



**Report
to
The LEGISLATIVE FINANCE COMMITTEE**



Public Education Department
Teacher and Administrator Preparation in New Mexico
December 5, 2012

Report #12-13

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December 5, 2012

Ms. Hanna Skandera, Secretary-Designate
Public Education Department
Jerry Apodaca Education Building
300 Don Gaspar Avenue
Santa Fe, NM 87501

Dear Ms. Skandera:

On behalf of the Legislative Finance Committee (Committee), I am pleased to transmit the evaluation, *Teacher and Administrator Preparation in New Mexico*. The program evaluation team followed-up on the 2006 LFC evaluation of colleges of education, reviewed the status of New Mexico's educator accountability reporting system, and analyzed relationships between teacher and administrator education programs and student performance. The report will be presented to the Committee on December 5, 2012. Exit conferences were conducted with the Public Education Department on November 20, 2012 to discuss the contents of the report. The Committee would like a plan to address the recommendations within this report within 30 days from the date of the hearing.

I believe this report addresses issues the Committee asked us to review and hope New Mexico's public education system benefits from our efforts. We very much appreciate the cooperation and assistance we received from your staff.

Sincerely,

A handwritten signature in blue ink that reads "David Abbey".

David Abbey, Director

Cc: Senator John Arthur Smith, Chairman, Legislative Finance Committee
Representative Luciano "Lucky" Varela, Vice-Chairman, Legislative Finance Committee
Representative Henry "Kiki" Saavedra, Legislative Finance Committee
Representative Rick Miera, Chairman, Legislative Education Study Committee
Ms. Frances Maestas, Director, Legislative Education Study Committee
Dr. Tom Clifford, Secretary, Department of Finance and Administration

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Number of Licensed Teachers by College of Education*

	Licensed Teachers	Percent of Total
CNM	420	1%
Eastern	1,792	4%
Highlands	1,333	3%
NMSU	2,859	6%
UNM	5,368	11%
Western	815	2%
Other**	13,077	28%
Unknown	21,758	46%
Total	47,422	

*Not all licensed teachers are actively teaching.
 **Includes teachers prepared by private, out-of-state, and other in-state institutions.
 Source: LFC Analysis

The state has invested \$59 million in mandatory salary increases through the three-tiered system since 2009.

Students Proficient or Above on the SBA, SY12

	3rd Grade	8th Grade	11th Grade
Reading	52%	54%	45%
Math	53%	42%	39%

Source: PED

The Public Education Department has not established expectations for how well teachers should improve student performance.

Teachers and principals are the most important school-based factors affecting student learning, and New Mexico’s six largest colleges of education prepare half of the state’s licensed educators. Colleges of education account for 11 percent of the state’s student credit hours, generating \$64 million in higher education funding formula revenue. Additionally, in FY12, districts and charter schools budgeted \$1.2 billion for teacher salaries and benefits, making up 50 percent of K-12 formula funding and 22 percent of total general fund appropriations. Given that more than half of K-12 students in New Mexico perform below grade level, it is vital that the state’s colleges of education prepare high quality teachers and administrators.

In 2006, the Legislative Finance Committee (LFC) evaluated five teacher preparation programs in New Mexico, finding revenues exceeded expenditures at each program, low percentages of full-time faculty, lower requirements for field work than what is considered best practice, and low requirements for passing scores on the New Mexico Teacher Assessments. While the colleges of education implemented recommendations to develop and improve the educator accountability system, minimal programmatic changes occurred and student achievement has remained disappointingly low. This evaluation assesses the progress made to implement previous recommendations, including the educator accountability system, and analyzes the relationship between teacher and administrator programs and student performance.

While slight differences exist between programs, the overall performance of teachers lags behind what is necessary to help students make “catch-up” growth. These student outcomes are partially related to low entry and licensure standards, despite attempts to attract high-quality teachers through the three-tiered licensure system. By more closely overseeing teacher quality on the front end, the Public Education Department (PED) can reduce the burden of dealing with ineffective teachers through evaluations and professional development.

This report highlights the importance of carefully selecting candidates for teacher and administrator preparation programs, raising licensure standards for educators, actively monitoring the performance of preparation programs, and connecting the higher education funding formula to educator quality. Using outcomes data, including K-12 standardized test scores and teacher retention rates, this evaluation identifies effective practices within the state’s colleges of education worth replicating statewide. These include coursework changes as well as improvements to fieldwork experiences for both teachers and administrators.

Prior to admission, teacher candidates must demonstrate academic skills generally acquired during middle school. The test's passing score is set far below average.

Several states, including Massachusetts, Pennsylvania, and Tennessee, recently raised cut scores for their teacher competency exams.

Failed Elementary Assessment Attempts Before Passing 2002 – 2012

Number of Failures	Number of Teachers
1 - 5	326
6 - 10	19
11 - 17	3
Total	348

Source: LFC Analysis

Teachers who scored 260 on the math content assessment are predicted to add an average of 1.4 points to their students' SBA scaled scores compared with teachers who earned a minimum passing score of 240.

Highlands remained on PED's list of approved teacher preparation programs in spite of losing accreditation between 2007 and 2012.

KEY FINDINGS

Low teacher admission requirements and licensure standards perpetuate low student performance Despite investments in the state's three-tiered licensure system, colleges of education continue to attract and admit academically average candidates. While the state's colleges of education do not require minimum ACT scores for admissions, the average scores of teacher candidates have not increased since the 2006 LFC evaluation.

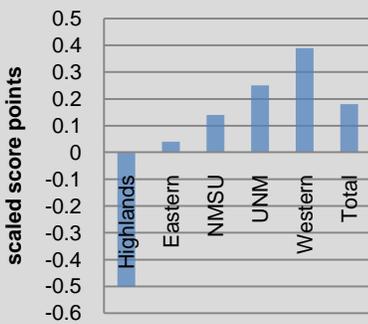
New Mexico's teacher competency exams provide little information about program quality as virtually all teachers pass. Since 2008, every institution's passage rates exceed 90 percent on the basic skills test, elementary competency test, and secondary competency test. Since being set by the State Board of Education in 2000, the passing score for all NMTA assessments remains at 240, one standard deviation below the average score of 260.

Teachers who fail an NMTA at least one time perform lower than those who pass on their first attempt. As noted in previous LFC evaluations, one way of measuring a teacher's effectiveness is calculating the difference between how well that teacher's students performed compared with expected performance. Using these value added scores, teachers who failed the elementary content knowledge assessment at least one time added less value to their students, -0.23 points, than those who passed on their first attempt, 0.3 points. Similarly, teachers who score higher on the basic skills assessment, the elementary content knowledge assessment, and the mathematics content knowledge assessment improve student achievement at higher levels.

Raising cut scores would require higher performance from prospective teachers, although New Mexico's teaching supply can withstand increases to licensure standards. New Mexico's teacher preparation programs currently supply an adequate number of completers to replace educators leaving the profession. School districts reported 1,810 teachers left the workforce between SY11 and SY12, while New Mexico's colleges of education prepared 1,277 teacher candidates during SY10. Given that half of the state's teaching force is prepared in-state, this rate of preparation currently exceeds the need. Additionally, 26 thousand out of 47 thousand licensed teachers, or 56 percent, were not actively teaching during SY12, providing a significant eligible reserve of teachers.

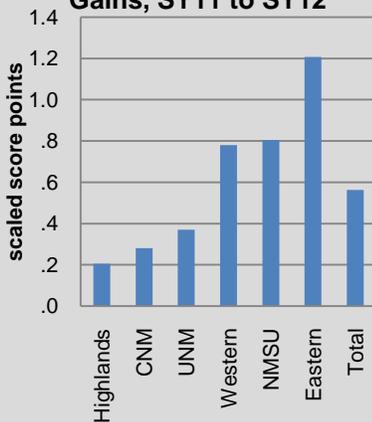
The Public Education Department could better oversee preparation programs to improve teacher quality. The PED does not use student and teacher outcome data to approve and renew educator preparation programs, unlike at least six other states that use value-added data to evaluate effectiveness. Given New Mexico's low proficiency rates, moving large numbers of students to grade-level performance will require significant gains. For example, even making two points of progress per year, it will take a student at least five years to move from the lowest performance level

Average Value-Added Score, 2012



Source: LFC Analysis

Average Reading Scaled Score Gains, SY11 to SY12



Source: LFC analysis

The 4,000 teachers the LFC surveyed referenced student-teaching and hands-on fieldwork as the courses that most prepared them for success.

to proficient. The PED has not quantified the amount of gains it expects of beginning teachers, exemplary teachers, or preparation programs.

Average value-added scores by college range from -0.5 points to 0.4 points, indicating need for overall improvement to increase student achievement. Four of New Mexico's colleges of education have positive value-added scores, while one's value-added score is negative. Alternatively licensed teachers' value-added scores, 0.4 points, are slightly higher than traditionally licensed teachers' average of 0.3 points. Similarly, looking at student scaled score gains between years also highlights differences between programs.

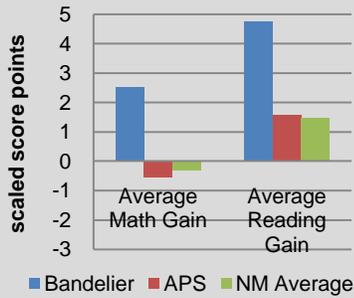
Practitioners and employers agree about recent program completers' areas of weakness, many of which could be better-addressed through coursework. According to LFC survey data, teachers report feeling least prepared to meet the needs of students with disabilities, teach English language learners, and effectively use student data. An LFC review of each college of education's syllabi identified opportunities for improvement as well as promising practices. Western and Eastern, for example, both require courses focused on use of data, while Western and Central New Mexico require all teacher candidates to complete a classroom management course. Many programs are revising reading courses based on a newly implemented licensure exam intended to measure teachers' readiness in the science of reading instruction.

High quality fieldwork produces positive student outcomes. According to an LFC survey of over 200 principals, 80 percent strongly agreed that student teaching is a critical element of teacher preparation, and 86 percent strongly agreed that strategies for effective classroom management, which are often practiced through student-teaching, are critical. However, teacher candidates are not always placed in high-quality professional-development school settings, and placement within clinical school sites often do not persist throughout fieldwork courses. UNM's Bandelier Elementary student-teaching program implements several research-based practices, including extensive collaboration, co-teaching, and selective practicum placement. Though only in its second year, Bandelier shows gains greater than the district average and high rates of teacher placement upon completion.

Increasing entrance standards, exit standards, and programmatic quality will raise administrator quality. Currently, only UNM and Western require recommendations regarding leadership potential. Additionally, selection currently focuses on years of teaching experience, rather than measures of instructional effectiveness described in previous LFC evaluations. Similar to the exams required of teachers, the administrator assessment is not an accurate indicator of preparedness, as between 2008 and 2010, 100 percent of administrator program completers passed.

As measured by school grades, differences in the quality of principal preparation are minimized when student poverty is taken into account. When comparing schools' total grade values and student growth values,

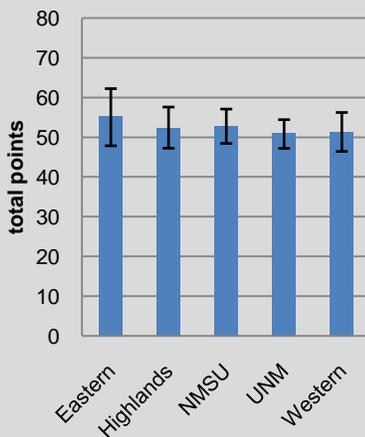
Bandelier Fifth-Grade Scaled Score Increases, SY12



Source: LFC Analysis

Administrator preparation programs are not attracting and selecting candidates with the greatest leadership potential.

Poverty-Adjusted School Grade Totals Among Administrator Preparation Programs



Source: LFC Analysis

Ten of the first 12 completers of the first APS/ UNM leadership cohort, or 83 percent, are employed as administrators, seven times the statewide placement rate of 12 percent.

statistically significant differences appear between programs. For example, Western’s principals have lower total school grade scores, 47.2 points, than principals prepared by other in-state programs, 53.9 points. After controlling for school poverty levels, however, school grade differences attributed to administrator programs shrink. Despite the overlap in school performance, practitioners and district administrators perceive school leader preparation programs differently. Based on an LFC survey, principals from NMSU and UNM report the highest levels of preparation, while district administrators most highly rate the preparation of UNM and Eastern graduates.

UNM’s principal preparation partnership with APS is a promising clinical practice worth replicating. While New Mexico’s colleges of education aligned coursework with the *Interstate School Leaders Licensure Consortium (ISLLC)* leadership standards in 2009, significant differences exist in the quality of the internships the programs require. UNM is partnering with the Albuquerque Public Schools and the New Mexico School Leadership Institute to create a preparation program that includes careful selection of candidates; coursework co-taught by Albuquerque administrators; full-time, semester-long residencies; and follow-up mentoring. Although the program is too new to measure the performance of these leaders’ schools, initial placement rates are much higher than the state average.

New Mexico’s educator reporting system can be simplified and improved by including outcomes data. While colleges of education have made progress since the 2006 LFC evaluation to develop an educator accountability reporting system (EARS) to provide the state with information about program performance, the report focuses on inputs that overlap with federal reports. Colleges of education consider the duplicate processes redundant and burdensome; the PED does not appear to rely upon EARS to assess how well the state is preparing educators; and the colleges lack access to outcomes data, such as student performance and employment retention rates. PED, however, can calculate employment retention rates and student achievement, which will encourage the colleges of education to focus on producing effective teachers who remain in the profession longer.

KEY RECOMMENDATIONS

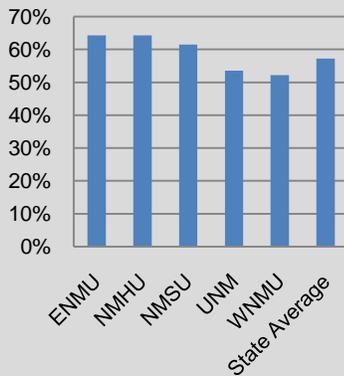
The Legislature should:

Couple increases in beginning teacher licensure standards with level I starting teacher salaries beginning in FY16.

Revise statute to substitute the federal Title II report for the educator accountability reporting system, and include student outcome and teacher retention data by college.

While statute requires PED and colleges of education to collaborate to develop the EARS report, only colleges of education have undertaken this task.

Average Three-Year Persistence Rate of Teachers Licensed in 2008 and 2009



Source: LFC

At Eastern, all elementary candidates complete coursework to receive regular and special education licensure.

The Public Education Department should:

Phase-in increases to the NMTA licensing cut scores, beginning in FY16.

With the colleges of education, the LFC, and the LESC, develop a methodology for calculating average value-added scores by institution, calculate this value-added score annually, and identify performance benchmarks for each college of education.

Consider student outcome data, educator retention data, and school grades in the program approval and renewal process.

Colleges of education should:

Raise admissions requirements, including the minimum NMTA basic skills assessment scores.

Improve and expand research-based teacher and administrator clinical experiences.

The Higher Education Department should:

Incorporate teacher preparation program outcome data and employment retention rates in the higher education performance-based funding formula.

BACKGROUND INFORMATION

In FY12, districts and charters budgeted \$1.2 billion for teacher salaries and benefits, making up 50 percent of K-12 program costs and 22 percent of total general fund appropriations. Statewide, colleges of education account for 11 percent of student credit hours, generating \$64 million in formula revenue. This evaluation focused on New Mexico's six largest colleges of education which prepare half of the state's licensed teachers and administrators.

Table 1. Number of Licensed Educators by College of Education

University	Initial Licensure Completers 2010	Percent of Total	Administrative Licensure Completers 2010	Percent of Total
CNM	102	9%	NA	NA
Eastern	100	9%	8	6%
Highlands	107	9%	35	27%
NMSU	349	30%	44	34%
UNM	427	37%	23	18%
Western	70	6%	20	15%
Total	1,155		130	

Source: LFC Analysis

Workforce trends make teacher and administrator preparation particularly critical. Nationally, the teaching population is slowly aging, and Ingersoll and Merrill (2010) predict teacher retirement will peak between 2011 and 2012. LFC analysis of Education Retirement Board data indicate 2,548 licensed New Mexico teachers, or 9 percent, retired in 2012. At the same time, a "greening" of the teaching force has occurred since the 1980s, as a quarter of all teachers now have five years of experience or less. Within the last 20 years, attrition among first-year teachers has increased by one-third, and 40 percent to 50 percent of all teachers leave within the first five years of entering the teaching profession.

Educator Accountability Reporting System (EARS) Since the 2006 LFC teacher preparation evaluation, institutions and the Legislative Education Study Committee created EARS to measure progress toward higher professional standards and financial support as required by Section 22-10A-19.2 NMSA 1978. While colleges of education continue to generate more revenue than is budgeted, this trend has lessened since the 2006 evaluation. New Mexico State University (NMSU), the University of New Mexico (UNM), and Western New Mexico University (Western) have increased the proportion of generated revenue that is allocated to colleges of education, while Central New Mexico Community College (CNM), Eastern New Mexico University (Eastern), and New Mexico Highlands University (Highlands) continue to allocate less than 50 percent of the revenue generated by education courses to their colleges of education. Among the state's institutions, colleges of education are large producers of student credit hours.

Table 2. College of Education Revenue and Expenditures, FY11

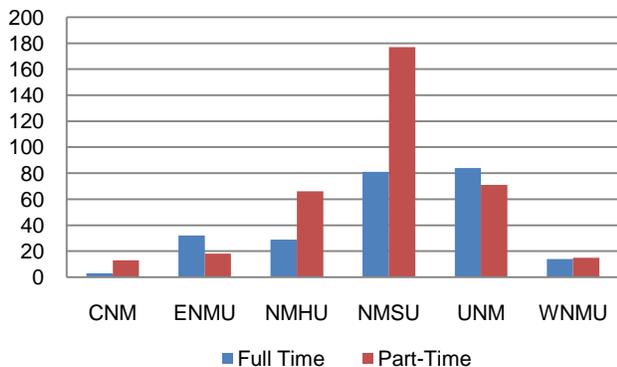
University	College Total Student Credit Hours (SCH)	College SCH as Percent of Institution Total	Adjusted Formula Revenue Generated by SCH (in thousands)	College Instructional Support Budget (with fringe benefits) (in thousands)	Expenditures per SCH (with fringe benefits)	Budget +/- Formula (in thousands)	% of Budget to Adjusted Formula Revenue
CNM	14,178	2%	\$1,696	\$715	\$50	- \$ 982	42%
Eastern	27,072	23%	\$8,219	\$3,805	\$141	- \$4,414	46%
NNMC	1,510	4%	\$378	\$576	\$382	\$199	153%
Highlands	20,652	25%	\$7,161	\$2,594	\$126	-\$4,567	36%
NMSU	48,373	11%	\$15,847	\$12,689	\$262	-\$3,158	80%
SFCC	4,035	4%	\$449	\$365	\$90	-\$84	81%
UNM	74,485	12%	\$21,605	\$16,068	\$216	-\$5,537	74%
Western	8,997	13%	\$2,623	\$1,826	\$203	-\$797	70%

Formula revenue generated is adjusted to exclude the 16.6 percent earmarked for the institution

Source: 2011 EARS

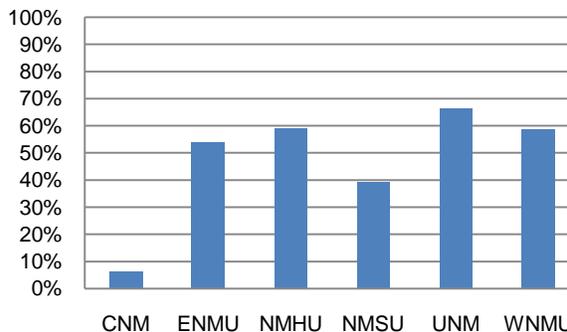
Since the 2006 LFC evaluation, the proportion of college of education faculty with doctorates has increased, though schools continue to rely on part-time faculty. Institutions tend to employ part-time faculty without doctorates to supervise clinical courses, and adjunct faculty are often current K-12 teachers.

Chart 1. College of Education Full-Time and Part-Time Faculty



Source: Colleges of Education

Chart 2. College of Education Faculty with Doctorates



Source: Colleges of Education

Faculty salaries have generally increased since the 2011 evaluation. However, in 2011, several of the colleges reported full-time entry-level salaries below statutory minimum salaries for level III teachers within New Mexico’s three-tiered system.

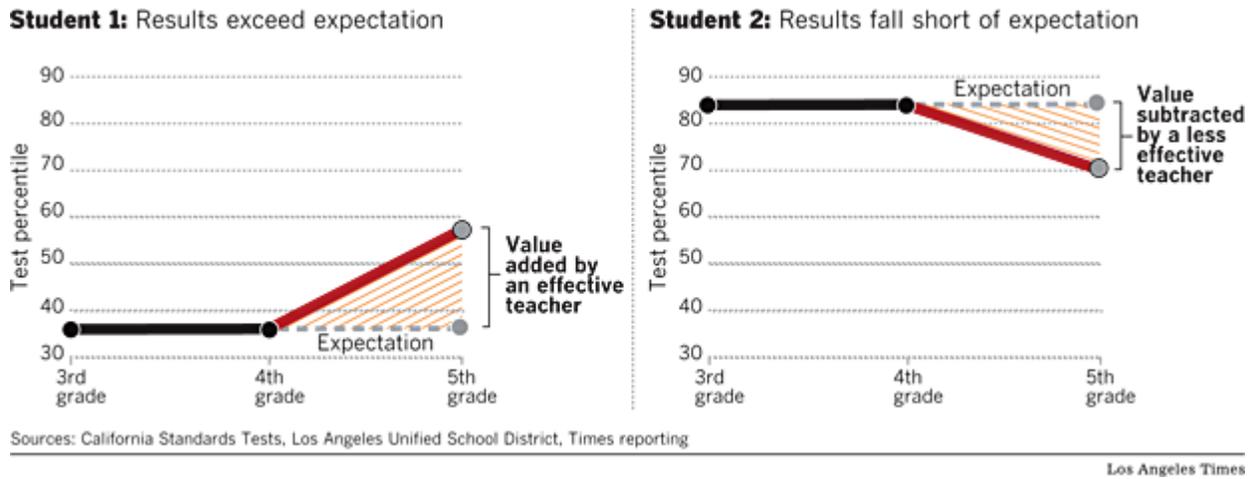
Table 3. Faculty Compensation SY10 - SY11

University	Full-Time Faculty		Part-Time Faculty
	Salary Range	Compensation per Course Range	Compensation per Course Range
CNM	\$57,273 - \$60,433	\$ 5,727 - \$6,043	\$2,563 - \$3,472
Eastern	\$42,848 - \$76,303	Salary only	\$1,341 - \$2,000
Highlands	\$59,400 - \$85,825	\$7,425 - \$10,659	\$2,926 - \$5,851
NMSU	\$53,000 - \$83,907	\$6,625 - \$10,375	\$3,510 - \$6,783
UNM	\$54,825 - \$130,549	\$6,853 - \$16,319	\$2,714 - \$6,000
Western	\$44,159 - \$63,367	Salary only	Salary only

Source: 2011 EARS

Value-Added Models. As has been done in many states and districts, New Mexico’s standards-based assessments (SBA) can be used to calculate how much a teacher adds to student performance. While numerous approaches exist, in this evaluation, two years of prior SBA scaled scores as well as free- or reduced-price lunch (FRL) status were used to predict each students’ reading and math scores for 2012 (**Appendix C**). The difference between that predicted value and the actual score, also known as a residual value, can be attributed to the influence of that student’s teacher for SY12.

Figure 1. Calculating Residual Values



By averaging residual values for each student in a teacher’s class for three years, the teacher receives a value-added score for a given school year. Some states and districts calculate these scores internally, while others, such as Tennessee, contract out the process.

FINDINGS AND RECOMMENDATIONS

LOW TEACHER ADMISSION REQUIREMENTS AND LICENSURE STANDARDS PERPETUATE LOW STUDENT PERFORMANCE

Despite investments in the state’s three-tiered licensure system, colleges of education continue to attract and admit academically average candidates. In 2012, only 51 percent of New Mexico’s students performed on grade-level in reading and only 43 percent performed on grade-level in math, as measured by the state’s standards-based assessment (SBA). The three-tiered licensure system was a strategy to recruit and retain high-quality teachers, which in turn would help improve student achievement. However, admissions standards at New Mexico’s colleges of education and the Public Education Department’s licensure requirements have remained low.

Among New Mexico’s five traditional licensing programs, schools maintain similar grade-point averages (GPA), applications, and coursework requirements for admission, though state law does not require minimum admission standards. All of the state’s traditional preparation programs require a GPA between 2.5 and 3.0 for admission. While several universities maintain minimum ACT requirements for admission, none of New Mexico’s colleges of education require minimum ACT scores. Additionally, most programs require applicants to successfully complete introductory coursework and general education courses within various content areas, such as math and English, prior to admission.

Table 4. Traditional Licensure Program Admission Requirements

University	Min. GPA	Min. Basic Skills Score	NMTA Content Test Completion	Min. ACT	Education Coursework	Content Coursework
Eastern undergraduate	2.8	240		17*	√	√
Eastern graduate	3.0	240		No	√	√
Highlands undergraduate	2.5	240		No	√	√
Highlands graduate	3	240		No	√	√
NMSU undergraduate	2.5	240	√	20*	√	√
NMSU graduate	3	240	√	No	√	√
UNM undergraduate	2.5	240		No	√	√
UNM graduate	3	240		No	√	√
Western undergraduate	2.5	240		21*	√	√
Western graduate	3	240		No		

*University admission requirement

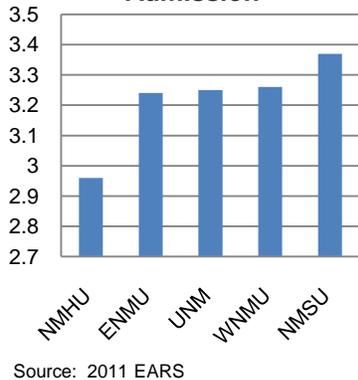
Source: 2011 EARS and 2011 Title II Reports

While alternative licensure programs generally maintain fewer specific admission requirements than traditional licensure programs, all alternative licensure programs in New Mexico require applicants to hold bachelor’s degrees and pass the basic skills assessment. Five of the eight state-approved alternative licensure programs also require a minimum GPA for admission and most of the state’s alternative programs require prior completion of university coursework within the licensure area.

ACT scores of candidates admitted to the state’s colleges of education have not increased since the 2006 LFC evaluation. None of the state’s colleges of education require minimum ACT scores for admission, unlike other schools within institutions, such as UNM’s school of engineering, which requires a minimum math ACT subtest score of 25 and English ACT subtest score of 19. Statewide, admitted undergraduates tend to report slightly lower ACT scores, 20.1, than the average scores of graduate students, 21, and alternative licensure candidates, 20.2. At NMSU, ACT scores among undergraduates, 19.4, graduates, 19, and alternative licensure candidates, 17.8, all fall below the minimum ACT score of 20 required for undergraduate admission. While national research consistently

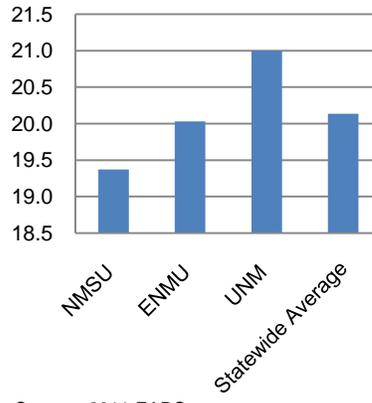
suggests colleges of education applicants tend to fall below the national average ACT score of 20, the average score of New Mexico teacher candidates, 20.1, is slightly above the state’s overall average of 19.8. Trends in the GPAs of education students across the state are similar to ACT scores and align with K-12 student performance.

Chart 3. Average College GPA of Education Undergraduates at Admission



Source: 2011 EARS

Chart 4. Average Education Undergraduate ACT Score at Admission



Source: 2011 EARS
Data not available for Highlands or Western

Table 5. Mid-Range ACT Scores of All Admitted Undergraduates

University	ACT Score Mid-Range
Eastern	17 - 23
NMSU	18 - 24
UNM	19 - 25

Source: The College Board

Establishing more stringent entrance requirements could improve prospective teacher effectiveness. Research demonstrates a correlation between teacher ACT scores and student reading achievement, though no significant impact on math was noted. A teacher with a record for high academic success adds about 4 percent to students’ average academic achievement, an amount roughly equal to the impact of a single course on how to teach reading (Kennedy, Ahn, and Choi, 2008). In response, several states, including Colorado and North Carolina, have raised admission standards, including establishing minimum GPA requirements, requiring applicants to pass a pre-professional skills test in the top 75 percent, and requiring alternative licensure programs to adhere to the minimum admission requirements of traditional programs.

In addition, New Mexico programs do not meet standards developed by the National Council for Teacher Quality (NCTQ). The NCTQ recommends requiring teacher candidates to score in the top half of all college-going students on a test such as the ACT. The NCTQ also recommends a 3.0 GPA across a minimum of four college semesters and a minimum of a 3.0 GPA in the subject area to be taught.

New Mexico’s teacher competency exams provide little information about program quality as virtually all teachers pass. Similar to most states, New Mexico’s licensure system requires the completion of a minimum of three competency examinations prior to level I licensure, including an assessment of basic skills, teacher competency, and content knowledge. Pearson Education, Inc. developed these tests, known as the New Mexico Teacher Assessments (NMTA).

All exams are scored on a scale of 300 points and administered six times each year. Teacher candidates first complete the basic skills assessment, designed to assess fundamental reading, writing, and mathematics skills generally acquired during middle school. With one exception, NMSU’s alternative licensure program, all of the state’s teacher preparation programs require teacher candidates to pass the basic skills assessment prior to admission.

To apply for a level I license, teachers must then pass the teacher competency assessment by licensure grade level, elementary or secondary, and pass a content area assessment, such as math, reading, or social studies. Beginning January 2013, Section 22-10A-7-(C) NMSA 1978 requires aspiring elementary teachers to pass an assessment of the science of teaching reading.

Since 2008, every institution's passage rates exceed 90 percent on all three tests. The 2006 LFC evaluation noted secondary competency pass rates lower than elementary pass rates, but secondary pass rates have since risen to within 3 percentage points of elementary rates. Also, low pass rates at Eastern and Highlands have increased since the 2006 LFC evaluation.

Chart 5. NMTA Basic Skills Pass Rates

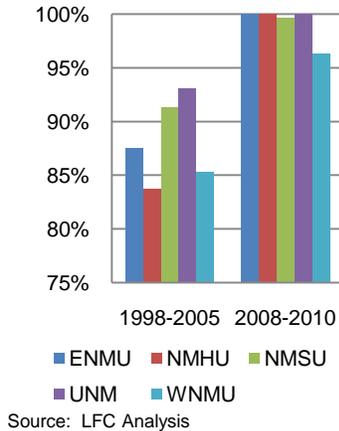


Chart 6. NMTA Elementary Competency Pass Rates

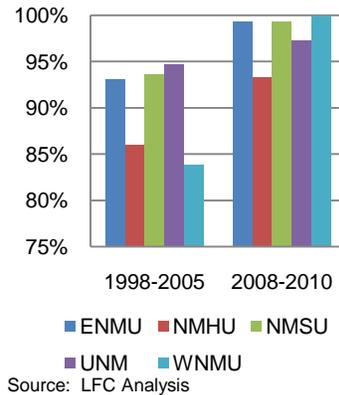
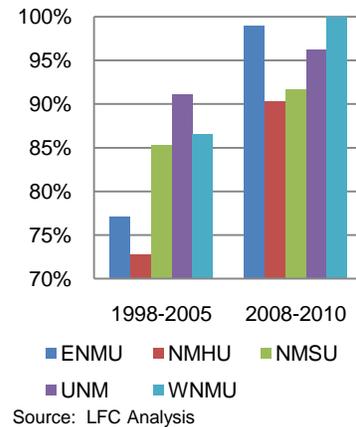
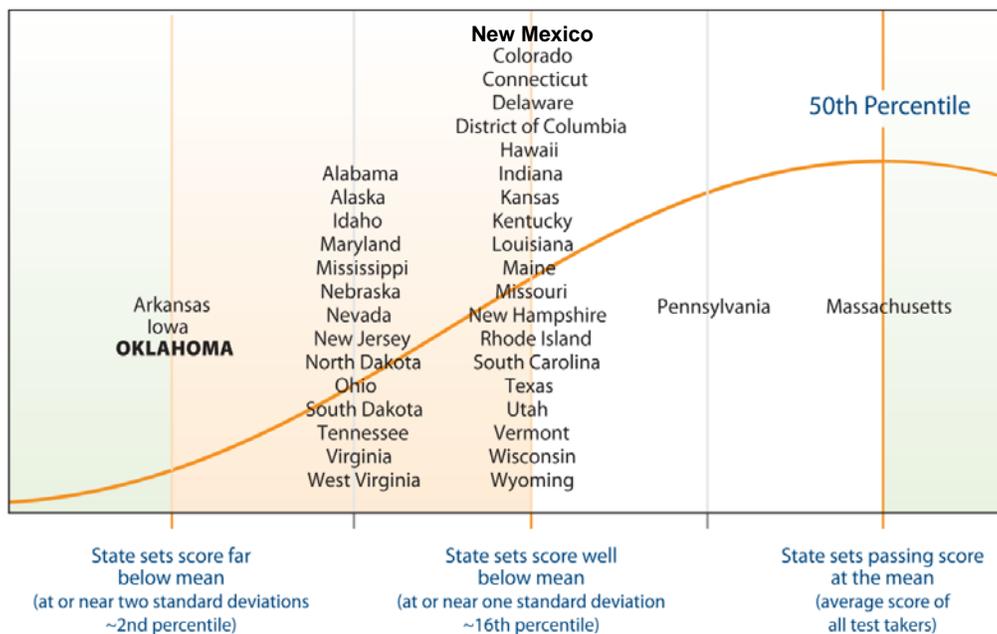


Chart 7. NMTA Secondary Competency Pass Rates



NMTA cut scores do not effectively measure teacher quality. Since being set by the State Board of Education in 2000, the passing score for all NMTA assessments remains at 240, one standard deviation below the average score of 260. While research finds a teacher's content knowledge consistently predicts student performance, New Mexico's high passage rates mask these differences. While New Mexico's passage rates are similar to the 96 percent national passage rate in 2006, several states, including Massachusetts, Pennsylvania, and Tennessee, recently raised cut scores for their teacher competency exams.

Figure 2. State Teacher Exam Cut Scores



Source: National Council on Teacher Quality

Currently, teachers may retake the NMTA’s an unlimited number of times. Of the 8,058 licensed teachers who passed the elementary content knowledge assessment between 2002 and 2012, 4 percent, or 348 failed at least one time, with 33 failing five or more times.

Table 6. Failed Elementary Assessment Attempts Before Passing 2002 – 2012

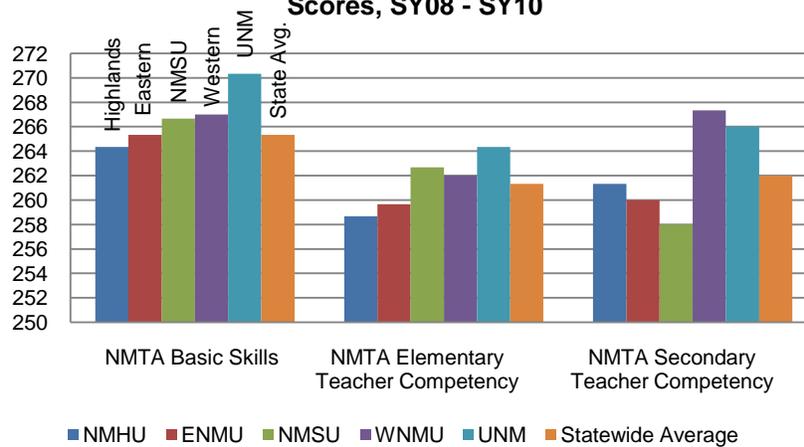
Number of Failures	Number of Teachers
1 - 5	326
6 - 10	19
11 - 17	3
Total	348

Source: LFC Analysis

Teachers who fail an NMTA at least one time perform lower than those who pass on their first attempt. For example, the average 2012 value-added score for teachers who failed the elementary content knowledge assessment at least one time, -0.2 points, is lower than the average for those who passed on their first attempt, 0.3 points.

NMTA score differences by institution follow the same trends as the differences in value-added scores. For admission, colleges of education require a passing score of 240 on the basic skills assessment, but higher scores indicate candidates more likely to be successful with K-12 students. Completers of UNM’s traditional licensure program report the highest scores on the basic skills assessment, 270, and elementary competency assessment, 264, while Western completers report the highest score on the secondary competency assessment, 267. Highlands completers report the lowest basic skills and elementary competency scores, 264 and 259, while NMSU reports the lowest secondary competency score, 258.

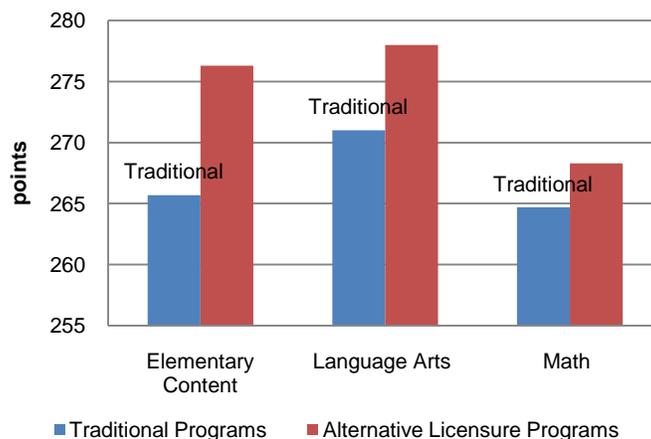
Chart 8. Traditional Preparation Program NMTA Scores, SY08 - SY10



Source: 2011 Title II Report

Pass rates and scaled scores are slightly higher among the state’s alternative licensure completers. Overall, alternative licensure completers averaged a 278 on the basic skills assessment, compared with traditional completers earning 266; similarly, alternative licensure completers average 11 points higher on the elementary content exams, seven points higher on the language arts exams, and four points higher on the math content exams.

Chart 9. NMTA Content Knowledge Assessment Scores, SY08 - SY10



Source: 2011 Title II Report

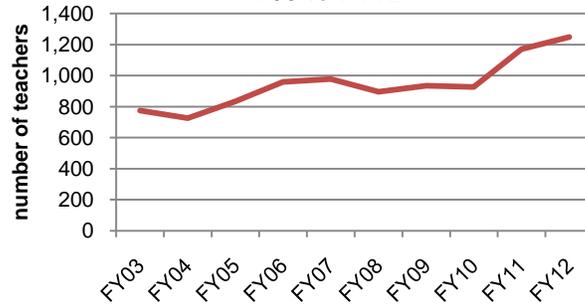
Teachers who score higher on the basic skills assessment, the elementary content knowledge assessment, and the mathematics content knowledge assessment tend to have higher value-added scores. Among the 1,365 teachers with 2012 value-added scores, scores on the basic skills, elementary content knowledge, and math content knowledge correlate to value-added scores. Raising cut scores for these assessments will likely correspond with increases in value-added scores, as teachers who earned a score of 260 on the math content assessment are predicted to add an average of 1.4 points to their students’ SBA scaled scores compared with teachers who earned a minimum passing score of 240. Similar relationships exist between teachers’ basic skills assessments and elementary content knowledge assessments.

The correlations between teacher assessment scores and value-added scores in New Mexico are consistent with national findings. According to education researcher Dan Goldhaber (2007), a standard deviation increase in teacher test performance corresponds to a 1 percent to 4 percent increase in student achievement. Similarly, the National Council on Teacher Quality recommends testing to confirm a teacher’s content knowledge and pedagogical skills with the adoption of multiple rigorous content and pedagogical skills tests.

Raising cut scores would require higher performance from prospective teachers, although New Mexico’s teaching supply can withstand increases to licensure standards. Since 2002, the average basic skills score for is 266, one standard deviation above the passing score of 240. Of the 19 thousand teachers with passing basic skills scores above 240 points, 4,349, or 23 percent, scored between 240 and 259. Similar trends exist for other elementary and secondary content assessments. Colleges of education will need to respond to higher NMTA standards by raising performance standards to ensure an adequate high-quality teacher pool.

New Mexico’s teacher preparation programs currently supply an adequate number of completers to replace educators leaving the profession. In New Mexico, as is true nationally, teacher retirement rates appear to have peaked between 2011 and 2012. Based on Education Retirement Board data, 1,248 licensed New Mexico teachers, or 3 percent, retired in 2012, while LFC analysis predicts approximately 790 teachers will retire each of the next five years.

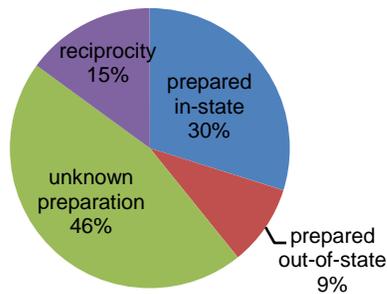
**Chart 10. Teacher Retirement
FY03 to FY12**



Source: LFC Analysis of ERB Data

Overall, schools districts report 1,810 teachers left the workforce between SY11 and SY12, while New Mexico’s colleges of education prepared 1,277 teacher candidates during SY10. Given that half of the state’s teaching force is prepared in-state, this rate of preparation currently exceeds the need.

**Chart 11. Preparation Institution
of New Mexico's Licensed Teachers**



Source: LFC Analysis of PED Data

Additionally, 26 thousand out of 47 thousand licensed teachers, or 56 percent, were not actively teaching during SY12, providing a sizeable eligible reserve of teachers.

Although New Mexico’s overall supply of teachers is sufficient, particular content areas and geographic regions experience shortages. Specifically, the state and districts identify special education, math, science, and pre-K teachers as well as positions within certain rural communities as difficult to fill. Targeted incentives could be directed to these areas of need, while overall increases to minimum starting salaries could improve the state’s ability to raise standards while attracting high-quality teaching candidates.

Recommendations

The Public Education Department should phase-in increases to the NMTA licensing cut scores, beginning in FY16.

The Legislature should couple increases in beginning teacher licensure standards with level I starting teacher salaries. To allow students and institutions to adjust for higher standards, the Legislature and PED should target implementation for FY16.

Colleges of education should raise admissions requirements, including the minimum NMTA basic skills assessment scores.

THE PUBLIC EDUCATION DEPARTMENT COULD BETTER OVERSEE PREPARATION PROGRAMS TO IMPROVE TEACHER QUALITY

The PED does not use student and teacher outcome data to approve and renew educator preparation programs. Current requirements for teacher preparation programs include 30 to 36 credit hours of professional education coursework, 24 to 26 credit hours in a teaching content area, and 14 weeks of field experience. Regulation limits alternative licensure coursework to no less than 12 credit hours and no more than 21 credit hours.

PED’s approach to teacher preparation program approval and renewal relies heavily upon evaluations from the National Council for the Accreditation of Teacher Education (NCATE). An advisory council of PED, the Professional Practices and Standards Council (PPSC), recommends renewal of preparation programs after reviewing NCATE reports. The educator preparation committee has met twice in the last year to approve several new programs, although the licensure committee has not met since 2007.

Currently, the NCATE accreditation standards PED relies upon focus on programmatic input measures, such as licensure exam pass rates and faculty qualifications (see **Appendix G**). Losing NCATE accreditation, however, does not correspond with loss of PED program approval, as Highlands remained on PED’s list of approved teacher preparation programs in spite of losing NCATE accreditation between 2007 and 2012. Additionally, PED has not identified any institution as “at-risk” or “low-performing” for federal Title II reporting. Other states, including the 13 awarded Race to the Top funds, are linking student achievement to teachers and aggregating teacher effectiveness data to the preparation level.

The PED has the capacity to link student performance to teachers and colleges of education. Other states, including Tennessee, North Carolina, Texas, and Louisiana, use value-added outcome data to evaluate the effectiveness of their colleges of education, and federal reporting will soon likely require the same approach. Ohio uses measures of teacher effectiveness within their higher education performance-based funding formula.

Of the 21 thousand teachers with active classroom assignments in New Mexico, the LFC used five years of student data to determine value-added scores for 1,365 teachers in SY12 (**Appendix C**). For the 1,365 teachers with student data from SY10, SY11, and SY12, the average value-added score is 0.3 points, meaning these teachers helped their students score 0.3 scaled score points above the students’ predicted scores.

Interpreting Value-Added Scores
 Given the low proficiency rates across the state, moving large numbers of students to grade-level performance requires significant gains. For example, students scoring at beginning steps, the lowest level, need to increase scaled scores by at least 10 points to be considered at grade-level. Even making two points of progress per year, it will take such a student five years to become proficient.

Table 7. Statewide Value-Added Scores, 2012

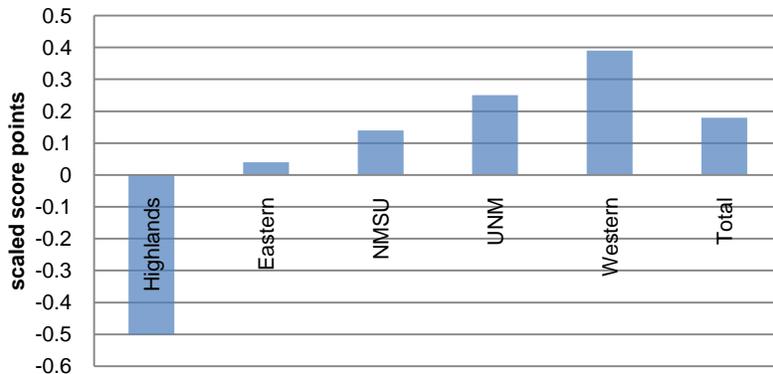
	Number of Teachers	Minimum	Maximum	Average	Std. Deviation
Mean Residual 2010	2,556	-8.6	8.2	0.1	2.2
Mean Residual 2011	2,484	-8.5	7.9	0.1	2.1
Mean Residual 2012	3,459	-9.4	10	0.2	2.0
Value-Added Score, 2010 - 2012	1,365	-5.7	7.4	0.3	1.7

Source: LFC Analysis

Average value-added scores by college range from -0.5 points to 0.4 points, indicating need for overall improvement to increase student achievement. Of teachers with less than eight years of experience, those from Eastern, NMSU, UNM, and Western add value to their students’ performance, while those from Highlands average a negative value-added score. The average value-added score for these teachers prepared in-state, 0.18 points, is

nearly identical to the average of 0.16 points for teachers prepared out-of-state. Given the state’s current proficiency rates, however, making “catch-up growth” will require higher value-added scores across New Mexico’s colleges of education.

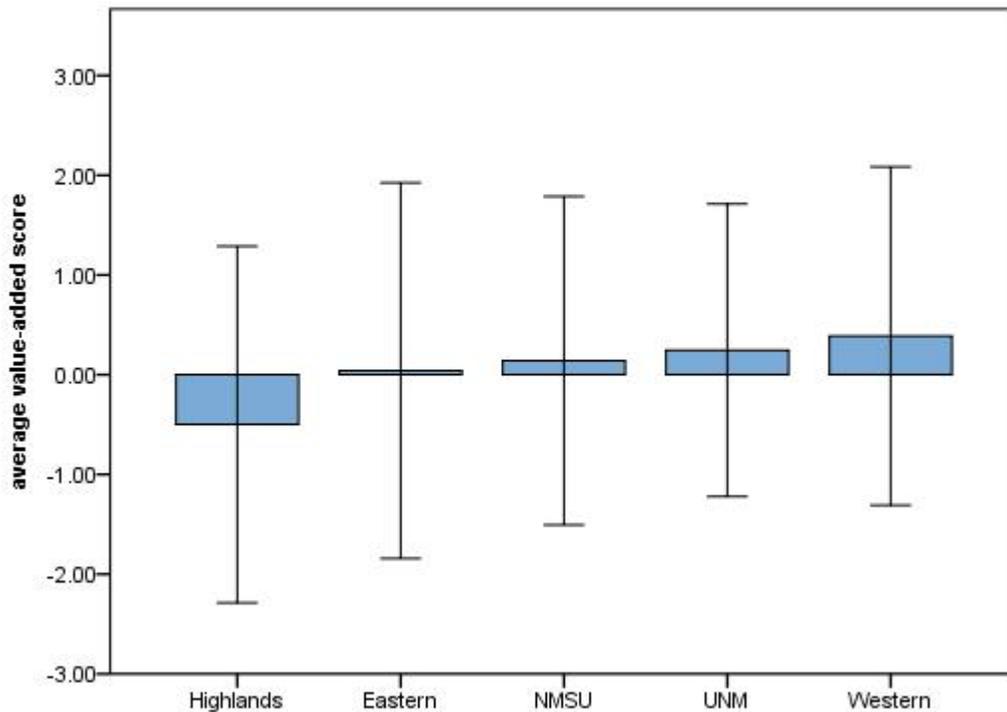
Chart 12. Average Value-Added Score, 2012



Source: LFC Analysis

Within each college, however, performance varies widely, resulting in significant overlap between schools. For example, while the average difference between Highlands and Western is 0.9 points, the range at Highlands is from -2.3 to 1.39 compared with Western’s range of -1.3 to 2.1.

Chart 13. Range in Value-Added Scores between College, 2012

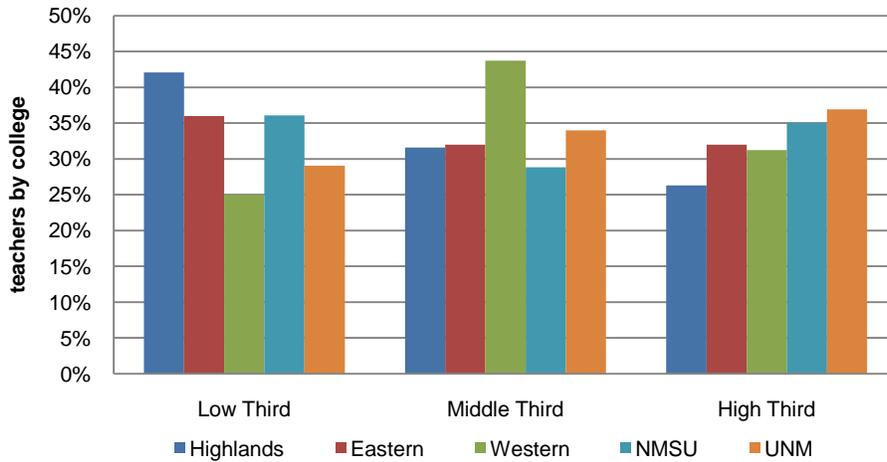


Source: LFC Analysis

Error Bars: +/- 1 SD

To interpret these differences, some states, such as Tennessee, compare colleges by ranking teachers into performance groups. When the 548 teachers in this analysis are similarly sorted into thirds, the distribution is unequal. At UNM, for example, 37 percent of teachers perform in the highest third, compared with 26 percent of Highlands’s teachers; also, Western has a higher percentage of teachers performing in the middle third, 44 percent, than at either the low end, 25 percent, or the high end, 31 percent.

Chart 14. Value-Added Distribution by College, 2012



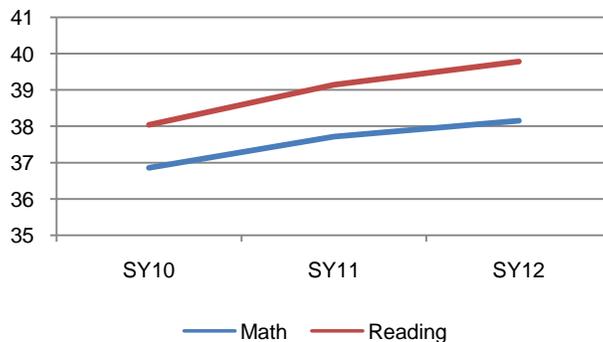
Source: LFC Analysis

These differences between colleges highlight the importance of carefully selecting candidates, raising licensure standards, improving program quality, and creating incentives within the higher education funding formula.

On average, alternatively licensed teachers’ value-added scores are higher than traditionally licensed teachers. The average value-added score for an alternatively licensed teacher in New Mexico is 0.4, compared with an average value-added score for traditionally licensed teachers of 0.3. In 2012, 11 percent, or 3,173 of the teachers licensed in New Mexico, completed alternative programs, which allow candidates who have already earned a bachelor’s degree to earn a teaching certificate by completing coursework in how to teach.

Student gains in scaled scores also highlight differences between programs. In SY12, the average SBA scaled reading score for all students was 39.8, with 40 considered proficient, while the average scaled math score for all students was 38.2.

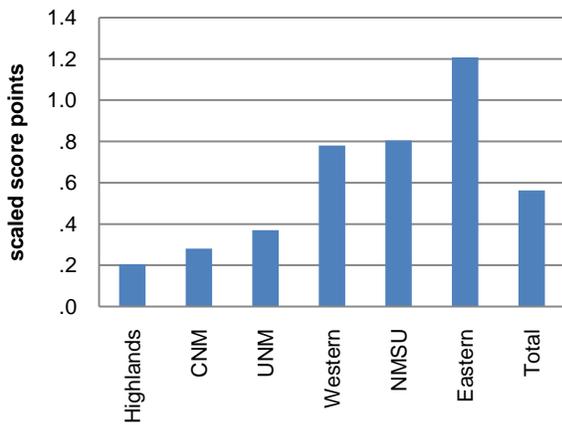
Chart 15. Average SBA Scaled Scores, Teacher Prep Cohort



Source: LFC Analysis

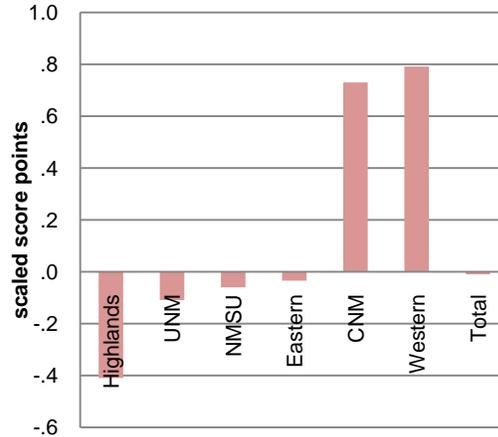
Year-to-year, changes in scaled scores indicate relative growth, with the same score from one year to the next representing one expected year of growth. From SY11 to SY12, Eastern prepared teachers whose students made the greatest average scaled score gains in reading, 1.2 points, while Western prepared teachers whose students made the greatest average scaled score gains in math, 0.8 points. Highlands had the lowest average gains in reading, 0.2 points, as well as math, -0.4 points.

Chart 16. Average Reading Scaled Score Gains, SY11 to SY12



Source: LFC analysis

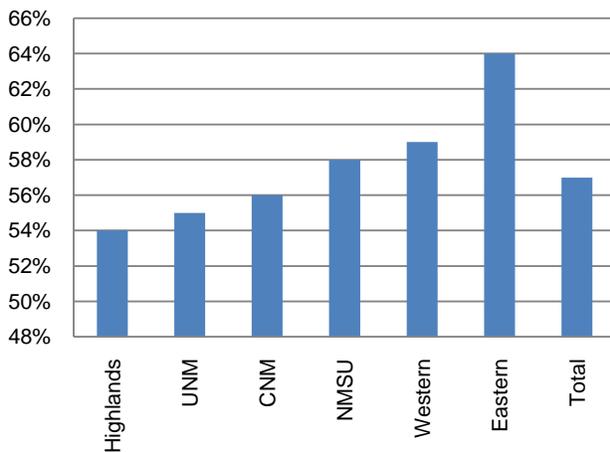
Chart 17. Average Math Scaled Score Gains SY11 to SY12



Source: LFC Analysis

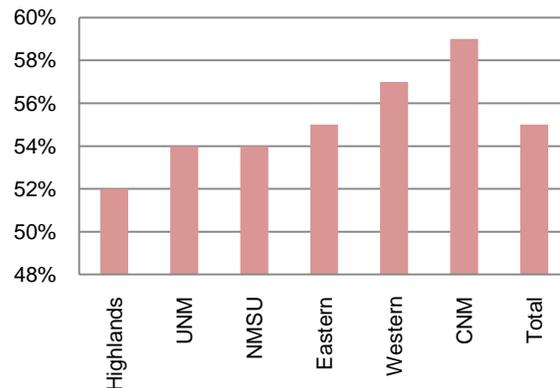
The percentage of students who made one year’s worth of growth by school shows similar trends: Eastern has the highest percentage in reading, 64 percent; CNM has the highest percentage in math, 59 percent; and Highlands has the lowest percentages in reading, 54 percent, and math, 52 percent. Statewide, 57 percent of students grew by at least one year in reading and 55 percent grew by at least one year in math.

Chart 18. Students with at Least One Year of Reading Growth SY11 to SY12



Source: LFC Analysis

Chart 19. Students with at Least One Year of Math Growth SY11 to SY12



Source: LFC Analysis

Practitioners and employers agree about recent program completers’ areas of weakness, many of which could be better-addressed through coursework. According to LFC survey data, teachers report feeling least prepared to meet the needs of students with disabilities, teach English language learners (ELL), and effectively use student data (**Appendix E**). These reflections are important because self-perceptions of effectiveness often drive decisions to stay in the profession (Kee, 2012).

Additionally, principals agree preparation is weakest in the same three areas that teachers identified, though principals reported traditional program completers are more adequately prepared than completers of alternative licensure programs. Principal agreement tended to be highest for NMSU completers and lowest for alternative licensure completers.

Table 8. Principals Who Agree Teachers are Well or Sufficiently Prepared to Meet Teacher Expectations

University	Manage the Classroom	Teach Reading	Teach Math	Support Students with Disabilities	Teach English Language Learners	Use Student Data
Eastern	77%	88%	86%	76%	72%	73%
Highlands	74%	78%	77%	64%	74%	67%
NMSU	81%	91%	90%	79%	79%	75%
UNM	77%	86%	89%	73%	73%	74%
Western	75%	87%	88%	67%	73%	71%
Alternative Licensure	43%	57%	59%	38%	38%	53%

Source: LFC Survey

Educator preparation programs generally fail to meet standards of high quality regarding data and assessment preparation, but a few programs demonstrate rigorous and authentic preparation. Research-based best practices call for teachers to frequently assess students, analyze data, and adjust instructional strategies to drive student achievement. While colleges of education should integrate data analysis into coursework, an LFC review of course syllabi suggests New Mexico’s teacher preparation programs do not fully meet the best practices outlined in the National Council of Teaching Quality’s *Linking Assessment and Instruction Innovative Configuration*. Often, teacher-candidates completing special education licensure programs receive more extensive preparation to use student data than teachers preparing for elementary or secondary licensure.

However, several colleges better prepare students to use data. Western, for example, requires all traditional teacher candidates to complete an assessment course, while Eastern’s blended elementary and special education program serves as a model of rigorous preparation in data-driven instructional practices because teacher candidates perform several diagnostic assessments, analyze results, and develop intervention strategies accordingly.

Table 9. College of Education Data and Assessment Coursework

Criteria	CNM	Eastern	Highlands	NMSU	UNM	Western
Course Devoted to Data/ Assessment	√	√*	√*			√
Technical Topics Related to Data and Assessment		√*	√*	√*		√
Types of Assessments		√*	√*	√*		√
Issues Related to Assessing Diverse Populations		√*	√*	√		√*
Teacher Candidates Design Assessment	√	√	√	√	√	√
Candidates Conduct a Diagnostic Assessment	√*	√	√*		√*	√*
Candidates Analyze Student Work	√	√	√	√	√	√
Candidates Analyze Student Data Over Time	√	√	√*	√	√*	√
Candidates Analyze Student SBA Data			√*			√

* included in courses not required for all programs

Source: LFC Analysis of Syllabi Provided by Colleges of Education

Special education teachers are most likely to receive extensive preparation in classroom management, and several programs devote more time to developing teachers' classroom management skills. Classroom management plays a crucial role in student achievement and can significantly influence the persistence of novice teachers in the profession (Ingersoll and Smith, 2003). Based on an LFC review of course syllabi for traditional licensure programs, coursework falls short of the practices outlined by the National Council of Teacher Quality's *Classroom Organization and Behavior Management Innovation Configuration*. Only Western and CNM require all teacher candidates to complete a classroom management course. Other programs primarily address classroom management through reflection during field experiences, a potentially research-based practice.

Table 10. Classroom and Behavior Management Coursework

Criteria	CNM	Eastern	Highlands	NMSU	UNM	Western
Classroom/ Behavior Management Course	√	√	√*	√*		√
Curriculum Addresses Classroom Environment	√	√	√*	√		√
Curriculum Addresses Conveying Expectations	√	√	√*	√*	√	√
Curriculum Addresses Behavior Reduction Strategies	√	√	√*	√	√	√
Teacher Candidates Develop a Classroom Management Plan		√*	√*	√*	√	√

*Coursework not required for all programs

Source: LFC Analysis of Syllabi Provided by Institutions

Programs generally prepare teacher candidates to serve the needs of English language learners (ELL) and other exceptional populations, but special education candidates have more opportunities to apply these skills. Previous LFC evaluations highlighted the achievement gaps observed among New Mexico's ELL and special education students, reflecting the challenges teachers face improving educational outcomes for these populations. All of New Mexico's traditional licensure programs require general education teacher candidates to complete an introductory special education course, but few purposefully integrate special education coursework with fieldwork practices. Eastern, however, has blended its elementary and special education programs so candidates complete fieldwork to practice teaching in multiple settings, and Western's special education course includes a fieldwork component.

Table 11. ELL and Special Education Courses and Activities

Criteria	CNM	Eastern	Highlands	NMSU	UNM	Western
ELL Course Required		√	√*		√*	√
Curriculum Includes Characteristics and Research Related to ELL Students	√	√	√*	√	√*	√
Candidates Learn and Practice ELL Strategies	√	√*	√*	√	√*	√
Fieldwork Ensures Work with ELL Students		√	√*	√*	√*	
SPED Class Required		√	√	√	√	√
Curriculum Includes Characteristics and Research Related to Students with Disabilities		√	√	√	√	√
Candidates Learn SPED Strategies and Accommodations	√	√*	√	√	√	√
Fieldwork Ensures Work with Students with Disabilities		√*	√	√*		√

*Coursework not required for all programs (elementary and secondary). Courses required only for Teaching English as a Second Language or special education licensing programs not counted in this matrix.

Source: LFC Analysis of Syllabi Provided by Institutions

Few New Mexico teacher preparation programs require candidates to take a class in how to teach English language learners, and elementary teachers are more likely than secondary teachers to complete such a course. Several universities require teacher candidates to complete multicultural education coursework, but these courses focus upon issues of diversity and social justice rather than the characteristics of language acquisition or strategies that

support ELL students. Colleges of education often integrate strategies for serving ELL students by requiring candidates to detail modifications in lesson plans. Western provides a model for promising ELL preparation, as all teaching licensure candidates complete a multicultural education course and an ELL methods course.

A newly implemented reading exam is intended to measure teachers' readiness in the science of reading instruction. New Mexico's School Personnel Act requires teachers seeking an elementary or special education license to complete six credit hours of reading methods coursework and teachers seeking a secondary license to complete three hours. According to the state's 2010 *Study Reading Curricula in Teacher Education, HJM16*:

- Despite wide variance in program quality, every program showed room for improvement in one or more areas;
- Many New Mexico teacher education programs “missed the target in addressing the science of reading instruction to a disappointing degree”; and
- New Mexico should rigorously assess teacher candidate knowledge of how to teach reading through an examination.

New Mexico's colleges of education have since changed reading methods curricula and beginning in January 2013, elementary teacher licensure candidates must pass a rigorous reading assessment. Results of this assessment will provide additional evidence about the quality of reading methods courses.

High quality fieldwork produces positive student outcomes. Student teaching is funded between \$133 and \$635 per credit hour, depending on the course level, with student teaching coursework generating \$1.7 million in funding formula revenue in SY11. Research shows first-year teachers who graduate from programs actively involved in selecting field placements, with minimum experience levels for cooperating teachers, and requiring supervisors to observe student teachers at least five times have higher student achievement than those whose field experiences do not meet these criteria. Other research-based field experiences practices include the following:

- Require teacher candidates to demonstrate beginning teacher competence prior to student-teaching placement;
- Integrate fieldwork throughout the preparation curriculum;
- Place field experience students in high-poverty, high-performing school placements;
- Provide field experience students with written and oral feedback opportunities after frequent observations by clinical faculty;
- Provide year-long student-teaching experiences; and
- Evaluate teacher candidates based on student learning data (Boyd et al, 2009).

These practices require greater oversight and rigor than the standards detailed by the National Council for Accreditation for Teacher Education (NCATE), which all New Mexico colleges of education currently hold. Student achievement data as well as feedback from practicing educators suggests existing fieldwork experiences are insufficient.

Teachers and practitioners consistently rank field experiences as crucial in the development of novice educators. According to an LFC survey of over 200 principals, 80 percent strongly agreed that student teaching is a critical element of teacher preparation, and 86 percent strongly agreed that strategies for effective classroom management, often practiced through student-teaching, are critical. Principals tended to rate student teaching as more critical than content knowledge (**Appendix E**).

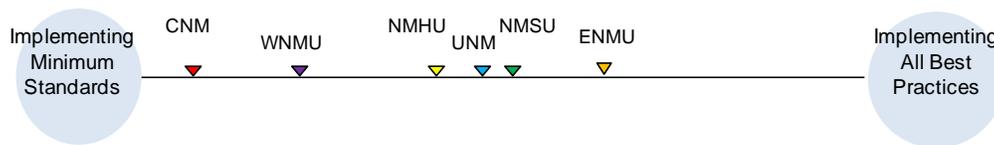
“Actually teaching in the classroom is what provided me with the best preparation – courses helped and provided some theoretical background, but it was the practice of teaching that did it.”

Teacher response from LFC survey

Similarly, the 4,000 teachers surveyed referenced student-teaching and hands-on fieldwork as the courses that most prepared them for success.

Though New Mexico’s teacher preparation programs generally exceed minimum field experience standards articulated in administrative rule and NCATE accreditation, schools fall short of fully implementing research-based best practices. At Eastern, Highlands, and UNM, cooperating teachers must meet minimum experience requirements prior to serving as supervisors, and Eastern and UNM student-teachers appear to receive more frequent, structured observations and debriefing sessions with faculty supervisors and cooperating teachers than candidates in other programs. However, candidates are not always placed in professional-development school settings, and placement within clinical school sites often do not persist throughout fieldwork courses (see **Appendix F** for the scoring rubric and supporting research). Additionally, student-teaching structure varies among alternative licensure programs because teacher candidates often teach full-time while completing coursework.

Chart 20. Progress Toward Implementing Student Teaching Research-Based Best-Practices



Source: LFC Analysis

While several colleges of education have adopted site-based models, research suggests some models are more effective than others. Eastern, NMSU, and UNM, for example, have moved all or parts of fieldwork courses to public school sites, providing clinical settings for practicum coursework. This involves closer collaboration with districts and schools, but these models generally do not persist throughout fieldwork or are not available to all teacher candidates. One example of a promising site-based model is UNM’s partnership with Bandelier Elementary. UNM integrates fieldwork at Bandelier to provide rigorous and meaningful experiences for teacher candidates. This model is unique because of the extensive collaboration between Bandelier Elementary and UNM, the number of student-teachers at the site, continuous teacher-candidate placement within a single school site, and selective practicum placement.

In SY12, the SBA math and reading gains of Bandelier’s fifth grade students, all co-taught by UNM student-teachers, were significantly higher than other fifth graders in Albuquerque Public Schools (APS) and the state.

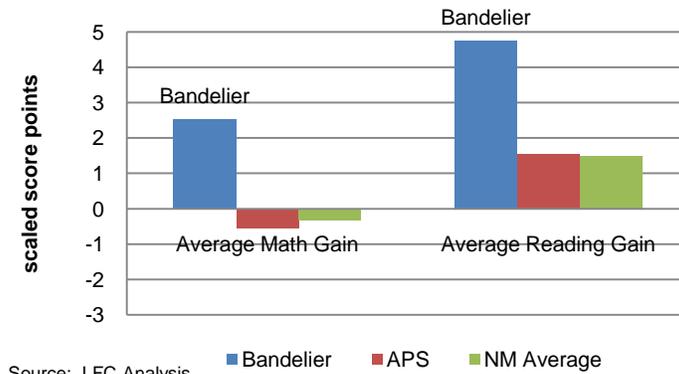
Table 12. Bandelier Fifth Grade SBA Gains, SY12

5 th Grade Cohort	Students Who Grew in Math	% Who Grew in Math	Students Who Grew in Reading	% Who Grew in Reading
Bandelier	37	64%	46	78%
APS	3,072	57%	2,919	57%

Source: LFC Analysis

While students in APS grew 1.6 scaled score points in reading and lost 0.6 scaled score points in math between their fourth- and fifth-grade years, fifth-grade students at Bandelier Elementary grew an average of 4.8 scaled score points in reading and 2.5 scaled score points in math.

Chart 21. Bandelier Fifth-Grade Scaled Score Increases, SY12



UNM also reports Bandelier student-teachers experience less “praxis shock,” or the feeling of being underprepared that many new first-year teachers report. Finally, placement rates of Bandelier teacher-candidates suggest program completers possess the skills principals seek in new teachers. Ten of 12, or 83 percent, of UNM students in the first Bandelier cohort were immediately hired, compared with the first-year placement rate of 44 percent among all newly licensed teachers in 2011.

Recommendations

The Public Education Department, with the colleges of education, the LFC, and the Legislative Education Study Committee, should develop a methodology for calculating average value-added scores by institution, calculate this value-added score annually, and identify performance benchmarks for each college of education.

The Public Education Department’s Professional Practices and Standards Council should review student outcome data and educator retention data to supplement NCATE institutional reports in the program approval and renewal process.

The Higher Education Department should discontinue funding programs that lose state approval.

The Higher Education Department should identify options for incorporating teacher preparation program outcome data and employment retention rates in the higher education performance-based funding formula through the funding formula task force.

Colleges of education should improve and expand research-based teacher clinical experiences for traditional licensure programs, including:

- cluster student teachers at high-poverty, high-performing sites;
- require student-teacher candidates to complete a selective placement process demonstrating basic teacher competencies prior to student-teaching approval;
- select mentor teachers with demonstrated records of student achievement;
- offer on-site instruction and professional development for all staff at student-teaching sites;
- require a minimum of five formal student-teaching observations coupled with opportunities for feedback from supervising faculty; and
- adopt co-teaching strategies.

INCREASING ENTRANCE STANDARDS, EXIT STANDARDS, AND PROGRAMMATIC QUALITY WILL RAISE ADMINISTRATOR QUALITY

Admission standards and licensure requirements are not preparing school leaders with the greatest potential. State law does not establish admission requirements for administrative licensure programs, though research suggests that recruitment and selection are central components in the program design of highly effective school leadership programs (Darling-Hammond et al., 2007). Principal preparation also matters, leading New Mexico’s colleges of education to adopt and streamline coursework to align with the *Interstate School Leaders Licensure Consortium* (ISLLC) leadership standards in 2009. As a result, the core courses completed by principal candidates are similar across programs, though considerable qualitative differences in administrative internships exist. While regulation requires only that administrators complete 180-hour internship over the course of a year, research suggests internship quality, particularly a residency model, plays a key role in the development of school leaders.

In New Mexico, administrator programs generally maintain low admission requirements. Admission practices could better identify candidates by relying on recommendations that strategically identify candidates with leadership potential. Currently, only UNM and Western require recommendations from a supervisor or individual who can discuss the candidate’s leadership potential. Also, selection focuses on years of teaching experience, rather than measures of instructional effectiveness described in previous LFC evaluations.

Eastern and UNM require a level II license, while Highlands does not specify years of teaching experience or licensure requirements for admission. All of the state’s administrative licensure programs require a 3.0 GPA for admission.

Table 13. Administrator Preparation Program Admission Requirements

University	GPA	Minimum Years Teaching Experience	Licensure Level	Other Requirements (recommendations, essays, resume)
Eastern	3.0	6	II	√
Highlands	3.0			√
NMSU	3.0	3		√
UNM	3.0	4	II or III	√
Western	3.0			√

Source: 2011 EARS

Administrator licensure requirements limit the supply of highly qualified school leaders. Obtaining an administrative license in New Mexico requires a minimum of six years teaching experience or seven years for out-of-state applicants. In contrast, Texas and Oklahoma require only two years and Colorado and Arizona each require three years.

By the time candidates are eligible for administrative licensure, they earn more per day as level III teachers than as an entry-level principal. Based on typical contract lengths for each position and the statutory minimum annual salaries of \$50 thousand for level III teachers and \$60 thousand for elementary principals, level III teachers earn a minimum of \$278 per day compared with \$273 per day for elementary principals. Opportunities for administrative licensure earlier in an educator’s career would lessen these pay differentials.

Between 2008 and 2010, 100 percent of all administrator program completers passed the administrator assessment. In addition to level III licensure, administrator candidates must pass the educational administrator assessment, which is also developed by Pearson Education, Inc. and has a cut score of 240 out of 300. Pass rates and scaled scores for Highlands and NMSU, the two largest producers the state’s administrators, were missing from the 2011 Title II report.

Table 14. New Mexico Educational Administrator Assessment Pass Rates, 2008 - 2010

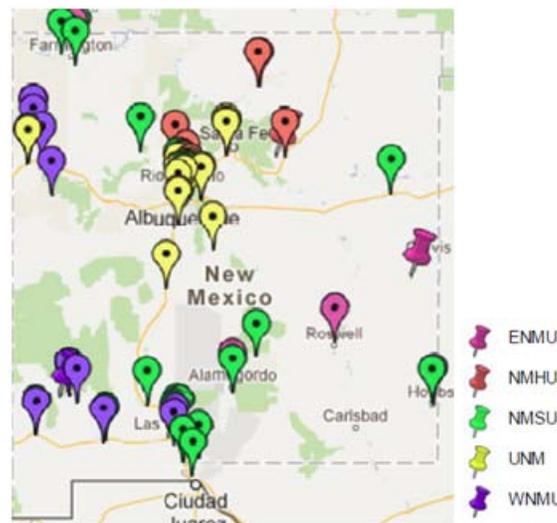
University	First-time Pass Rate	Average Scaled Score
Eastern	100%	NR
Highlands	NR	NR
NMSU	NR	NR
UNM	100%	271
Western	100%	264.5
Statewide	100%	262.3

Source: 2011 Title II Report

As measured by school grades, differences in the quality of principal preparation are minimized when student poverty is taken into account. While New Mexico’s school grading system allows principal effectiveness comparisons, after controlling for student poverty, most of the differences in preparation programs even out (see **Appendix D** for a description of the principal population and methods for this analysis).

Principals tend to serve in communities surrounding the college that prepared them for school leadership. The geographic nature of principal placement leads certain administrator programs to produce candidates who tend to serve in areas with higher levels of poverty than others.

Figure 3. Placement of Principals Prepared by New Mexico Institutions



Source: LFC Analysis

Principals prepared by Western, in particular, tend to serve in schools with higher levels of poverty than principals prepared by other administrator preparation programs in the state.

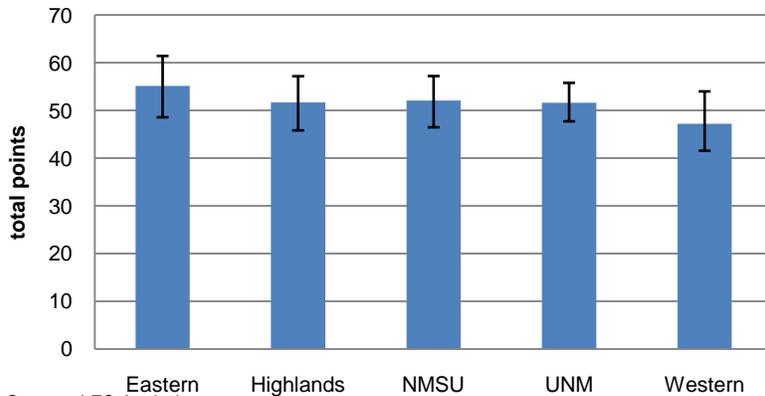
Table 15. FRL Levels by Principal Preparation Program, 2011

	Principals in Schools with <50% FRL	Principals in Schools with 50-75% FRL	Principals in Schools with 75-100% FRL	Average FRL
Eastern	2	2	4	66%
Highlands	4	3	9	68%
NMSU	4	10	8	68%
UNM	11	11	11	63%
Western	0	2	17	82%
Statewide Total				66%

Source: LFC Analysis

Differences in SY12 school grade totals attributed to administrator preparation programs exist but are less meaningful when poverty is taken into account. When comparing schools' total grade values and student growth values, statistically significant differences appear between programs. For example, Western's principals have lower total school grade scores, 47.2 points, than principals prepared by other in-state programs, 53.9 points.

Chart 22. Average School Grade Total by Administrator Preparation Institution Before Adjusting for Poverty



Source: LFC Analysis

Error bars represent 95% confidence intervals

Source: PED

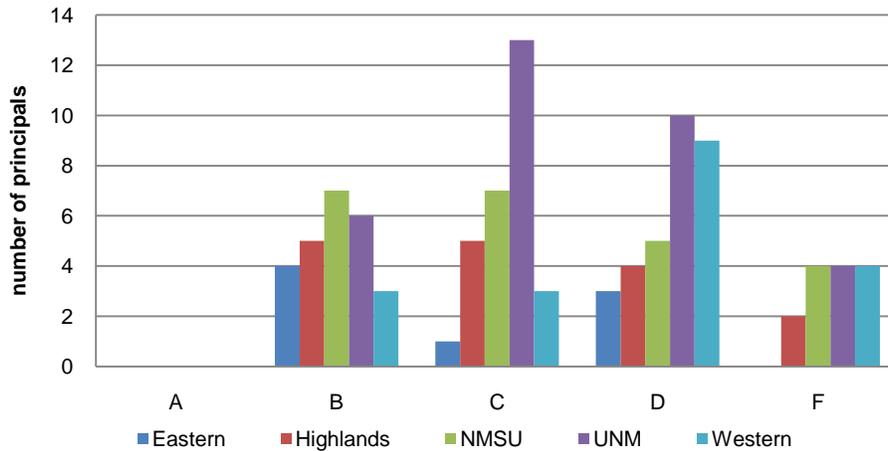
Table 15. School Grades

Total School Grade Points	Letter Grade
75.0 - 100.0	A
60.0 - 74.9	B
50.0 - 59.9	C
37.5 - 49.9	D
0.0 - 37.4	F

Source: PED

Of the sampled principals, administrators from Highlands and Eastern tend to serve schools with higher school grade totals; 63 percent of the principals associated with each school earned B's or C's, whereas 68 percent of the principals prepared by Western serve at schools earning D's or F's. However, principals from administrator preparation programs with lower school grade totals also serve in schools with higher poverty levels.

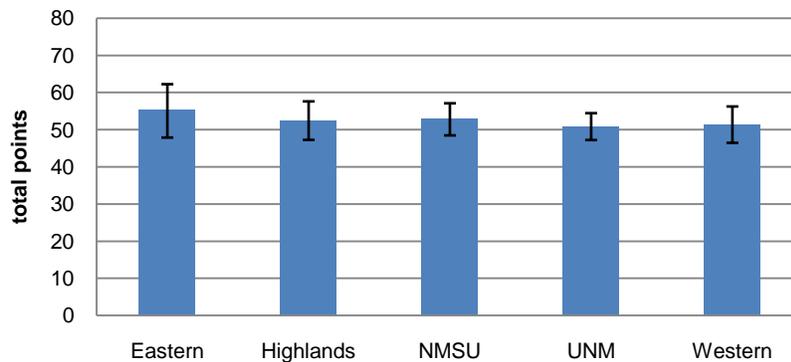
Chart 23. Distribution of School Grade Totals Among Principal Sample



Source: LFC Analysis

After controlling for school poverty levels, school grade differences attributed to administrator programs shrink. The adjusted school grades reported below estimate a college’s average total school grade at the state’s average poverty level of 66 percent. Even after controlling the effect of poverty level on school grades, school grade-point values sorted by preparation program differ, but these estimates overlap among colleges and are quite small.

Chart 24. School Grade Totals Among Administrator Preparation Institutions After Adjusting for Poverty

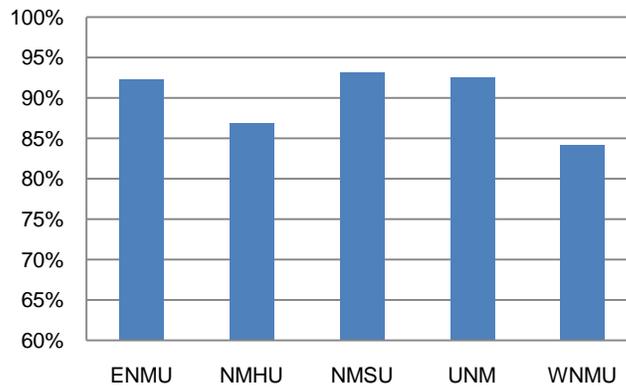


Source: LFC Analysis

This trend, the reduction of significant differences after controlling for the effects of poverty, is also true for sub-categories within school grades, including current status and growth of both high-performing and low-performing students. However, the relationship between administrator preparation colleges and the growth of a school’s top three student quartiles is statistically significant for elementary principals.

Despite the overlap in school performance, practitioners and district administrators perceive school leader preparation programs differently. Based on an LFC survey of New Mexico’s administrators, principals from NMSU, UNM, and Eastern report the highest levels of preparation (**Appendix E**).

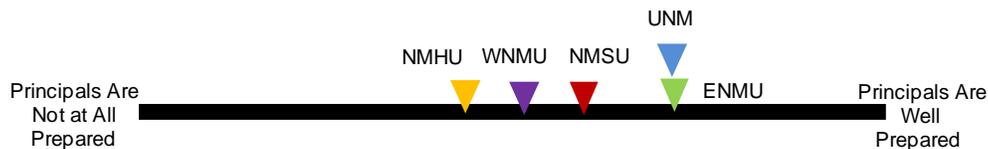
Chart 25. Principals Who Agree They Were Well or Sufficiently Prepared Overall



Source: LFC Survey

District administrators rate UNM and Eastern graduates as best prepared overall among principals prepared in-state, but the survey did not show significant differences within specific competencies.

Figure 4. Average Level of District Administrator Response to the Following Question:
"What is your overall evaluation of how well the institution prepares principals to effectively lead schools?"



Source: LFC Survey

Survey data tended to mirror trends observed in the analysis of student outcome data. Schools with higher ratings tended to produce greater student growth, and schools with lower ratings tended to produce less student growth.

UNM’s principal preparation partnership with APS is a promising clinical practice worth replicating across the state. The Alliance of Leading and Learning (ALL) is a new principal preparation partnership between UNM, APS, and the New Mexico School Leadership Institute (NMSLI). Among the 13 members of the first cohort, 12 gained administrative licensure and ten are now employed as assistant principals or deans in high-need schools. This placement rate is seven times higher than the statewide rate of 12 percent in 2012. Recent research funded by the Wallace Foundation supports aspects of ALL, including a careful selection process; full-time, semester-long residencies; and follow-up mentoring.

The Alliance of Leading and Learning can guide improvements among other programs. UNM, APS, and the NMSLI developed this federal grant-funded partnership to improve student success by carefully selecting principal candidates, identifying administrative mentors with records of student success, and matching these mentors with principal candidates. APS administrators co-teach all coursework with university faculty. Co-teachers receive grant-funded stipends, and their instruction enables future principals to connect theory with practice. After coursework, principal candidates complete a semester-long, full-time internship alongside mentor principals. APS provides long-term substitutes to fill the classroom positions of these principal interns at a cost of \$9,700 per

candidate. This approach starkly contrasts other schools of education that have moved toward entirely online internships in which interns complete logs documenting activities while maintaining full-time positions.

The program's most significant costs are operational and mentorship support, including the salaries of a program manager, district mentor principal, administrative assistant, and NMSLI staff. Staff plan to track the program's success by measuring completers' administrator retention rates and could also track school performance for each completer.

Recommendations

The Public Education Department should raise licensure cut scores for administrators.

The Public Education Department should link public school grades to administrator preparation institutions and consider this data during administrator program approval and renewal.

Colleges of education should improve and expand research-based administrator clinical experiences, including:

- strategically recruit and select principal candidates with the greatest leadership potential;
- require full-time, semester-long residency for principals; and
- partner with districts to develop and support principal residency and mentoring programs.

The Legislature should reduce minimum teaching requirements to obtain an administrative license.

NEW MEXICO'S EDUCATOR REPORTING SYSTEM CAN BE SIMPLIFIED AND IMPROVED BY INCLUDING OUTCOMES DATA

The educator accountability reporting system (EARS), designed to provide the state with information about program performance, primarily includes inputs that overlap with federal reports. In response to the 2006 LFC evaluation of teacher preparation programs, the state initiated the educator accountability reporting system to provide an annual update of how well colleges are preparing educators from pre-entry to post-graduation.

Expanded with data on administrator preparation, the EARS report is to include demographic and performance characteristics of students and program completers, hiring and retention data, and financial measures. While statute requires PED and colleges of education to collaborate to develop the EARS report, only colleges of education have undertaken this task.

EARS data replicates information included in federal Title II reports. Although much of the EARS report is similar to information annually submitted to the U.S. Department of Education, differing data definitions require institutions to recalculate the same measures. Colleges of education consider the process redundant and burdensome, and the PED does not appear to rely upon EARS to assess how well the state is preparing educators.

EARS repeatedly generates the same findings, but no progress has been made to address concerns or collect teacher persistence and student outcome data. Though statute requires inclusion of educator retention rates and student outcome indicators, EARS does not because colleges of education lack access to this data. Other recurrent EARS findings include:

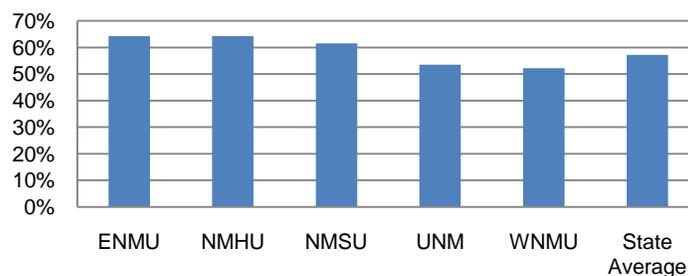
- Information that should be reported into the student teacher accountability reporting system (STARS), such as teacher and administrator preparation institute, either cannot be reported into STARS because the appropriate data fields are missing, or information is inaccurately reported and never verified;
- Teacher and administrators self-report preparation institutions when completing New Mexico Teacher Assessments, producing errors in scores and pass rates attributed to colleges of education; and
- Financial data does not accurately capture the contribution of colleges of arts and sciences, which provide much of the general education content instruction to teacher candidates.

Title II reports will likely soon require colleges of education to report student outcome data as well as information about teacher retention, the same data EARS does not include.

PED reporting on employment retention will encourage the colleges of education to increase the percentage of teachers who stay in the profession for at least three years. Based on LFC analysis of PED data, among teachers prepared in-state and licensed in 2008 and 2009, an average of 57 percent still taught three years later, indicating turnover in the first three years among New Mexico teachers is higher than the national average of 25 percent.

Teacher persistence rates at Eastern, Highlands, and NMSU exceed the state averages. At 64 percent, Highlands and Eastern have the highest three-year persistence rates among newly licensed teachers.

Chart 26. Average Three-Year Persistence Rate of Teachers Licensed in 2008 and 2009



Source: LFC

On average, teachers who left the classroom between 2011 and 2012 had a value-added score of -0.01 points, while teachers who remained in the classroom had value-added scores of 0.3 points. While currently New Mexico teachers who leave the workforce are slightly less effective than those who remain, aggregating teacher retention data and student achievement data to the institution level could lead to improvements in both outcomes.

Recommendations

The Legislature should revise statute to substitute the federal Title II report for the educator accountability reporting system, including student outcome and teacher retention data by college.

The Public Education Department should annually calculate a three-year employment retention rate for each college of education.



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HANNA SKANDERA
SECRETARY OF EDUCATION

SUSANA MARTINEZ
GOVERNOR

November 30, 2012

Mr. David Abbey, Director
Legislative Finance Committee
325 Don Gaspar, Suite 101
Santa Fe, NM 87501

RE: Teacher Preparation Programs

Dear Director Abbey:

Thank you for the opportunity to respond to the draft evaluation on Teacher and Administrator Preparation in New Mexico. Please accept my compliments to your staff for their professionalism and collaborative approach throughout the evaluation process. The Public Education Department (PED) is committed to providing a rigorous and effective framework for the improvement of Teacher Preparation programs.

The current evaluation of teacher preparation programs appears to be thorough and objective and points to a number of issues that will help us establish a more effective teacher workforce that is capable of ensuring preK-12 students receive the education they need to excel in the 21st century. We are pleased that the evaluation has accounted for multiple sources of information from within the state of New Mexico, and has also used ongoing, well-researched, areas and best practices- regarding teacher preparation- that are occurring on a national level.

A key component of the LFC evaluation is the use of student achievement data to evaluate “early career” teachers and their impact on student outcomes. The present study supports the better understanding of the programs that are providing the quality rigor and relevance to pre-service teachers.

Public Education Department, Report #12-13
Teacher and Administrator Preparation in New Mexico
December 5, 2012

The exit conference between LFC and PED was held Tuesday, November 20, 2012 and the draft report was discussed. The department does not have any recommended changes at this time. We look forward to working together as we move toward establishing pre-service criteria that are robust, fair and truly focus on improving the teaching skills of all candidates.

Thank you again for the opportunity to comment on the evaluation.

Warm regards,

Hanna Skandera
Secretary-Designate
Public Education Department

HS/mm

LFC CLARIFICATION OF ISSUES IDENTIFIED BY THE NEW MEXICO DEANS AND DIRECTORS OF EDUCATION

The New Mexico Deans and Directors response identifies concerns regarding the methods used to determine value-added scores. Other states conduct similar analysis to evaluate the performance of colleges of education and this evaluation drew from those methods. As described in the LFC's recommendations, calculating these scores raised methodological questions that will need to be addressed by the Public Education Department, but the results presented in this evaluation provide reliable and valid insight into overall performance.

Teacher Population Selection. The LFC identified teacher and administrator preparation institutions based on data files provided by the Public Education Department. In an attempt to improve the quality of this data, the LFC sent these preliminary lists to each of the six institutions for verification but did not receive responses from all institutions. Based on feedback from Eastern, Western, Highlands, UNM, and CNM, discrepancies in completer status were sent to the Higher Education Department for verification and final lists were compiled. Following the analysis, the colleges of education did not notify the LFC of which students were misidentified. As the state calculates value-added scores by institution, the PED will need to work with the HED and the institutions to accurately connect program completers to the appropriate college of education.

Teacher Population Selection: Time Since Degree. The LFC used years of experience, not graduation data, as the selection criteria because variables beyond preparation institution are likely to increasingly influence a teacher's effectiveness over time. The specific number of years, eight, was chosen to maximize the number of teachers included in the analysis. Additionally, the LFC received completion dates only from Highlands, and based on that data, all but two of the teachers in the sample completed degrees by 2004, eight years prior to SY12. Of those two, one completed in 2003 and the other in 1997 and both have less than eight years of experience; removing these two cases lowers the average value-added score for Highlands. When calculating value-added scores by institutions, the PED will need to work with the HED and the institutions to define an acceptable range for years of experience and date of completion.

Accuracy of VAM for Estimating Teacher Effects. As noted in this report, previous LFC evaluations have highlighted limitations and cautions regarding the use of student data to measure teacher effectiveness. Most critiques emphasize student data should be one amongst multiple measures used to assess teacher effectiveness. Similarly, this evaluation recommends considering student data along with other outcomes indicators to more accurately and completely measure the performance of New Mexico's colleges of education.

Failure to Clearly Describe Statistical Analyses. Technical details are provided in Appendix C and Appendix D. Additionally, the LFC responded to individual methodological inquiries. Regarding differences in average value-added scores between institutions, Chart 13 illustrates the wide range in scores between institutions and resulting overlap.

**Response to: Teacher and Administrator Preparation in New Mexico.
Report #: 12-13. Date: 12/5/2012**

Prepared by: New Mexico Deans and Directors of Education

Forward

This document is in response to the findings and recommendations of the LFC report on teacher and administrative preparation in New Mexico. While we believe that the process used was done with the best of intentions, the conclusions and recommendations go far past what the findings would indicate. There appear to be a number of critical problems with the value added modeling (VAM) methodology, the use of the National Council on Teacher Quality (NCTQ) as an indicator of best practices, and the findings regarding field experiences. In addition, there are other issues that illustrate the contention that the conclusions are not supported by the available data.

Methodological Issues

1. Teacher Population Selection Inaccuracies

The selection of teachers from each institution for the Value-Added Model (VAM) analysis part of the study is seriously flawed. The LFC analysts' data was not verified independently with the actual degree award records of each institution with varying degrees of inaccurate attributions of teachers-to-institution resulting. For instance, in the following institutions, the reported number of teachers holding degrees from an institution are contrasted with an exhaustive internal records search from that same institution:

NMHU: Of the 19 students selected for the NMHU analysis: (a) three received graduate degrees but not undergraduate degrees; (b) two students graduated between 2000 and 2005; (c) three were not found or unverified in the NMHU system. Overall, only 84% of the NMHU teachers were accurately identified by the LFC audit.

NMSU: NMSU received a teaching list with 247 names and social security numbers. However, of the 247, 67 came with SSNs and there were no student records found based on the SSN. Further, 9 on the list had majors outside of the COE for a total of 76 unverified students. Overall, only 69% of the NMSU teachers were accurately identified by the LFC audit.

UNM:

- 203 Student SSNs were given to UNM by the LFC, with 201 of these having a UNM record (defined as minimally taking one course)
- 180 received a degree from the College of Education (89%), some of them more than one degree.
- Overall there was a 59% match rate for administrators and an 89% match rate for teachers.

2. Teacher Population Selection: Time Since Degree

The LFC audit report contends that their VAM analysis was performed using teachers with 8, or fewer, years of experience. However, the institutional records indicate that this is not the case. There has been no discussion of how long a teacher preparation program is responsible for their graduated teachers. Even the selection of 8 years or less is completely arbitrary and without foundation. The question that must be answered is, "At what point does a teacher's life experiences and subsequent learning disqualify them from being attributed and thus evaluated by any given institution of higher education?"

NMHU: Of the 19 students used in the audit, only 8 received an undergraduate degree or completed their licensure requirements since the fall of 2005 (8 years). Three of the students received their degrees prior to 2000. One graduated in 1985 and two in the 1990s. Overall, only 42% of the sample completed their preparation programs at 8 or fewer years.

NMSU: Of those students who graduated from NMSU, 15% of the list had graduated between 1988-2006. Overall, only 85% of the sample completed their programs at 8 or fewer years.

UNM:

- Correctly identified degrees that go back to 1983.
- 11 COE degrees were awarded to these students in the 1980's.
- 34 COE degrees were awarded to these students in the 1990's.
- The remainder in the 2000's.
- Overall, only 78% of the sample completed their programs at 8 or fewer years.

3. Best Practices Reference (NCTQ)

The use of the NCTQ as an indicator of “best practices” in teacher preparation (pages 10, 14 and 22) is ill-considered and without basis in fact. The National Council of Teacher Quality (NCTQ) is not a government agency, is not sanctioned by federal or state government or by higher education accreditation associations. NCTQ is a privately funded advocacy group that conducts superficial studies of colleges of education that do not meet the most minimal standards of good research. The studies consist of NCTQ requesting documents (e.g., course syllabi, resumes of full and part time faculty, program handbooks, rubrics for culminating projects, etc.) from colleges of education. The contents of the documents are evaluated against NCTQ standards. To date, NCTQ’s standards have not been independently vetted by experts in educational research. There is no verification of any data, nor is there an opportunity for the colleges to respond or correct misinterpretations.

4. Controversy Regarding the Accuracy of VAM for Estimating Teacher Effects

The Value Added Model (VAM) has many advocates, however numerous researchers have criticized the use of VAM for rendering inaccurate results. The issues raised in the sampling methods (above) exacerbate the final values which are used extensively by the LFC to draw conclusions and make recommendations about teacher and administrator preparation programs.

The use of VAM to estimate teacher effects on student achievement is controversial and this should be acknowledged in the LFC report. One of the primary problems with VAM is that teacher influence on student achievement cannot be easily distinguished from other student variables. A quote from a recent review of VAM makes this point:

“The default assumption in the value-added literature is that teacher effects are a fixed construct that is independent of the context of teaching (e.g., types of courses, student demographic compositions in a class, and so on) and stable across time. Our empirical exploration of teacher effectiveness rankings across different courses and years suggested that this assumption is not consistent with reality. In particular, the fact that an individual student’s learning gain is heavily dependent upon who else is in his or her class, apart from the teacher, raises questions about our ability to isolate a teacher’s effect on an individual student’s learning, no matter how sophisticated the statistical model might be.” (p. 18)*

* Newton, X., Darling-Hammond, L., Haertel, E., & Thomas, E. (2010) Value-Added Modeling of Teacher Effectiveness: An exploration of stability across models and contexts.

5. Failure to Clearly Describe Statistical Analyses Used to Identify Institutional Differences

While the LFC report describes differences among New Mexico Schools and Colleges of Education on a number of dimensions, the report does not consistently describe the statistics used to determine if these are “real” differences or differences that might be occurring by chance due to things like small sample sizes, which can skew the results of a study like the LFC report. Consequently, it is possible that the LFC report is inaccurately describing differences in performance among the institutions that don’t actually exist, which is misleading and should not serve as the basis for policy decisions.

Other Issues with LFC Recommendations

Increasing Field Experiences

One of the LFC report recommendations is that, “Colleges of education should improve and expand research-based teacher clinical experiences for traditional licensure programs...(p.26).” However, there is no relationship between student credit hour production (SCH) and funding at UNM, or most universities. Most systems use a historical budgeting model that does not fund by SCH - and so it does not matter how much, or how little, we produce in terms of our budget. We realize that this may not be how the LFC might look at budgeting, but it is the reality in the university.

The LFC’s estimated revenue (SCH funds) associated with Field Experiences across all the state’s institutions was \$1.7 million dollars SY11 (page 27). This value does not reflect the scope or cost of actually placing, monitoring, and supervising student teachers in the field. UNM’s cost alone for field services is approximately \$1.2 million dollars per year, or 71% of the SCH funds generated by the Field Experiences courses across all teacher preparation programs in New Mexico. These costs include: honorarium for cooperating teachers in the schools, supervision budgets for college personnel, administrative costs, and travel. Student teaching and other field experiences are quite expensive - and they are unavoidable. It is simplistic to think that funds recovered from SCH even get close to the real cost of these events. The Deans and Directors are adamantly opposed to the imposition of any additional calls for more field experiences until the full cost of these activities are completely understood and become part of a realistic funding model.

Requiring more stringent admission requirements to college of education programs, e.g., higher ACT scores and higher minimum NMTA basic skills assessment scores.

According to the LFC report, “...colleges of education continue to attract and admit academically average candidates...”(p.10) even though the average GPA for admission to teacher preparation programs of ten colleges of education is 2.78. The LFC recommendation is for colleges of education to “establish more stringent entrance requirements [that] **could** improve prospective teacher effectiveness” (p.14), because “...a teacher with a record for high academic success adds about 4 percent to students’ average academic achievement” (p.14). The LFC cited other schools within institutions requiring minimum ACT math and English subtest scores that are higher than the minimum ACT score required for undergraduate admission to the university. The LFC report repeatedly focused on ACT scores as a possible admission requirement, even though the studies reviewed by the LFC found “...no significant impact on [student math] achievement ...”(p.14) The Deans and Directors of Colleges of Education are not opposed to higher admission standards, but live with the reality that many incoming freshmen that are academically superior candidates gravitate to schools of engineering and other sciences. This is not unexpected and can easily

be attributed to starting salaries. Specifically, the median starting salary for engineering majors graduating in 2012 is \$59,000 (www.forbes.com) whereas entry level teachers in New Mexico earn an annual salary of \$30,000. “Academically average candidates” being drawn to education is not a college of education admission issue, it’s a state and national issue that colleges of education are burdened with and somehow still manage to overcome by providing the state with excellent teachers.

Raising admissions requirements by increasing the minimum NMTA basic skills assessment scores.

The LFC report cites research that indicates an increase in teacher test performance “...corresponds to a 1 to 4 percent increase in student achievement...”(p. 18). Further, the LFC report indicates that NM’s teacher preparation programs currently supplies an adequate number of completers with the “...rate of preparation currently exceeding the need (p.18)”. This analysis is flawed as evidenced by the teacher deficit cited in the LFC’s own analysis. The LFC states that, “school districts report that 1,810 teachers left the workforce between SY11 and SY12, while New Mexico’s colleges of education report 1,277 teacher candidates completed licensure preparation programs...(p.15)” This leaves a deficit of 533 teachers not available to the state and the statement that the supply is sufficient to demand is not supported.

The LFC recommendation goes so far as to say “...New Mexico’s teaching supply can withstand increases in licensure standards...(p.18)” yet notes that “...particular content areas and geographic regions experience shortages....special education, math, science, and pre-K teachers....(p.19)”.

The Deans and Directors are not opposed to higher admission standards, and are anxious for the results of increasing the minimum NMTA basic skills assessment scores in Massachusetts, Pennsylvania, and Tennessee before implementing this projected solution to solving the academic achievement gap.

Colleges of education should improve and expand research-based teacher clinical experiences, specifically incorporating field experience in high-poverty, high-performing schools, place students in professional-development schools, select mentor teachers with demonstrated records of student achievement, and offering on-site instruction and professional development for all staff at student teaching sites.

A very small percentage of schools in New Mexico’s 89 public school districts would qualify as “high-poverty-, high-performing schools” and those schools are not geographically accessible to every college of education. The LFC report does not define a “professional-development school”, identify professional development schools or provide clarity what aspects of a professional development schools contribute to the success of entry level teachers or increased student achievement. For colleges of education to continue to produce a surplus of teachers, faculty from colleges of education must develop cooperative and respectful relationships with district and school-site leadership, and the expectation of only accepting mentor teachers with demonstrated record of student achievement is impossible and short-sighted, especially since strategies for managing the classroom are the most desired qualities of entry level teachers (p. 52). Finally, expecting colleges of education to offer professional development for all staff at student teaching sites is another unfunded fiscal and resource burden for the colleges of education. Several of the colleges of education place students at multiple sites across the state, and due to budget constraints rely heavily on part-time faculty to deliver the necessary courses, provide field supervision, and coordinate placement of teacher candidates.

In Summary:

The Deans and Directors of the College of Educations across the state of New Mexico continuously strive for program improvement. They do so by sharing information; mentoring new members; regularly meeting to confer, and remaining committed to developing passionate, competent and capable entry-level teachers and administrators. We look forward to the next challenge that has the potential to truly impact teacher and administrator preparation programs. And as always, we appreciate the opportunity to present our position which acknowledges the need for continual improvement to our programs while simultaneously asserting the quality of those same programs.

Response to LFC Audit Presented December 5, 2012

Prepared by

Michael A. Morehead

Dean College of Education

New Mexico State University

First I would like to thank Michael and Rachel for their openness and willingness to share their report with the deans and directors. This willingness to listen to our questions and concerns is greatly appreciated. I support their recommendation for the teacher education programs to work in concert with PED to develop a better system for determining the quality of the teacher education programs in New Mexico. Additionally, many of the assessment tools used by Rachel and Michael are being discussed at the national level. These strategies might be used by the Department of Education to determine teacher education quality in the states. Therefore this study may give us a snapshot of what the future could bring.

You will find additional information on the research we have conducted on Value Added Models and Teacher Retention Research. I believe this research strongly suggests that VAMs and retention data are not reliable and valid methods to assess the quality of teacher education programs. These studies have been provided to the LFC staff and are available to you.

My primary concern involves the extensive use of standardized tests to imply or make assumptions about student growth, quality teaching and then quality teacher education programs. Throughout the report, whether it be ACT scores as a basis for determining quality of candidates entering teacher education, or VAM scores to determine the ability of teachers to impact learning, all findings on student learning/achievement are based on some type of standardized test.

Determining quality teaching and improved student achievement using VAM scores, higher ACT scores, and increasing the pass rate on licensure tests makes for erroneous and misguided assumptions and findings related to quality teaching. **The circular illogical argument that higher ACT and NMTA scores of teachers leads to a higher standardized test score for students which then translates into better student achievement misrepresents the definition of student achievement and provides a very limiting definition of student achievement.**

It is my view that the country and the state of NM have been misled by the accountability movement, because of its overuse and misuse of standardized tests. Every state, national and international ranking has some linkage to standardized testing. We often are told that the United States is ranked 20th in math or 25th in science on international tests. However no one tells you that when the international comparison is with similar students who take the test that we are number one in the world or in the top five on most tests. **The major factor that impacts students' performance on standardized tests is poverty and the economic status of the family.**

Let me say with certainty that standardized tests for any group does not and cannot give educators a true picture of a student's learning, knowing or academic achievement. Standardized tests only give us a snapshot of where a child or an individual are on a continuum specifically designed by the testing company.

In the LFC report, it is suggested that by requiring higher scores on teacher licensure NMTA exams there will be a correlated positive impact on student learning and achievement in schools. **(Again an erroneous finding, because test scores do not and cannot give us a total picture of student learning and achievement)**. The chart on page 12 of the LFC report suggests that NM licensure cut scores are low and should be raised, and thus there would be higher test scores in NM for children. NM has a higher NMTA cut score requirement for teachers than North and South Dakota and Iowa. Using LFC logic NM students should have higher tests scores than student in those states. It is obvious that reasons other than NMTA teacher licensure scores must be impacting the test scores in the aforementioned states. Again trying to link NMTA scores to future teacher quality and program quality is misguided and imparts an inaccurate view of education graduates and programs.

The perspective presented in the LFC report suggests that standardized test scores demonstrate student achievement. I contend that this misrepresents what real learning and teaching is about. In addition, rating quality teacher education programs using VAM scores also misrepresents teacher education graduates' true impact on student learning. Tests produced by a national company that are standardized cannot and do not accurately inform us about student achievement and learning. A one day snapshot is an unfair way to judge something as complicated as student achievement.

It is illogical to base the success of a profession and students on standardized test scores. Our country has been misled by the accountability movement's attempt to take a simple example, such as a test score, as the primary rationale to judge a very complex and multifaceted profession.

December 4, 2012

CNM Response to LFC Teacher Preparation in New Mexico

We would like to take this opportunity to thank the LFC program evaluators who lead us through this process. Although we believe that there are flaws in the data collection and analysis in this report, we appreciate that this program evaluation granted access to data that has been previously inaccessible to higher education. The lack of access and transparency highlights the need for a P-20 data system in the state that would allow access to data on program graduates for use in making programmatic decisions. As the principal alternative licensure program in the report, we would like to respond to this evaluation from an alternative licensure perspective.

Admissions & Exit from Program

In order to qualify for alternative licensure, a candidate must hold a Bachelor's degree or higher and have 24-30 credits in their core content area. This requirement ensures that a candidate enters the program with prerequisite content knowledge in their field and meets state licensure requirements. We have higher numbers of teachers graduating in high need areas such as secondary math, science and special education due to the recruitment of careered individual who come to the teaching profession with invaluable life and work experience. Students are held to high standards throughout the program and are only allowed to participate in their final supervised student teaching with a GPA of 3.5 or higher in their coursework. Students must demonstrate proficiency in all of the New Mexico teacher competencies in order to successfully complete the program.

Field Experience

The report recommends that all programs provide an intensive year-long student teaching assignment in a high-poverty high performing Highlands exemplary practice, but the reality of alternative licensure is that many students are currently working in the field or hold full time jobs that do not allow for a one-year intensive field experience. In addition, alternative licensure students are not eligible for financial aid, unlike traditional education students, which makes taking a year off of work to complete student teaching financially unfeasible.

To compensate for the limited number of credit hours and time constraints faced by alternative licensure students, field-based assignments are required in all coursework in addition to a final semester of supervised student teaching. In order to participate in the final supervised field experience, all students must have a GPA of 3.5 in their coursework, which demonstrates proficiency in lesson plan development, assessment, classroom management, and reading instruction.

Part of our mission is to serve area schools by recruiting qualified teachers in high need areas and provide support for their staffing needs. To do this, we work with schools in many different areas of Albuquerque and are continuously building relationships with schools serving high poverty communities as placement opportunities for our students.

525 Buena Vista SE
Albuquerque, NM 87106-4096



Assessment and Evaluation

CNM currently has one class in General Education (elementary/secondary), *Curriculum Development Assessment and Evaluation*, and one class in Special Education, *Methods and Materials for Special Education*, that address curriculum and classroom-based assessment. Based on our needs analysis and feedback from students and administrators currently in the field, as of Fall 2013 we will be requiring two courses in Curriculum Development Assessment and Evaluation for General Education and Special Education. We strongly believe that these changes will help CNM teachers address the needs of their students through data-driven decision making.

Students with Disabilities and ELL

Currently, state law limits the number of credit hours an alternative licensure program can offer to 12-21 credit hours. This limitation does not allow us to offer a separate course for general education students related to special education or working with English language learners (ELLs) as recommended in the report.

In order to address the needs of the students, every course in the general education program has content related to working with students with disabilities and ELLs.

In addition, CNM offers topics courses for working with students with disabilities and additional coursework that can lead to an endorsement in Teaching English to Speakers of Other Languages (TESOL). We encourage all of our students to take this coursework in addition to their program requirements.

Alternative licensure creates a pathway to teaching that brings diverse candidates and teachers qualified to teach in high need areas. The benefits these candidates bring to the profession of teaching outweigh the limitations imposed by restricted credit hours and as a program we are constantly striving to improve education for all students in New Mexico by providing the highest quality teacher preparation.

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Albuquerque, NM 87106-4096

Evaluation Objectives

1. Follow-up on the 2006 LFC evaluation of teacher education programs.
2. Analyze the relationship between teacher and administrator education programs in New Mexico and student performance as measured by New Mexico's standards-based assessments.
3. Review the status of New Mexico's educator accountability reporting system (EARS).

Evaluation Procedures

- Reviewed best practices in teacher and administrator preparation, including the 2009 National Council on Teacher Quality evaluation of New Mexico's teacher education programs.
- Reviewed the relationship between performance data, including standards-based assessment scaled scores and employment retention rates, and teacher and administrator preparation programs.
- Interviewed and electronically surveyed faculty and staff from New Mexico's colleges of education and currently practicing teachers, principals, and district administrators.
- Reviewed applicable laws and regulations; LFC file documents, including the 2006 evaluation of teacher preparation programs; relevant performance reviews from other states; and performance measures.

Evaluation Team

Michael Weinberg, Lead Program Evaluator

Rachel Mercer-Smith, Program Evaluator

Authority for Evaluation

LFC is authorized under the provisions of Section 2-5-3 NMSA 1978 to examine laws governing the finances and operations of departments, agencies, and institutions of New Mexico and all of its political subdivisions; the effects of laws on the proper functioning of these governmental units; and the policies and costs. LFC is also authorized to make recommendations for change to the Legislature. In furtherance of its statutory responsibility, LFC may conduct inquiries into specific transactions affecting the operating policies and cost of governmental units and their compliance with state laws.

Exit Conferences. The contents of this report were discussed with the Public Education Department on November 20, 2012 and the Deans of the Colleges of Education on November 16, 2012.

Report Distribution. This report is intended for the information of the Office of the Governor; the Public Education Department; the Higher Education Department; New Mexico's Colleges of Education; the Office of the State Auditor; and the Legislative Finance Committee. This restriction is not intended to limit distribution of this report, which is a matter of public record.



Charles Sallee

Deputy Director for Program Evaluation

APPENDIX B: Public Education Department Report Card

Performance Overview: The strategic elements considered to evaluate the effectiveness of public schools are student achievement, teacher quality, and student persistence. Between FY06 and FY12, student performance as measured by the percent of students scoring proficient or above on the New Mexico Standards-Based Assessment (NMSBA) increased 10.4 percentage points in math but decreased 6 percentage points in reading. Statewide data from the FY12 assessment shows modest improvements of one percentage point in math and reading compared to FY11. Based on FY12 assessment data, 49.2 percent of students scored below proficient in reading and 57.1 percent students scored below proficient in math. While overall proficiency rates are showing incremental increases, proficiency rates for certain grades and subjects are below FY11 rates. For example, third graders reading at or above proficiency decreased 0.5 percentage points from FY11, and have decreased 5 percentage points since FY10.

The Public Education Department (PED) notes a decrease from 67.3 percent to 63 percent in FY11's four-year cohort graduation rate. Listed subgroups (students with disabilities, economically disadvantaged, Caucasian, American Indian, African American, etc.) did not improve over FY10. Part of the decrease is attributed to a new calculation that captures students not historically included in the calculation; however, it is unclear what portion of the decrease is a result of the new calculation.

For FY12, the department did not calculate adequate yearly progress (AYP); however, the department estimated that had it been calculated, approximately 98 percent, or 811 schools would have failed to make AYP. The state implemented a new accountability system that gives schools a letter grade between A and F based largely on student performance on the New Mexico standards-based assessment, with small values awarded for other things such as student surveys, attendance, and school encouragement for involving students and parents in education. The first final grades issued included 39 schools receiving an A, 198 receiving a B, 275 receiving a C, 250 receiving a D, and 69 receiving an F. Compared to preliminary FY11 school grades, 44 percent of school grades decreased in FY12.

Performance measures for public school support provide a snapshot of student performance generally when data is available after the end of the school year. Little or no consistent data is available through the year on student achievement and performance for state policymakers. For FY13, the Legislature appropriated \$2.5 million for short cycle assessment for fourth through tenth grade students. To be meaningful, implementation should consider mandatory reporting to the Public Education Department at least three times a year, allowing policymakers access to data more than once annually. Additional benefits to intermediate reporting of student academic performance include (1) providing teachers the data necessary to alter instructional practices throughout the year to address student needs and (2) assisting the department in determining how to better support schools.

Research clearly demonstrates the importance teachers have on student learning. Despite a "highly qualified" teacher work force, improvement in student achievement is progressing slowly. The executive has proposed reforming the state's teacher evaluation system to measure the effect teachers have on student learning as measured primarily by student growth. Since 2010, the department has indicated the changes proposed require legislation; however, the federal government granted the state a waiver from certain federal No Child Left Behind provisions in exchange for implementation of an overhauled teacher and school leader evaluation system. To assist in implementation of a new evaluation system, the Legislature allocated \$1 million to the PED for a new evaluation system based on student achievement growth. The PED promulgated regulations for a new evaluation system based on the following: 50 percent on student growth; 25 percent based on multiple observations; and 25 percent based on multiple measures. Data should be collected from public schools annually to allow districts and policymakers to address and improve school personnel policies concerning professional development, promotion, compensation, and tenure.

Measure	FY10 Actual	FY11 Actual	FY12 Target	FY12 Actual	Rating
Percent of fourth-grade students who achieve proficiency or above on standards-based assessments in reading	51.4%	46.5%	78%	49.9%	
Percent of eighth-grade students who achieve proficiency or above on standards-based assessments in reading	60.5%	53.3%	76%	54.3%	
Percent of fourth-grade students who achieve proficiency or above on standards-based assessments in mathematics	45.4%	44.4%	77%	44.0%	
Percent of eighth-grade students who achieve proficiency or above on standards-based assessments in mathematics	39.2%	40.8%	74%	41.7%	
Percent of recent New Mexico high school graduates who take remedial courses in higher education at two-year and four-year schools	47.1%	46.2%	40%	n/a	
Current year's cohort graduation rate using four-year cumulative method	67.3%	63%	75%	63%	
				Program Rating	

APPENDIX C: Teacher Effectiveness Analysis

Methodology

1. Using the Public Education Department (PED) Teacher-Student roster files from 2012, 2011, and 2010, imported SBA scaled scores for reading and math from the PED SBA data files. For each file, imported three-years of SBA data. Also, for the 2012 file, imported teacher preparation institution data from the PED licensure files.
2. Sent lists of teachers by institution to each institution to verify completer status. Moved teachers not verified by each institution into the “Other” preparation institution category.
3. Selected teachers in NM who have been teaching 8 or fewer years with at least 10 full academic year (FAY) students with valid SBA scores (not APA).
4. Calculated the difference from SY10 to SY12 scaled scores in both reading and math and analyzed the correlations between these two variables (DIFFM12M10 and DIFFR12R10) and student demographic variables to determine which to include in the linear regression model. Based on these correlations, included FRL in the regression model.
5. Ran two linear regressions, one for reading and one for math. For each, used the SY12 scaled score as the outcome variable. Used the SY10 scaled score, SY11 scaled score, and FRL as predictor variables. Calculated a predicted value and an unstandardized residual value (MathRes1012 and RdgRes1012).
6. For each of the reading and math unstandardized residual values, eliminated outliers greater than three standard deviations from the mean.
7. Aggregated the mean math and reading residuals by teacher, identified duplicates, and sorted by teachers with ten or more students. In excel, calculated a cumulative residual: for elementary teachers, calculated the mean of the reading and math residuals; for middle school math teachers, used the math residual; for middle school reading teachers, used the reading residual.
8. Repeated steps five through seven using teacher roster files from 2011 and 2010.
9. Averaged the mean residuals by teacher from 2012, 2011, and 2010 to create a 2012 value-added score by teacher.

Opportunities for future methodological improvements include bio-data matching of class rosters, using graduation data to match teachers to preparation programs, replacing values for missing SBA scores to eliminate selection bias, using other tested subjects in the regression equation, and converting of scaled scores to standardized scores (z-scores).

Regarding student gains from 2011 to 2012, two methods were applied: calculating the scaled score differences between 2011 and 2012, and adjusting the 2011 scores using Kelly’s equation to reduce the spurious negative correlation between gains and 2011 scores. While adjusting the prior year scores reduced the r-value for reading and math, the overall mean gains between institutions were nearly identical with both approaches.

Demographics

- Of the approximately 23 thousand K-12 teachers in New Mexico in SY12, 2,879 met the following criteria:
- The teacher had eight or fewer years of teaching experience;
- The teacher could be connected with at least ten students in fourth through eighth grades with at least two years of math and reading SBA (not Alternative Proficiency Assessment) scaled scores; and
- The students connected to that teacher attended the institution for the full academic year (FAY) in SY12.

Those 2,879 teachers completed their training for initial licensure at Central New Mexico Community College (CNM), the College of Santa Fe (CSF), Eastern New Mexico University (Eastern), New Mexico Highlands University (Highlands), New Mexico State University (NMSU), Santa Fe Community College (SFCC), San Juan College (SJC), the University of New Mexico (UNM), and Western New Mexico University (Western). Because of

small numbers, students prepared at Northern New Mexico College (NNMC), Clovis Community College (CCC), and San Juan College (SJC) are reported in the “Other” category.

Given CNM’s relatively new alternative licensure program, completers have the least experience, an average of 1.3 years, and are earning the lowest average annual salaries at \$33 thousand. While the state average of Hispanic teachers is 38 percent, 65 percent of the teachers Highlands prepares are Hispanic and 55 percent are Hispanic at NMSU.

Table 17. Teacher Demographics by Prep Institute

Prep Institute	Number of Teachers	Average Salary	Average Years Experience	Male	Female	Caucasian	Native American	Hispanic	Other Ethnicity
CNM	31	\$33,087	1.3	26%	74%	77%	0%	13%	10%
CSF	134	\$42,521	3.0	15%	85%	60%	2%	34%	3%
Eastern	236	\$39,009	3.8	15%	85%	62%	0%	38%	0%
Highlands	187	\$38,374	3.2	17%	83%	34%	1%	65%	1%
NMSU	457	\$40,352	3.8	20%	80%	43%	0%	55%	1%
SFCC	49	\$37,470	3.3	22%	78%	80%	2%	18%	0%
UNM	990	\$40,370	2.4	18%	82%	63%	3%	33%	1%
Western	64	\$38,148	3.8	22%	78%	41%	3%	55%	2%
Other	731	\$40,507	2.8	21%	79%	65%	2%	29%	4%
Total	2,879	\$40,086	3.0	19%	81%	58%	2%	38%	2%

Source: LFC Analysis of PED Data

Statewide, 1,897, or 66 percent, of the teachers in this sample teach at the elementary level, 493, or 17 percent, teach middle school math, and 489, or 17 percent, teach middle school language arts. Compared with these state averages, CNM is preparing a higher percentage of secondary teachers, 55 percent, while Highlands is preparing a higher percentage of elementary teachers, 79 percent.

Table 18. Teacher Assignments by Prep Institute

Prep Institute	Elementary	Middle School Math	Middle School Language Arts
CNM	45%	39%	16%
CSF	67%	13%	20%
Eastern	69%	17%	14%
Highlands	79%	9%	12%
NMSU	68%	14%	18%
SFCC	59%	29%	12%
UNM	65%	17%	18%
Western	64%	22%	14%
Other	62%	20%	18%
Total	66%	17%	17%

Source: LFC Analysis of PED Data

In SY12, these 2,789 teachers had valid SBA scores for 97,045 students in grades four through eight. The demographic make-up of these students is representative of the overall population of K-12 students in New Mexico.

Table 19. Student Sample Demographic Profile

Category	Number of Students	Percent of Total
Male	48,646	50%
Female	48,399	50%
Caucasian	23,443	24%
Native American	7,604	8%
Hispanic	62,349	64%
Other Ethnicity	3,649	4%
Special Education	10,925	11%
English Language Learner	14,944	15%
Free or Reduced-Price Lunch	68,343	70%
Total	97,045	

Source: LFC Analysis of PED Data

Similarly, the breakdown of students by grade level and subject area allows for statistically significant conclusions in all three areas: 36,913 students or 38 percent were in elementary grades; 32,826, or 34 percent were in middle school math; and 27,306, or 28 percent, were in middle school language arts.

Of these 2,879 teachers, 548 also had valid mean residual values in SY11 and SY10 to calculate a three-year value-added score.

APPENDIX D: Principal Preparation Analysis

Demographics

Of the approximately 600 principals in New Mexico in SY12, 174 met the following criteria:

- The principal had not served in an administrative role in 2007. This metric was used to select new principals because the PED data set did not include a years of experience field exclusive to principal experience;
 - The principal could be connected to the same school for all three years used to calculate SY12 school grades;
 - Lists of principals were sent to the college listed as the institution of preparation within PED’s licensure file. Institutions were provided with the opportunity to confirm that the principal had completed preparation through the institution. Multiple verification lists were sent to institutions. A few lists remained unverified. In these cases, principals were included.
 - If an institution reported that a principal had not completed preparation through the institution, the principal was listed within the “other” category.
 - Principals with unknown preparation institutions were sent to HED for preparation verification. In a few cases, the HED record agreed with the PED record, though the college of education rejected the principal as a completer. In these cases, the principal was included within the college’s sample.
 - Principals with verified administrator preparation institutions were included for analysis. Principals without verified institutions were listed within the “other” category for analysis.
- Principals trained out of state were also classified as “other.”

Table 20. Principal Sample Demographics

Prep Institute	N	Average Salary	Male	Female	Caucasian	Native American	Hispanic	Other Ethnicity
Eastern	8	\$72,188	63%	37%	88%	0%	13%	0%
Highlands	16	\$64,839	44%	56%	38%	0%	56%	6%
NMSU	23	\$71,173	57%	43%	48%	4%	48%	0%
UNM	33	\$70,272	27%	73%	58%	3%	36%	3%
Western	19	\$69,552	37%	63%	63%	5%	32%	0%
Other	75	\$69,647	29%	71%	61%	5%	29%	4%

Source: LFC Analysis

Table 21. School Levels of Sampled Principals

	Elementary Schools	Middle and High Schools
Eastern	5	3
Highlands	8	8
NMSU	7	16
UNM	12	21
Western	10	9

Source: LFC Analysis

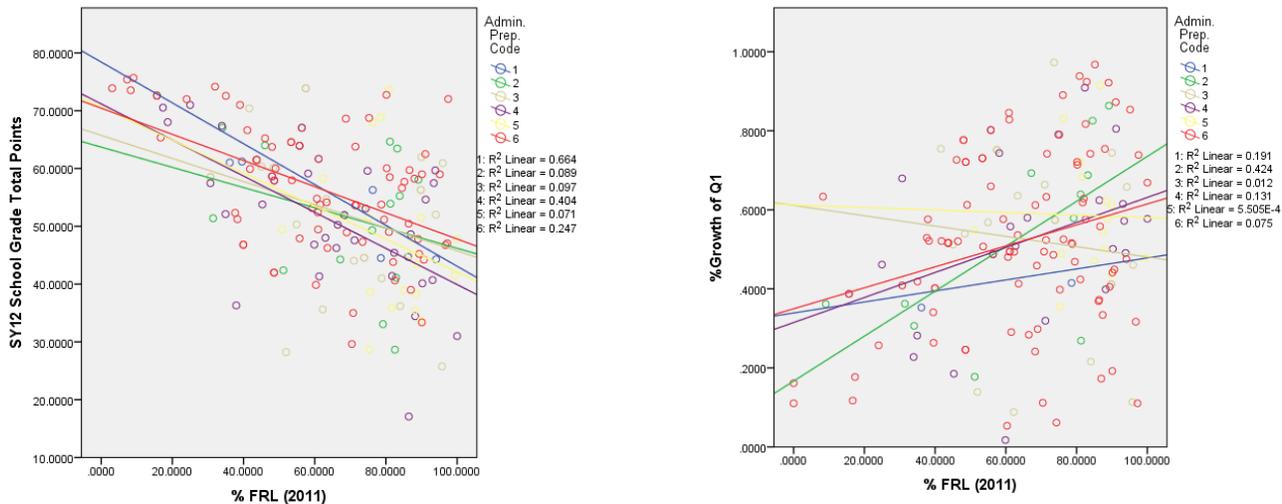
Methodology

Selected principals were matched to SY12 post-appeal school grades issued by PED. Principals connected to school grades 2.5 standard deviations above and below the mean were removed.

The 2012 school grades issued by NM PED are heavily influenced by poverty, with high poverty levels associated with low school grade totals. The percentage of students receiving free or reduced lunch (FRL) serves as a measure

of school poverty level. A school's FRL level was negatively associated several subcategories within school grades, including SY12 current status and Q3 growth, which measures the academic growth of the top 75 percent of students in a school. However, there was a slight positive correlation between FRL level and Q1 growth, which measures the growth of the lowest 25 percent of students in a school ($r = 0.28, p < 0.001$); as FRL level increases, so does the growth of a school's lowest performing students. Overall, a moderate negative correlation was found between a school's FRL level and 2012 school grade total ($r = -0.50, p < 0.001$); as school poverty increases, school grade totals decrease. Post-appeal school grades were used in analysis.

Chart 27. The Relationship between Poverty and School Grade Total and Growth of a School's Lowest Performing Students (Q1)



Source: LFC Analysis

A one-way ANOVA reveals a statistically significant difference in average SY12 total school grade-points attributed to New Mexico's institution Administration preparation programs ($F(5, 168) = 2.84, p = 0.017$)

Before controlling for poverty, differences among school grade subcategories also emerge when school poverty levels are not taken into account. A one-way ANOVA revealed significant differences among administrator preparation institutions within the school grade current status category ($F(5, 168) = 2.68, p = 0.026$) and growth of students within the top three quartiles ($F(5, 168) = 2.87, p = 0.016$). No significant differences were noted among administrator preparation institutions within the school grade category that measures the growth of students in a school's lowest quartile.

After controlling for school poverty levels, however, school grade differences among programs appear much smaller. After adjusting for institution FRL levels using ANCOVA, there is no statistically significant difference in SY12 school grade totals among administrator preparation institutions.

ANCOVA

Dependent Variable: SY12 School Grade Total Points

Source	Type III Sum of Squares	df	Mean Square	F	Sig.
Corrected Model	6761.868 ^a	6	1126.978	10.460	.000
Intercept	74265.572	1	74265.572	689.312	.000
FRL2011	5091.870	1	5091.870	47.261	.000
Admin.Prep.Code	653.893	5	130.779	1.214	.305
Error	17776.889	165	107.739		
Total	517013.166	172			
Corrected Total	24538.756	171			

a. R Squared = .276 (Adjusted R Squared = .249)

ANCOVA

Dependent Variable: Growth Q3%

Source	Type III Sum of Squares	df	Mean Square	F	Sig.
Corrected Model	.807 ^a	6	.135	3.283	.005
Intercept	4.927	1	4.927	120.231	.000
FRL2011	.333	1	.333	8.130	.005
Admin.Prep.Code	.354	5	.071	1.726	.132
Error	6.557	160	.041		
Total	42.446	167			
Corrected Total	7.365	166			

a. R Squared = .110 (Adjusted R Squared = .076)

ANCOVA

Dependent Variable: %Growth of Q1

Source	Type III Sum of Squares	df	Mean Square	F	Sig.
Corrected Model	.747 ^a	6	.125	2.825	.012
Intercept	1.808	1	1.808	40.998	.000
FRL2011	.512	1	.512	11.618	.001
Admin.Prep.Code	.145	5	.029	.660	.654
Error	7.055	160	.044		
Total	53.605	167			
Corrected Total	7.803	166			

a. R Squared = .096 (Adjusted R Squared = .062)

When principal performance is disaggregated according to school level, significant differences among elementary principals emerge while the patterns observed among the principal population as a whole persist among secondary principals. A one-way ANOVA revealed no statistically significant differences in school grade-point totals or growth of the bottom quartile of students among institutions that prepared elementary school principals. However, a one-way ANOVA suggests that a statistically significant portion of the variance in growth of the top three quartiles of students may be explained by a principal's institution of preparation ($F(5, 62) = 2.69, p = 0.029$). While correlations between school poverty level and other measures within school grade totals persist, no statistically significant correlation between the growth of the top three quartiles of student and school poverty level exists, which suggests that there are meaningful differences in the growth of the top three quartiles of students that may be attributed to elementary principals from different institutions.

A Pearson correlation revealed no statistically significant correlation between principal annual salary and school grade, suggesting that principals with more experience are not connected with schools that earn higher grades within New Mexico's school grading system. ($r = -0.33, p = 0.664$). Other variables that were found to have no significant correlation with school grade measures include principal NMTA score ($r = 0.102, p = 0.376$) and whether

or not the principal led the school in the year prior to school grade data collection ($r=0.004$, $p=0.955$). Additionally, no significant correlations were found between principal salary, NMTA score, and school poverty level.

Principal experience is not related to school performance, as measured by NM PED school grades. A second principal sample which included all principals who were present at the same school site between SY10 and SY12 was similarly analyzed. This analysis revealed trends like those observed among the sample of principals which only included recently prepared principals; no statistically significant differences between programs were observed after the effects of poverty were controlled. Principal salary was used as a proxy for experience in this analysis, as principal salaries generally increase with years of experience.

APPENDIX E: Educator Survey Data

Teacher Perception of Preparation. Teacher surveys were sent to every superintendent and director of human resources in the state with the request that questionnaires be distributed to all teachers. Surveys were also sent directly the email addresses provided by PED. The LFC received 4,079 teacher responses.

The majority of teachers prepared by New Mexico’s publicly funded institutions report feeling adequately prepared to teach. Among programs, there are significant differences in the degree to which teachers feel prepared, particularly to teach reading and meet the needs of diverse students, but teachers generally agree that their program prepared them for classroom realities.

Table 22. Teachers Who Report Feeling “Well” or “Sufficiently Prepared” by Their Program of Preparation

	Manage the Classroom	Teach Reading	Teach Math	Support Students with Disabilities	Teach ELL Students	Use Student Data
CNM	88%	88%	71%	82%	72%	93%
Eastern	73%	71%	73%	62%	46%	61%
Highlands	80%	70%	70%	68%	69%	58%
NMSU	69%	62%	68%	55%	43%	51%
UNM	66%	61%	67%	56%	51%	56%
Western	78%	66%	63%	60%	51%	68%

Highlighted cells indicate statistically significant differences at the $p=0.05$ level.

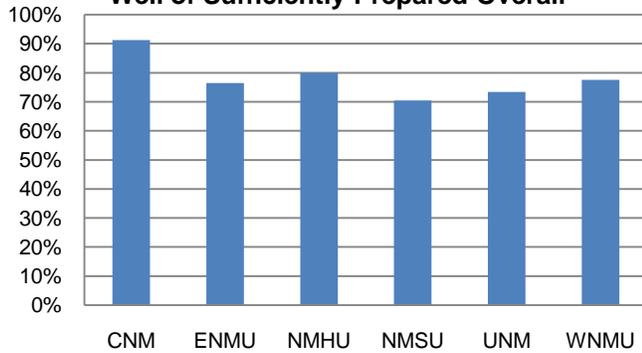
Source: LFC Survey

Principal Perceptions of Teacher Preparation. The state’s principals were surveyed to collect their perceptions of the quality of teacher candidates produced by the state’s preparation programs and their own administrator preparation programs. Attempting to reach every administrator in New Mexico, surveys were sent directly to the emails of 640 principals. Of these, 213 principals responded.

Teachers and principals tend to disagree about the programs that best prepare teachers. While surveyed teachers prepared by alternative licensure programs (including CNM, NNMC, SFC, and SJC) report feeling more prepared, principals consistently report that alternative licensure candidates are less prepared than completers of New Mexico’s five traditional teacher preparation programs. Additionally, while teachers from UNM report feeling less prepared than completers of other programs in the state, principals report that UNM prepares the highest quality candidates.

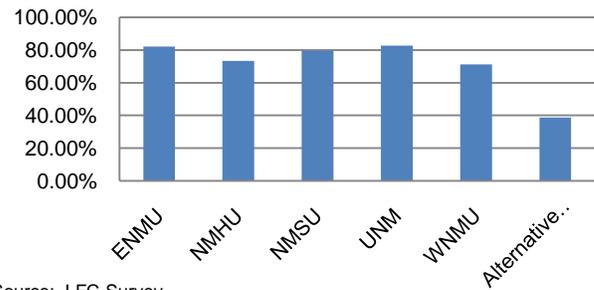
The majority of survey respondents agree that teachers from all traditional preparation programs are prepared overall. Agreement levels were highest for teachers prepared by Eastern (82 percent) and UNM (83 percent). Only 39 percent of principals rate alternative licensure completers as prepared overall.

Chart 28. Teachers Who Report Feeling Well of Sufficiently Prepared Overall



Source: LFC Survey

Chart 29. Principals Who Agree "Teachers Prepared by New Mexico's Schools of Education are Well or Sufficiently Prepared Overall"



Source: LFC Survey

When asked about the importance of various elements of teacher preparation, principals indicate that classroom management and student teaching are most critical.

Table 23. Principals Who "Strongly Agree" that Teacher Preparation Experiences Are Critical

Early field experiences	64%
Lengthy field experiences	54%
Student teaching	80%
Content knowledge	75%
Pedagogical knowledge	59%
Knowledge related to data collection and analysis	60%
Knowledge in meeting the needs of diverse learners	64%
Strategies for classroom management	86%
Cultural awareness and strategies for appropriate interaction	53%

Source: LFC Survey

Principals generally rate themselves as well prepared, though they report being less prepared for specific competencies, including using data effectively and designing professional development.

Table 24. Principals Who Agree They Were Well or Sufficiently Prepared for Administrator Duties

Competencies	Eastern	Highlands	NMSU	UNM	Western
Evaluate Curriculum	85%	87%	62%	89%	74%
Evaluate Teachers	85%	82%	72%	85%	74%
Use Data to Monitor Progress	62%	87%	38%	72%	74%
Design Professional Development	67%	83%	59%	76%	74%
Manage School Operations	92%	91%	90%	89%	79%
Engage the Community	92%	83%	76%	83%	80%
Make Ethical Decisions	100%	100%	100%	98%	100%
Respond to Community Context	100%	83%	93%	91%	84%
Serve as Instructional Leader	92%	87%	93%	96%	90%
Establish Institution Culture	92%	91%	93%	96%	90%
Prepared Overall	92%	87%	93%	93%	84%

Highlighted cells indicate statistically significant differences at the p=0.05 level.

Source: LFC Survey

Superintendent and Directors of Human Resources. Surveys were sent to all superintendents and directors of human resources in the state. After filtering the 93 responses to remove survey completers who were not involved in the hiring of principals, 18 survey responses remained.

Survey results reveal significant differences in district administrator perceptions of principal preparation among New Mexico’s colleges of education. A one-way ANOVA was used to test differences in perceptions of principal preparation among colleges of education. Perception of overall principal preparation differed significantly across colleges of education the ($F(4, 47) = 2.70, p = 0.043$). District-level administrators with experience hiring principals report that Eastern and UNM produce principals who are most prepared overall, while Highlands and Western produce principals who are least prepared overall.

Table 25. District Administrators Who Agree “Principals are Well or Sufficiently Prepared Overall”

University	Mean Response (1-4 Scale)
Eastern	3.08
Highlands	2.33
NMSU	2.75
UNM	3.08
Western	2.5

Source: LFC Survey

No statistically significant differences among programs emerged when administrators were asked about elements of preparation, including evaluating teachers and curriculum, developing a positive institution Culture, managing school operations, and serving as an educational leader.

APPENDIX F: Clinical Experience Rubric

	Minimum Standard	Exemplary Standard
Entrance Requirements	Candidates have completed specified coursework as determined by the institution	<u>Placement is not automatic.</u> Candidate demonstrates competence in the following areas prior to student teaching: lesson plan development, summative and formative assessment development, analyzing student data, effective reading instruction, a small repertoire of classroom management skills
Timing	A portion occurs within the first 30 credit hours Student teaching takes place within the senior year, when a candidate assumes responsibility for a class	Clinical experiences are integrated throughout the preparation to allow candidates to apply theory as it is learned
Placement Procedures	Collaborative relationships exist between colleges of education and placement sites, leading to a sense of shared responsibility and accountability College of Education plays a role in supervising teacher selection and approval	Student teachers or interns have the opportunity to develop skills in more than one school level and demographic setting. Specifically, <u>student teachers should have opportunities to experience placement in high-performing, high-poverty schools</u>
Supervision	Student teachers are under the direct supervision of a teacher	Student teachers are supervised by both university faculty and rigorously selected and prepared. Mentor teachers have a <u>minimum of three years of teaching experience, have demonstrated their effectiveness via measures of student achievement, and have either undergone training in effective mentoring</u> or have demonstrated their effectiveness as mentors.
Observation	Student teachers are observed and have the opportunity to observe others.	Student teachers are <u>observed a minimum of five times</u> during their student teaching experiences by both university faculty and mentor teachers.
Opportunities for Feedback	Student teachers and interns are provided with feedback	Student teachers are provided with a <u>conference and written feedback from university faculty and mentor teacher after every observation</u>
Length	14 weeks	<u>one year, full time</u>
Assessment	Candidates are provided with experiences to reflect upon their own knowledge and skills. They complete summative and formative assessments that demonstrate mastery of New Mexico's new teacher competencies. Students demonstrate mastery of beginning teacher competencies through a capstone project that includes a portfolio/ action research project that demonstrates a teacher's ability to analyze student data and alter instructional strategies to improve student outcomes.	<u>Candidates are evaluated according to student achievement and student data, including student artifacts, summative and formative assessments</u>

Materials reviewed: EARS, field experience manuals and syllabi submitted by institutions

1= Meets minimum standard

2= Somewhere in between

3= Meets exemplary practice standards

Sources:

Boyd, Donald J., Pamela L. Grossman, Hamilton Lankford, Susan Loeb, and James Wyckoff. "Teacher Preparation and Student Achievement." *Educational Evaluation and Policy Analysis* 31.4 (2009): 416-440.

Levine, Arthur. "Educating School Teachers." *The Education Schools Project* (2006): 1-142.

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NCATE Accreditation standards

APPENDIX G: NCATE Accreditation Standards

Standard 1: Candidate Knowledge, Skills, and Professional Dispositions	Candidates know and demonstrate the content knowledge, pedagogical content knowledge and skills, and professional dispositions necessary to help all students learn. Assessments indicate that candidates meet professional, state, and institutional standards as 80 percent or more of the program's completers pass the state's licensing examination.
Standard 2: Assessment System and Unit Evaluation	The preparation program has an assessment system that collects and analyzes data on applicant qualifications, candidate and graduate performance, and program operations to evaluate and improve the performance of candidates, the institution, and its programs.
Standard 3: Field Experiences and Clinical Practice	The program and its school partners design, implement, and evaluate field experiences and clinical practice so that teacher candidates and other school professionals develop and demonstrate the knowledge, skills, and professional dispositions necessary to help all students learn.
Standard 4: Diversity	The program designs, implements, and evaluates curriculum and provides experiences for candidates to acquire and demonstrate the knowledge, skills, and professional dispositions necessary to help all students learn. Assessments indicate that candidates can demonstrate and apply proficiencies related to diversity. Experiences provided for candidates include working with diverse populations, including higher education and P-12 institution Faculty, candidates, and students in P-12 schools.
Standard 5: Faculty Qualifications, Performance, and Development	Faculty are qualified and model best professional practices in scholarship, service, and teaching, including the assessment of their own effectiveness as related to candidate performance. They also collaborate with colleagues in the disciplines and schools. The program systematically evaluates faculty performance and facilitates professional development.
Standard 6: Unit Governance and Resources	The program has the leadership, authority, budget, personnel, facilities, and resources, including information technology resources, for the preparation of candidates to meet professional, state, and institutional standards.