systems. Each local board of education is required to develop a comprehensive plan for professional development for all certified personnel within its own system. This plan includes the needs assessment, system and school-level priorities, and implementation and evaluation of professional development within the system. This plan is necessary in order for each system to receive its stipend allotment from the state. Each system may have its own process for evaluating the effectiveness of the professional development and its providers, but such an evaluation is required within the comprehensive plan. The advantage of this strategy is that each system can tailor the evaluation to meet its own needs. The disadvantage is that assessment of the impact of professional development across the state is not possible. Most of these evaluations, reported in the *Georgia Staff Development FY 96 Program Report*, are descriptions of the types of professional development, the number of teachers served, and anecdotal descriptions of the success of the programs. Evidence supporting the success of the programs is usually not provided.

For the fiscal year 1996, Georgia spent a total of \$127,586,929 in state and local funds

on professional development. No evidence is available on how local staff development funds are spent. Of this amount, \$32,446,142 were state funds; \$8,005,706 of the state monies were spent on instruction allocation for the Staff Development Program, and \$24,440,436 were spent on the Professional Development Stipend Program. The staff development funds were targeted for assessed needs in the school system, such as addressing the needs of school board members and the needs of teachers in the induction phase or in need of special development. The professional development stipends were awarded to teachers (and other certified personnel) in local school systems for successfully completing accredited college or staff development unit (SDU) courses which address their assessed needs. The needs identified in the Georgia Department of Education Staff Development Report for the 1996 school year were:

- School improvement plans
- School violence and safety
- Implementing technology into the curriculum
- Integrating higher order thinking skills into the content areas
- Implementing school or school system restructuring / innovative efforts
- Teacher induction

**Table 2**

The Extent to which Characteristics of Quality Professional Development Programs are Addressed within School Systems in Georgia based on a Survey of School District Staff Development Coordinators. (50% response rate)

	<b>Not Addressed</b>	<b>Addressed to a Moderate Degree</b>	<b>Addressed to a Maximum Degree</b>
Improving the teaching of subject matter	1%	30%	69%
Contributing to school change efforts	2%	49%	49%
Helping special needs students	3%	63%	34%
Using the research knowledge base on effective teaching and learning	4%	60%	36%
Engaging staff from all grade levels and disciplines together	12%	65%	23%
Supporting team learning	16%	60%	23%
Reducing the isolation of teachers	21%	63%	16%

Source: Council for School Performance Survey of Georgia School Systems, July 1997.

- Implementing the annual evaluation program
- Fulfilling personal improvement plans from annual evaluation education programs and requirements mandated by state law
- Improving current job classifications or completing college courses leading to appropriate degrees for teacher certification

Georgia school systems reported a total of 38,420 staff development activities for all personnel. The total participation of personnel in staff development activities in FY 1996 was 314,005, though this count includes individuals more than once who may have participated in more than one staff development activity. Professional development stipends were paid to 41,884 certified professionals and eligible licensed personnel for successful completion of college and SDU courses.

Because professional development is determined through needs assessments at the local level, school systems have an active role in determining the nature of their professional

development. The Council for School Performance surveyed staff development coordinators in public school systems in July 1997 to assess the quality of professional development in the schools and the extent to which policies and practices reflected high-quality professional development. Of the 180 public school systems in Georgia, 50% responded. Of the responding systems, 58% indicated that their teachers rated professional development average while 40% rated it above average. The remaining two percent of the systems indicated that their teachers rated their professional development below average. Using the characteristics of quality professional development from the NFIE report, staff development coordinators were asked to rate the professional development within their systems. Table 2 shows the survey results for this question.

It is clear from these results that staff development efforts are addressing topics considered important by national organizations. Areas that are perceived as being weak in Georgia are those related to collaboration --



**Table 3**  
Professional Growth Opportunities for Joint Planning in Georgia's School Systems based on a Survey of School District Staff Development Coordinators. (50% response rate)

	No Opportunity	Moderate Degree of Opportunity	Maximum Degree of Opportunity
Curriculum Development	2%	49%	49%
Joint Planning	3%	62%	35%
Student Assessment	4%	64%	33%
Peer Coaching	24%	63%	13%
Research	29%	63%	8%
Study Groups	36%	56%	8%

Source: Council for School Performance Survey of Georgia School Systems, July 1997.

across grade levels and disciplines, working in teams, and reducing the isolation of teachers. A further set of questions that asked the extent to which opportunities are provided for teachers to work and learn together showed similar results. Table 3 shows that the major opportunities teachers have to work together are in the areas of curriculum development. Opportunities for joint planning and student assessment are also available in moderate to maximum degrees.

The survey also asked whether or not professional development is linked to or based on student and/or teacher standards. Sixty-eight percent of the coordinators responding to the survey indicated that they link professional development to student standards. The most frequently identified standards were those of the National Council of Teachers of Mathematics (NCTM). Other standards cited included the National Council of Teachers of English (NCTE), Georgia Initiative in Math and Science (GIMS), the Quality Core Curriculum (QCC), science standards, and language arts standards. The fact that some staff development coordinators listed the *Iowa Tests of Basic Skills* as standards indicates some education may be needed regarding what constitutes a standard. In the future, comparable surveys of the teachers participating in staff development would provide more accurate

information on the quality of staff development in Georgia.

The Georgia Leadership Academy is a division in the Georgia Department of Education that provides technical assistance and consultative services to the schools in Georgia. The *Resource Guide for Staff Development* (1997) is one of the sources published by the Georgia Leadership Academy and is available to staff developers in local school systems to encourage quality staff development in the public schools in Georgia. In addition to providing a summary of recent research on staff development and effective practices, it includes a list of resources and organizations available to schools and systems in Georgia. The Leadership Academy has developed a network among staff developers in Georgia to assist them in finding and sharing resources and provides leadership training for school board members and system and school level administrators.

Clearly, a great deal of the professional development in Georgia addresses practices that would constitute "quality" professional development as defined by national groups. Indeed, there are models of exemplary site-based staff development that are integral to the school renewal process as found in the League of Professional Schools. A study by Harkreader and Henry (1997) suggests that high

quality staff development results in higher student achievement. Unfortunately, because no common criteria are in place for evaluating the effectiveness of professional development in the state, it is difficult to determine the extent to which this effort is influencing teaching and learning in Georgia. School systems are required to submit a report describing the benefits and accomplishments of their staff development programs and these are published in a report by the DOE. While illuminating, these reports are narrative descriptions of the activities engaged in by the professional staff rather than evaluations of their effectiveness. A more systematic method for insuring that professional development addresses the needs of school personnel, is standards-based, and helps them incorporate research-based practices in their teaching is needed. Further, follow-up evaluations to determine the extent to which professional development improves teaching and learning are necessary to increase the effectiveness of teachers and the learning of students.

### **Recommendation Area 3: Put a qualified teacher in every classroom**

The National Commission report asks the important question: Can we afford to raise standards for teachers and staff classrooms at the same time? Their answer is an unqualified affirmative. To hire and retain qualified teachers, several areas need to be addressed: look at supply and demand issues, especially in shortage areas; investigate the causes of high teacher attrition, especially in the first 5 years of teaching; eliminate out-of-field teaching; and provide quality teacher induction and mentoring programs.

Georgia has 180 school districts, 2,087 schools, 1,311,126 students, and 81,058 teachers (plus administrators, support staff, etc.). As of 1994, 83% of the Georgia teachers were female, 20% were African American, and 50% held a graduate degree. The education workforce in Georgia is aging with an average age of 42, and Georgia leads all states in the percentage of teachers with only one or two years of experience. This may be attributable

to several factors but the major one is likely increased student enrollment due to the rapid population increase in Georgia. A teaching certificate is required to teach in the public schools in Georgia, and 99.9% of the teachers have in-state teaching certificates. Ninety-six percent of the teachers have a full license, with the remainder having provisional or emergency certificates. The picture for new teachers with full licenses is a bit different, with only eighty percent having full licenses to teach in Georgia.

The number of teacher education graduates from public colleges and universities, determined by student teacher count, in 1995-96 was 5,389. The anticipated need for the 1997-98 school year was 8800 (assuming a 5% growth rate per year). If one includes private institutions and secondary preservice teachers who major in the Arts and Sciences, the number of teacher education graduates appears to match the anticipated needs. Unfortunately, the areas of preparation do not always match critical shortage areas.

Table 4 shows the most prevalent teaching fields in which teachers choose to major. It is clear that in some subject areas the supply of teachers outstrips the demand, especially in the areas of secondary social sciences, middle grades, and early childhood. Conversely, Table 5 shows critical shortages in various special needs teaching fields (special education, behavior disorders, learning disabilities), and science and foreign language teaching fields. In addition to critical shortages in certain subject areas, Georgia has critical shortages in certain geographic areas. Geographically isolated, rural areas have a difficult time attracting qualified teachers in almost all fields. Data are not available to determine the extent to which the percent of teachers in shortage (or even high supply) teaching areas are spread evenly across districts in the state, but a great deal of anecdotal evidence suggests that finding qualified teachers is more difficult in schools that are rural, and/or low performing.

Georgia has taken some steps to remedy this situation by offering HOPE PROMISE Teacher Scholarships to all juniors with a cumulative GPA of 3.6 or greater who have been accepted into an approved teacher



**Table 4**

**Teacher Supply: Subject Areas in Which the Number of Teachers Prepared is Greater than the Number of Teachers Needed.**

	Number Prepared	Number Hired	Placement Rate (% Hired)
Early childhood	2241	1167	52%
Middle grades	982	398	41%
English (7-12)	320	127	40%
Mental Retardation	245	125	51%
Social Science (7-12)	237	73	31%
Health and Physical Education	202	37	18%
Music	124	27	22%
History (7-12)	102	24	24%

Notes: Number prepared is based on the numbers of undergraduate student teachers during the 1994-95 school year. Number hired is new hires in 1996.

Source: Professional Standards Commission.

**Table 5**

**Teacher Shortage: Subject Areas in Which the Number of Teachers Prepared is Less than the Number of Teachers Needed**

	Number Prepared	Number Hired
Behavior Disorders	1	230
Learning Disabilities	34	121
Speech & Language Pathology	91	176
Interrelated Special Education	53	437
All Sciences	146	411
Foreign Languages	90	179

Notes: Number prepared is based on the numbers of undergraduate student teachers during the 1994-95 school year. Number hired is new hires in 1996. (Many special education teachers are prepared in graduate programs. Therefore, these figures underestimate the number prepared.)

Source: Professional Standards Commission.

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preparation program. These students are awarded up to \$3000 per year in addition to the regular HOPE scholarship. (The regular HOPE scholarship is available to all students with a B average or above working on an undergraduate degree, graduate degree or certificate programs at any eligible Georgia private or public college, university, or technical institute.) Students getting HOPE PROMISE Teacher Scholarships must agree to serve or teach in a Georgia public school system for one academic year after graduation for every \$1500 awarded. The total number of students taking advantage of this opportunity to date has been 495. More HOPE PROMISE scholarships are available than are used, but the number of students in the system with the qualifying GPA is small. Further, the program seems to be oversubscribed with early childhood education majors, an area of oversupply.

The majority of teachers hired each year are rehires of those currently in the workforce; i.e., the overwhelming majority of teachers return to the classroom from one year to the next. In Georgia, the yearly return rate is over 90%. In 1996, the largest group (36%) of the new hires were re-entrants who, having been in the school system previously, left, and then returned. Thirty-four percent were from other states, previous graduates who had not taught

or individuals with temporary certificates. New teacher preparation graduates from Georgia institutions constituted 30% of the newly hired teachers.

While the attrition rate of all teachers is about 6%, the attrition for new teachers is considerably higher. The most current data are from 1991, but at that time, 16% of the teachers left at the end of their first year, 26% by the end of their third year, and 34% within five years. A follow-up survey was conducted to determine the reasons why public school teachers left the teaching field. These results are shown in Table 6 and are somewhat surprising. Two of the frequently-cited reasons for leaving involve "school environment" issues indicating that teachers frequently leave because they are dissatisfied with teaching and with school staffing decisions (e.g., being assigned to teach subjects/grades for which they are not trained nor feel comfortable teaching). Dissatisfaction with teaching as a reason for teacher attrition was considerably higher in Georgia than for the U.S. (32% vs. 18%).

Another topic addressed in the National Commission report is that of teachers' teaching out of the field in which they were prepared. This issue is clouded by differing definitions of out-of-field teaching and varies at the different grade levels. Out-of-field teaching is generally

**Table 6**  
Reasons that Public School Teachers Give for Leaving Their Teaching Jobs.

	Georgia	U. S.
School Staffing Action	20%	30%
To Retire	8%	14%
For Better Salary	6%	9%
Dissatisfied with Teaching	32%	18%
Family or Personal Reasons	27%	37%
For Career Opportunities	27%	24%

Notes: Teachers could give up to 3 reasons for their turnover.

Source: *Teacher Follow-up Survey: 1991-92*, National Center for Education Statistics, U.S. Department of Education

**Table 7**  
**Percent of Public High School Teachers (grades 9-12) with Less Than a Minor**  
**in the Field in Which They Teach by Field**

	Georgia	U.S.
English	22%	22%
Math	23%	28%
Social Studies	14%	18%
History	49%	52%
Foreign Languages	17%	14%
Science	18%	18%
Life Science	27%	31%
Physical Science	66%	55%

Source: *1993-94 Schools and Staffing Survey*, National Center for Education Statistics, U.S. Department of Education.

not a problem at elementary grade levels. Teachers are certified in Early Childhood Education to teach all subjects in preschool through grade five. This is an area with a surplus of certified teachers, reducing the likelihood that a system would hire unqualified elementary level teachers. Further, provisional certification is not allowed in Early Childhood Education. Nonetheless, there are no data on whether or not certified elementary school teachers are current in their knowledge and comfortable with standards-based learning. Additionally, there is evidence that even certified teachers may not feel qualified to teach every subject. In fact, a study conducted by researchers at the University of Georgia found that even master teachers felt inadequate in their preparation to teach reading.

Middle grades education is a level where it is difficult to get a handle on the issue of out-of-field teaching. To obtain a middle grades teaching certificate, prospective teachers must concentrate in two areas (e.g., mathematics and social studies). With this certificate, teachers are considered certified to teach any of the four major academic subjects -- Language Arts, Social Studies, Mathematics and Science. That is, if teachers have a middle grade certificate, they are considered as teaching in-

field for any academic subject. The extent to which teachers are assigned primarily to teach in the areas in which they have specialized is unknown.

Generally, when one considers the issue of out-of-field teaching, it is at the high school level where the concern arises. Correctly or incorrectly, the general belief is that an in-depth understanding of subject matter is of most importance at the secondary level, and therefore much of the research has been at this level. This research is plagued by the problems caused by different definitions of out-of-field teaching that are used by national and state organizations. The state, which has adopted the Southern Association of Colleges and Schools (SACS) requirements, considers teachers to be teaching in-field if they teach more than half of the instructional day in their area of certification. According to the National Commission, to be considered in-field, a teacher must have at least a minor in each of the subjects that he or she teaches. Needless to say, more teachers are classified as out-of-field using the national definition -- this is true both in Georgia and nationally. Table 8 shows the percent of teachers teaching out-of-field in several subjects using the National Commission definition. The percent of science teachers

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teaching out-of-field is high, but probably not surprising, given that science is an area of shortage. The area that is somewhat surprising is that of History; about half of the teachers teach out-of-field in an area in which there is a surplus of certified teachers. The data in Table 7 show that out-of-field teaching is not just a Georgia problem. Georgia rates of out-of-field teaching closely match U.S. rates.

There is evidence to support the importance of having teachers with knowledge and expertise in the subjects that they are teaching. The Georgia Council for School Performance, using 1995-96 school data, found that students have higher academic achievement when their teachers are teaching in their area of certification. This relationship was found regardless of the socio-economic status of the student population. It is also possible that out-of-field teaching may be linked to teacher attrition, especially during the first few years of teaching. Frequently, new teachers are given the most difficult assignments and/or the "extra" classes that need staffing and, in the recent past, were provided with little in the way of support. It is not surprising that many of them leave teaching. Consequently, the state and many districts in Georgia have increased their support for new teacher induction programs to help them retain qualified teachers.

The Georgia Department of Education funds a mentor program for new teachers in Georgia. The purpose of this program is to provide peer support and guidance to protegee teachers (defined as teachers with fewer than three years of experience or in need of special assistance) to help ensure their success in local school systems. Mentor teachers are required to have a teacher support specialist endorsement on their certificate, which means they must have taken ten quarter hours of classes specifically designed for preparation to be a mentor. They must also have a minimum of three years of teaching experience. When possible, mentors and protegee teachers are matched by field; however, the DOE does not require such a match. According to DOE officials, they do not want to sacrifice the potential positive relationships that can be developed among teachers regardless of the fields in which they teach. Mentors are

financially compensated for participating in this program. It is estimated that 2500 (3%) teachers were serving as mentors during the 1996-97 year. It is unclear how many of the new teachers receive mentoring. Georgia schools hire about 6000 new teachers annually, and, during FY 1997, there were approximately 2900 teacher proteges in the program, suggesting that less than half of the new teachers are being mentored by this program. Of course, some individual schools and school systems support their own teacher induction program.

One exemplary teacher induction program is provided by Henry County for its new teachers. This is a five-day program, with a stipend. Included are a cultural orientation to the community, an orientation to the school district, and help for the teachers to prepare for the first week of school. Teachers who participate in Henry County's program are supported from the start and are thus more likely to stay in the field. The Staff Development Council cited this as the #1 teacher induction program in 1997.

In summary, there is an imbalance between supply and demand in teaching fields. Georgia is preparing too many teachers in certain areas (e.g., Early Childhood) and too few in others (e.g., special education, science). Unfortunately, the solution is not simply to correct the imbalance by moving teacher preparation majors into different fields (e.g., moving early childhood majors into science or special education). The desire is to have professionals who have a love of teaching but also a passion for the subject(s) that they are teaching. The National Commission Report suggests aggressively recruiting high need teachers and providing incentives for teaching in shortage areas. Some incentives include additional pay for teachers with certificates in two or more subject areas and other incentives for teachers with certificates in shortage areas. These incentives would also help alleviate the problem of out-of-field teaching. Certainly, more must be done to ensure that all children have a qualified teacher in the classroom -- this includes working toward eliminating out-of-field teaching. An additional concern identified is the high attrition rate for new teachers in



**Table 8**  
Average Professional Salaries in the Metropolitan Atlanta area

Occupations	Average Annual Salary, 1996
Attorney	\$57,356
Engineer	\$56,671
Accountant	\$44,356
Computer Programmer	\$39,503
Budget Analyst	\$36,781
Teacher	\$35,065

Note: The averages for non-teaching salaries were determined by calculating the mean of the low, middle, and high averages of each in the metropolitan Atlanta area. The average teaching salary was determined by calculating the mean of the average teaching salaries in the metropolitan Atlanta area.

Sources: *Occupational Compensation Survey of the Atlanta Metropolitan Area*, U. S. Department of Labor (non-teaching salaries).

*The Georgia County Guide: 1995-1996*. Cooperative Extension Service, University of Georgia, 1997 (teaching salaries).

Georgia. Providing quality teacher induction programs with follow-up mentoring, assigning teachers to teach subjects in which they feel prepared, and increasing shared decision-making in schools would help reduce this rate.

#### **Recommendation Area 4: Encourage and reward knowledge and skills**

In the past, one had to leave the classroom to move up the career continuum in education. The National Board recommends that districts, states, and professional associations cooperate to make teaching a true profession with a career continuum that places teaching at the top and rewards teachers for their knowledge and skills. More than just increased monetary compensation for teachers who teach longer and who obtain additional education is needed to professionalize teaching. Salary systems should also compensate teachers for demonstrated knowledge, skills, and expertise in teaching all students. Incentives should also be in place to reward

teachers for attempting and obtaining National Board Certification. Teachers' salaries have been improving over the last decade. The average teaching salary in Georgia is \$33,869, including all experience and certification levels, and any additional local supplements. Georgia teachers have been gaining ground in salary in comparison to the nation's teachers thanks to Governor Zell Miller's 6% teacher pay raises since 1994. In 1994, Georgia's teachers ranked 34th in the nation; during the 1997-98 school year, Georgia teachers' salaries are 24th in the nation. While Georgia's teachers are currently being paid close to the national average, teacher salaries are still very low compared to the salaries of other comparable professionals. Table 8 compares Metro-Atlanta teacher salaries with those of other professionals. (It must be noted that Metro-Atlanta teacher salaries are among the highest in the state. Conversely, teacher contracts are typically for nine months.) Teachers, who provide a critical service by preparing our future citizens and leaders, do so with financial rewards that are marginally comparable to those of other professions.

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Some attempts are being made to attract and retain teachers in critical shortage fields. The state has established the HOPE Teacher Scholarship program, using lottery funds to encourage teachers to pursue academic work in identified shortage fields. This program is available to individuals with a baccalaureate degree or higher, with or without teaching certification, wishing to obtain an advanced degree in a critical shortage teaching area or seeking a certificate in a shortage field in which degree programs are not generally offered (e.g., ESOL). The critical fields for the 1997-98 academic year are:

- Middle grades education with primary concentration in science and/or math
- Mathematics education (Grades 7-12)
- Science education (Grades 7-12) including broad field science, biology, chemistry, earth/space, physics
- Foreign language education (Grades P-12) including Spanish, French, German, Latin
- Education of exceptional children (Grades P-12) including behavior disorders, hearing impaired, interrelated, interrelated/early childhood education, mental retardation, preschool handicapped, gifted, learning disabilities, orthopedically, and/or visually impaired
- English to speakers of other languages (ESOL) (Grades 7-12)
- Industrial arts and technology education (Grades 7-12)
- Speech language pathology (Grades P-12)
- School counselor (Grades P-12)

Other approaches to recruitment of teachers are the programs that are designed to recruit precollege students into teaching. One example is a collaborative between the Professional Association of Georgia Educators (PAGE) and institutions of higher education in the Georgia League of Teacher Cadet Apprenticeship Sites. The League is collaboratively constructed around apprenticeships for eighth grade students who are interested in pursuing a teaching career. Once the program is successfully completed in the senior year, it may be used to satisfy teacher education requirements for both the college preparation

and vocational endorsement diplomas and may, in some instances, be used for college credit. There are currently twelve colleges, twenty-one schools, one RESA, and several supporting agencies working together to establish sites for attracting future teachers into the professions.

Additional programs are designed to attract nontraditional students into teacher education. The State University of West Georgia has partnered with an Atlanta metro county school system to offer a night-option alternative program that allows employed provisionally-certified educators to complete their certification requirements. Georgia State University offers the Teacher Education in English, Mathematics, Science, and Social Studies (TEEMS) program, which recruits candidates with degrees in other fields to become secondary school teachers. Candidates have an eighteen month program leading to certification at the master's level. Georgia State University also sponsors several programs designed specifically to recruit candidates to teach in urban schools.

While several programs are designed to recruit qualified individuals into critical shortage teaching fields, other programs address incentives to retain successful teachers and develop a career continuum for those who wish to remain in the classroom. In Georgia, teacher compensation is based upon a combination of degree level and years of "creditable" experience. There are ten levels of certification, including provisional certificates at each degree level. Additionally, there are thirteen salary steps based on years of creditable experience; the entry-level step is for the probationary period of three years. An educator is paid from a schedule based on the highest education degree that he or she has obtained, whether or not it is in the field being currently taught. One of the more financially rewarding incentives for teachers is the 5% salary increase offered to anyone gaining National Board Certification. No incentives are provided for obtaining certification in more than one field.

Additional roles and responsibilities can provide incentives for teachers who wish to remain in the classroom. The results from the survey of Georgia school systems indicate that



**Table 9**  
Professional Roles Available for Teachers based on a Survey of School District Staff Development Coordinators. (50% response rate)

Opportunities for Teachers	No Availability	Moderate Availability	Maximum Availability
Assessing and Developing Curriculum	1%	33%	66%
Supervising Student Teachers	2%	57%	40%
Attending and/or Presenting at Conferences	4%	55%	41%
Mentoring	5%	45%	50%
Serving on Leadership Teams	5%	55%	40%
Leading Inservices and Teaching Professional Development	6%	61%	33%
Participating in Peer Coaching	16%	65%	19%

Source: Council for School Performance Survey of Georgia School Systems, July 1997.

there are several professional roles available for teachers. Table 9 shows the results of this survey. There are professional roles available for teachers with experience; 78% of the systems reported that there is compensation provided for these additional roles. These funds were provided by a number of sources, including local funds, state staff development funds, and grants and college stipends.

In Georgia, there are currently opportunities for teachers to take on additional roles and responsibilities within school systems if they desire to do so. It is unclear how widely available these opportunities are both within and across school systems. Teachers are encouraged and compensated for obtaining advanced degrees and/or certification in critical shortage areas, but the salary scale does not provide additional compensation for teachers certified in more than one teaching field. Providing additional salary for additional certificates would provide more career paths for teachers and possibly reduce the rate of out-of-field teaching.

### **Recommendation Area 5: Create schools that are genuine learning organizations.**

According to the Commission Report, schools are not structured to promote serious teaching and learning; they need to be redesigned so that they honor teaching, respect learning, and teach for understanding. Commission recommendations include restructuring time and staffing so teachers have time to work together, modifying schedules so teachers have extended time blocks for learning, and increasing community and parental involvement. Allen and Glickman (in press) state that changing the organization or structure of schools is not sufficient to bring about meaningful change in teaching and learning. Rather changes must integrate governance, action research, staff development, and a focus on schoolwide teaching and learning in order to raise student academic achievement. A recent study of League

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Schools shows that such learning organizations do improve learning for students (Harkreader & Henry, 1997).

There are no data showing the extent to which school districts are redesigning staffing and scheduling so that teachers work in teams, though a number of individual schools and districts have implemented alternative scheduling plans and a wide variety of restructuring efforts. All middle schools are encouraged to work in teams through Middle School Incentive Grants. Several schools in Georgia are experimenting with year-round school calendars; College Park Elementary school in Fulton County, Georgia, has had a year-round calendar in place for several years. The statewide Innovation Grant program has funded schools piloting alternative scheduling, and schools within the University of Georgia's League of Professional Schools have developed new schedules, class compositions, and delivery models.

One area which Georgia has pioneered is technology. When the Georgia Lottery for Education was established, it was decided that instructional technology would be one of the three primary initiatives that would benefit from lottery revenues. (The other two lottery-funded initiatives are the HOPE Scholarship Program and the voluntary pre-kindergarten program for four-year-olds.) In the past two years, nearly \$150 million in lottery money and regular state funds have gone into instructional technology for Georgia schools. The development and funding of fifteen regional Technology Training Centers throughout the state has been a major component of the state's instructional technology initiative. These centers provide teachers, paraprofessionals, and administrators with the opportunity to learn about, use, and experiment with new technologies. To date, these centers have delivered courses to more than 75,000 educators. Additionally, a number of systems identified technology as a priority in their professional development programs.

Georgia has a number of initiatives, incentives, and programs to assist schools and school systems in improving teaching and learning. Only a few can be featured in this report.

**Next Generation Schools.** The Next Generation School Project is a school improvement process that is created and controlled by individual school systems. The program focuses on a rigorous curriculum for students and continuous staff development for school personnel. The project has nine components which reflect research on "best practices" that are the focus of student learning and teacher development. The nine components, referred to as criteria, are as follows: (1) establish a community collaborative, (2) emphasize world class performance, (3) personalize instruction and emphasize continuous progress, (4) emphasize vocational skills, (5) reorganize the learning environment, (6) use telecommunications and computing technology as tools, (7) attend to at-risk children and youth and their families, (8) adopt continuous improvement and evaluation processes, and (9) provide continuous staff development. The Next General School Project was founded by The Georgia Partnership for Excellence in Education, a nonprofit organization. It is currently supported and funded by a collaboration of the Georgia Partnership for Excellence in Education, Governor Zell Miller, the Georgia General Assembly, the State Board of Education, the Georgia Department of Education, and state and local leadership in business, government, and education.

**Pay for Performance.** The Pay for Performance Program is a school improvement program designed to promote exemplary performance and collaboration at the school level. It is open to all K-12 public schools in Georgia. To receive a Pay for Performance award, a school must identify and then meet a comprehensive set of performance objectives in the following categories: academic achievement, client involvement, educational programming, and resource development. Schools with applications approved by the Georgia DOE have a school year to achieve their performance objectives. If the school meets 80% of its goals, it is awarded state funds equal to \$2000 for each certified employee at the school. The school is then free to use this money as it chooses.

### **League of Professional Schools**

The League of Professional Schools is a network of K-12 public schools committed to addressing instructional and curricular issues to improve student learning through shared governance and action research. It uses democracy as the guiding principle for educating all students well and is based on research suggesting that, ultimately, instructional improvement depends on school environments that promote rich teaching and learning experiences for teachers and students.

In 1989, the League was founded by Carl Glickman of the Program for School Improvement at the University of Georgia (UGA). Collaboration between faculty at UGA and the teachers and administrators of member schools is based on the League's three premises: (1) governance of the school is democratized, (2) focus of the governance is driven by the school's own shared vision of exemplary teaching and learning, and (3) action research is conducted to inform the governance process.

Schools that achieve an 80% participation buy-in after attending the League's initial orientation meetings are initiated as members. School personnel then take the responsibility for directing their own unique process toward school renewal based on the League's premises. The services and activities of the League are governed by a congress of representatives from member schools, the majority of whom are teachers. The League provides a forum for members to connect at meetings and workshops, share successes and failures, and to learn from and support each other. An Information Retrieval System is also provided for schools to access articles and other materials on educational changes faculty might be considering. Currently, 90 elementary and secondary schools are members of the Georgia League.

Case studies of individual schools have shown increased student learning, increased parental involvement, decreased drop-out rates, increased attendance of both students and teachers, development of new schedules, class compositions and delivery models, and increased use of technology by students and teachers (Lunsford, 1995). Further evidence suggested that after the 2nd and 3rd year of League activities, nearly 75% of member schools were implementing democratic governance, making decisions focused on students, and undertaking initial assessment of their efforts and that students in high implementation schools do better on achievement measures than do students in comparable schools.

The League plans to continue its work with schools in various socio-economic, ethnic and geographical settings. Its focus on assisting schools to develop assessments of student learning are supported by the Lettie P. Evans Foundation, the Georgia Department of education, BellSouth Foundation, Pittulloch Foundation and the Annenberg Rural Challenge.

**Charter Schools.** The Charter Schools program encourages teachers within a school to reconceptualize teaching. It gives them the opportunity to move away from the traditional structure and delivery of educational programs. The "charter" is a binding performance contract between the charter school, its local Board of Education, and the Georgia State Board of Education. The school faculty and instructional staff, the parents, the local board of education, and the state board of education must approve the charter. Once approved, it replaces the state education statutes as well as the state and local rules, policies,

regulations and standards as a governance structure for the Charter School. The freedom provided by the Charter Schools Act allows schools to rethink the manner in which they operate the schools, including what students learn, how instruction is packaged and delivered, how school instructional staff are deployed, how students are placed, grouped made. Charter Schools also may decide how funds are allocated and used, how the community is involved in supporting the schools, as well as how to rethink, to redesign, and to redefine the rule, roles, and responsibilities of all involved in schooling. This is the



most radical approach to reform that Georgia offers its schools. Currently there are twenty-one public K-12 Charter Schools in Georgia.

According to the National Commission, "if students deserve a qualified teacher as an inalienable right, teachers deserve a highly qualified principal as a right as well." (p. 110). Principals serve as important "gatekeepers" for reform and change efforts in the schools. Principals stimulate and support collaboration, planning, and professional development for and among all professionals in the school. The National Commission states that standards for principals should begin with standards for teachers. It further suggests that principals should be drawn from the ranks of National Board Certified teachers and then licensed with standards similar to those recently developed by a consortium of school leaders. We need to prepare principals who understand teaching and learning and can lead schools to high levels of performance.

At the present time, a single Georgia certificate, Leadership, is required for all building or system level educational leader positions. Specific requirements for the leadership certificate include: a master's or higher degree, completion of three years of acceptable school experience, either completion of an approved college program in Educational Leadership or possession of comparable out-of-state certificate, and completion of applicable special Georgia requirements. This requirement does link certification to knowledge of teaching and learning and how to lead organizations. A survey of Educational Administration programs in Georgia showed that NCATE standards do influence these programs. While it is clear that this is a positive step, it is still unclear the extent to which these educational leaders are being prepared to work in an era of shared governance and are able to encourage efforts aimed at improving the teaching and learning of all students. It is even less clear the extent to which current school level administrators are receiving the professional development needed to move them in these directions. Certain professional groups are working to provide training and assistance for school level administrators. These include the following:

the Georgia Leadership Academy, the Georgia Partnership for Excellence in Education, and the Georgia Association of School Superintendents. The Georgia Professional Standards Commission Educational Leadership Task Force is charged with studying all issues related to the certification of educational leaders in the state. This task force has been reviewing existing practices and will make recommendations to the PCS regarding any needed changes in professional preparation, certification, and hiring. Nonetheless, a great deal still needs to be done to ensure that all building level administrators obtain the kind of support and professional development needed to move their schools forward. True school reform will not take place without the total commitment and support of school principals.

It is clear that in Georgia many exciting, innovative programs are being piloted, implemented, and ongoing. As evidence is gathered on the effectiveness of these programs, it is hoped that they will be expanded to other schools and systems in the state. P-16 network meetings are one opportunity for innovative programs to be shared. But first, data need to be obtained to demonstrate which of these programs are most effective in improving teaching and learning. Then educators need to make these opportunities available to all children in Georgia.

### **Teachers and Teacher Education P-16 Subcommittee Report and Recommendations**

The Teachers and Teacher Education Subcommittee was formed in the Fall of 1996 as the action arm of the Georgia P-16 Council charged with coordinating efforts involving Georgia's partnership with the National Commission. The committee is composed of representatives of the Professional Standards Commission, the Georgia Department of Education, the Board of Regents, colleges and universities within the university system, public school teachers and administrators, private colleges, business and other agencies (Professional Association of Georgia Educators, Georgia School Boards Association,



Office of School Readiness, Georgia Partnership for Excellence in Education, and Georgia Association of Educators). Having fully certified teachers in every classroom in Georgia who meet high standards of knowledge, experience, skills, understandings, and methodologies by the year 2003 is the goal of this committee. During the first year, recommendations for immediate action were made and preliminary research for this document was commissioned and gathered by the Council for School Performance at Georgia State University. During this second year of operation, this report has been prepared and a strategic plan is being developed to address the goal of having a qualified teacher in every classroom by the year 2003. The strategic plan will address all of the following areas:

- A. Improved preparation programs.
- B. Improved school environments where teachers work.
- C. Improved professional/staff development.
- D. Improved teacher career paths.
- E. Improved proficiency assessments of what teachers know and do.
- F. Improved certification routes.

The first year recommendations were approved by the state P-16 council at its Fall 1997 meeting, and action is being taken on these five preliminary recommendations. Many of the specific programs and actions associated with these recommendations have been discussed and featured in this report. The recommendations are in the following areas:

1. Improved and varied certification routes. In addition to improving traditional teacher preparation programs, the committee recommended that collaboratives of two or more agencies develop new teacher preparation programs, and that charter schools experiment with ways to allow individuals with college degrees become certified through practice. The true innovation in these varied certification routes is that Colleges of Education may or may not be a partner in these collaboratives. These alternate teacher preparation routes will be held to the same NCATE-defined standards as traditional routes to becoming a teacher.

2. Improved recruitment/retention, coordination, and research and development through a *Georgia Teaching Force Center*. This center would be developed by the Professional Standards Commission in collaboration with the Board of Regents and the State Dept. of Education. Teachers would be available to fill teaching jobs (perhaps through distance technology) in strategic fields and geographic areas, as needed, until fully certified teachers can be located.
3. Improved teacher career paths through required induction and mentoring.
4. Improved degree granting preparation programs through core requirements. This would insure that college juniors entering teacher preparation programs would have a strong liberal arts core and that they would have a strong field-based teacher preparation programs.
5. Middle School Certification. The recommendation is to form a task force including K-12 educators and higher education personnel to resolve the issue of content preparation for middle school certification.

In summary, Georgia is engaged in many activities that exemplify the types of excellence called for in the National Commission report. With the P-16 efforts and many localized improvement and reform efforts throughout the state, Georgia is situated to move ahead. Many agencies are working both independently and collaboratively to improve teaching and learning in Georgia. Thanks in part to PSC, teacher preparation programs are using NCATE standards for preparation of teachers. Schools of Education are forming partnerships with K-12 schools to improve both the training of preservice teachers and the quality of education in classrooms. Many schools are providing quality professional development to their faculty and staff and are engaged in reform efforts to create environments that promote teaching and learning. The P-16 Initiative is attempting to provide a framework to help coordinate all these efforts. Nevertheless, a great deal still needs to be done. Coordinated data-gathering systems need to be put in place to identify problem areas and track improve-

ment over time. K-12 and post secondary standards need to continue to be developed, tested, and implemented in the schools to insure smooth transitions across the different levels. Policy changes and incentives need to be put in place to ensure that ALL students are taught by a qualified teacher in ALL of their

subjects. Changes need to be made to ensure that schools are genuine learning organizations. And finally, we need to make sure that these opportunities are available to ALL children, not just those for whom education has traditionally served well.

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**Appendix A**  
**STATE MANDATED TESTS**  
(High School Graduation Tests and Writing Assessments)

Percent of Regular Program 11th graders passing the Georgia High School Graduation Tests on the first administration.

	1994	1995	1996	1997
English Language Arts	89%	91%	92%	94%
Mathematics	82%	85%	86%	87%
Social Studies	NA*	NA	81%	78%
Science	NA	NA	NA	78%
Writing		90%	89%	93%

\*NA - Not Administered

Student Performance on Writing Assessments. Results are reported in percents.

		1995	1996	1997
Stage 1 & 2: Emerging or Developing	Grade 3	24%	23%	23%
	Grade 5	2%	2%	4%
Stage 3 & 4: Focusing or Experimenting	Grade 3	55%	56%	56%
	Grade 5	55%	50%	58%
Stage 5 & 6: Engaging or Extending	Grade 3	18%	19%	19%
	Grade 5	43%	48%	38%

Student Performance on Eighth Grade Writing Assessments. Results reported in percents.

	1995	1996	1997
Inadequate	14%	17%	15%
Minimal	47%	51%	46%
Good	34%	29%	30%
Very Good	6%	3%	8%

**Appendix A (cont.)**  
**NATIONALLY NORMED TESTS**  
 (Iowa Tests of Basic Skills and Tests of Achievement and Proficiency)

Student Performance on the Iowa Tests of Basic Skills. Results are reported in national percentiles.

		1994	1995	1996	1997
<b>Reading Comprehension</b>	Grade 3	51	51	51	52
	Grade 5	53	53	53	52
	Grade 8	52	53	48	48
<b>Math</b>	Grade 3	52	53	59	59
	Grade 5	53	55	56	57
	Grade 8	52	52	53	54
<b>Language (Total)</b>	Grade 3	NA	NA	NA	59
	Grade 5	NA	NA	NA	58
	Grade 8	NA	NA	NA	56
<b>Social Studies</b>	Grade 3	NA	NA	NA	55
	Grade 5	NA	NA	NA	55
	Grade 8	NA	NA	NA	53
<b>Science</b>	Grade 3	NA	NA	NA	58
	Grade 5	NA	NA	NA	59
	Grade 8	NA	NA	NA	53
<b>Sources of Information</b>	Grade 3	NA	NA	NA	55
	Grade 5	NA	NA	NA	57
	Grade 8	NA	NA	NA	55
<b>Composite Score</b>	Grade 3	NA	NA	NA	56
	Grade 5	NA	NA	NA	55
	Grade 8	NA	NA	NA	54

The ITBS have traditional been administered in Reading and Mathematics only. Beginning with Spring 1997, the complete battery of the ITBS is required.



**Appendix A (cont.)**  
**NATIONAL TESTS**  
(National Assessment of Educational Progress)

National Assessment of Educational Progress (NAEP) assessment results in Reading for Georgia. National results in parenthesis.

	Grade 4 1992	Grade 4 1994
% at or above advanced	5% (6%)*	7% (7%)
% at or above proficient	25% (27%)	26% (28%)
% at or above basic	57% (60%)	52% (59%)

\*Georgia percent (National Percent)

National Assessment of Educational Progress (NAEP) assessment results in Mathematics for Georgia. National results in parenthesis.

	Grade 4 1992	Grade 4 1996	Grade 8 1990	Grade 8 1992	Grade 8 1996
% at or above advanced	1% (2%)*	1% (2%)	2 (2%)	1 (3%)	2% (4%)
% at or above proficient	15% (17%)	13% (20%)	14% (15%)	13% (20%)	16% (23%)
% at or above basic	53% (57%)	53% (62%)	47% (51%)	48% (56%)	51% (61%)

\*Georgia percent (National Percent)

National Assessment of Educational Progress (NAEP) assessment results in Science for Georgia. Results are reported as average scale scores.

Science	Georgia	Nation
Grade 8 1996	142*	148

\*Difference between Georgia and the nation are statistically significant at the 95 percent confidence level. This means that with 95 percent confidence there is a real difference in the average science scale score between Georgia and the nation.

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### **Appendix C GEORGIA P-16 COUNCIL**

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