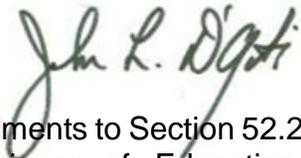




TO: Higher Education Committee

FROM: John L. D'Agati 

SUBJECT: Proposed Amendments to Section 52.21 of the Regulations of the Commissioner of Education Relating to Field Experience Requirements for Teacher Certification and the Registration of Teacher Preparation Programs

DATE: December 6, 2018

AUTHORIZATION(S): 

SUMMARY

Issue for Discussion

Should the Board of Regents adopt proposed amendments to §52.21 of the Regulations of the Commissioner of Education Relating to the field experience requirements for teacher certification and the registration of teacher preparation programs?

Reason(s) for Consideration

Review of Policy.

Proposed Handling

The proposed amendments are submitted to the Higher Education Committee for discussion at its December 2018 meeting. Attached is a copy of the proposed amendment (Attachment C).

Procedural History

A Notice of Proposed Rulemaking will be published in the State Register on December 26, 2018. Supporting materials are available upon request to the Secretary of the Board of Regents.

Background Information

The quality of the preparatory experience of aspiring teachers in New York State varies significantly. In developing our plan under the Every Student Succeeds Act (ESSA) to ensure that all students have equitable access to effective instruction, the Department relied on recent research which shows that the quality of the preparation that aspiring teachers receive is a key factor in determining whether those educators enter and remain in the profession.¹ There is also an important relationship between educator preparation and positive effects on student outcomes.²

New York's current field experience and student teaching requirements have been in effect since January 2000. (Currently, each candidate must do at least 100 clock hours of field experiences prior to student teaching.) Since then, there has been a national trend to increase clinical practice in teacher preparation programs. In 2010, the National Council for Accreditation of Teacher Education Blue Ribbon Panel report placed clinical practice at the center of teacher preparation, providing teacher candidates with the opportunity to connect theory with practice.³ The U.S. Department of Education, Council of Chief State School Officers, and American Federation of Teachers joined the call for high quality clinical practice in teacher preparation programs.⁴ The American Association

¹ See, e.g., Ingersoll, R., Merrill, L., and May, H., "What are the effects of teacher education and preparation on beginning teacher attrition?" Research Report (#RR-82) (Philadelphia: Consortium for Policy Research in Education, University of Pennsylvania, 2014) (teacher candidates who complete programs that emphasize clinical practice are less likely to leave the profession after their first year in the classroom) <http://www.cpre.org/prep-effects>; Guha, R., Hyler, M.E., and Darling-Hammond, L., "The Teacher Residency: An Innovative Model for Preparing Teachers" (Palo Alto, CA: Learning Policy Institute, 2016) <https://learningpolicyinstitute.org/product/teacher-residency>; Carver-Thomas, D., *Diversifying the teaching profession: How to recruit and retain teachers of color* (Palo Alto, CA: Learning Policy Institute, 2018) (Increased access to high-quality preparation, including at least a semester of student teaching, can improve the chances of teachers of color feeling successful in the classroom and continuing to teach long term) https://learningpolicyinstitute.org/sites/default/files/product-files/Diversifying_Teaching_Profession_REPORT_0.pdf.

² Boyd, D., Grossman, P.L., Lankford, H., Loeb, S., & Wyckoff, J., "Teacher Preparation and Student Achievement," *Educational Evaluation and Policy Analysis* 31(4), 416-440 (2009) (teacher candidates who complete programs that emphasize clinical practice are more effective during their first year of teaching) <http://journals.sagepub.com/doi/abs/10.3102/0162373709353129>. See also Fraser, James W. and Audra M. Watson, "Why Clinical Experience and Mentoring are Replacing Student Teaching on the Best Campuses" (Princeton: Woodrow Wilson National Fellowship Foundation, 2014) (positing "short stays in classrooms intensify the unacknowledged stereotypes and biases that many student teachers bring to their work with students of color" and "provide superficial, rather than deep, understandings of students' lives, communities, and cultures"), retrieved from <https://eric.ed.gov/?id=ED562067>.

³ National Council for Accreditation of Teacher Education, *Transforming teacher education through clinical practice: A national strategy to prepare effective teachers* (2010), retrieved from <https://eric.ed.gov/?id=ED512807>

⁴ United States Department of Education, *Our future, our teachers* (2011), retrieved from <http://www.ed.gov/sites/default/files/our-future-our-teachers.pdf>; Council of Chief State School Officers, *Our responsibility, our promise: Transforming educator preparation and entry into the profession* (2012), retrieved from https://www.ccsso.org/sites/default/files/2017-10/Our%20Responsibility%20Our%20Promise_2012.pdf; American Federation of Teachers, "Raising the bar: Aligning and elevating teacher preparation and the teaching profession" (2013) (survey reveals top problem experienced by teachers in their own training program is a failure to prepare them for the challenges of teaching in the "real world"; quality, depth, and duration of clinical experience is key) <http://www.highered.nysed.gov/pdf/raisingthebar2012.pdf>.

of Colleges for Teacher Education Clinical Practice Commission recently released a report to help the field develop a common understanding of clinical practice and stated that, “clinical practice serves as the central framework through which all teacher preparation programming is conceptualized and designed.”⁵

As a result, states are following the guiding principle that more clinical experiences—intentionally constructed in partnership between P-12 and higher education, and with a focus on quality in addition to quantity—are better in teacher preparation programs. For example, as of July 2018, Louisiana now requires 180 hours of clinical experiences prior to a one-year residency. Effective September 2018, New Jersey is requiring 50 hours of clinical experiences and 175 hours of clinical practice (225 hours total) prior to the full-time semester of student teaching.

Accordingly, building on the recommendations of the TeachNY Advisory Council and the edTPA Task Force, the Department convened a Clinical Practice Work Group in June 2017 to explore current practice and make recommendations for changes if deemed appropriate. The Work Group was composed of members from the P-12 and higher education communities from across the state (Attachment A) and met eight times from June 2017 through March 2018 to develop recommendations for updating the regulations.

The Work Group developed recommendations, which were presented to the Higher Education Committee of the Board of Regents in May of 2018 (Attachment B). The proposed regulation amendments are based on a subset of the Work Group’s recommendations. Regulation amendments based on the Work Group’s recommendations related to student teaching are proposed in a separate Regents item.

Proposed Amendments

The proposed amendments to Section 52.21 of the Commissioner’s Regulations are designed to create greater coherence with other statutory and Department initiatives related to ensuring that all educators have the knowledge and skills necessary to meet the needs of all students. Specifically, the amendments further align the Commissioner’s Regulations with requirements related to the Department’s federally approved Every Student Succeeds Act (ESSA) plan. The Department’s vision is that the proposed policies will ensure that candidates are exposed to diverse educational settings where they will practice their emerging skills in the domains of social-emotional learning, family and community engagement, and culturally responsive and sustaining pedagogy.

Proposed Amendments to Section 52.21

The proposed changes to teacher preparation program field experiences include:

- Shifting the terminology from “field experience” to “foundational and intermediate clinical experiences.” This shift is more than just a change in language. Rather

⁵ American Association of Colleges for Teacher Education, *A pivot toward clinical practice, its lexicon, and the renewal of educator preparation* (2018), p. 14. Retrieved from <https://aacte.org/professional-development-and-events/clinical-practice-commission-press-conference>

than being separate and disconnected, the sequence of clinical experiences provides teacher candidates scaffolded learning experiences that progress along a continuum. The combination of foundational and intermediate clinical experiences must address each of the applicable general and program-specific pedagogical core requirements for the certificate title(s) for which the teacher candidate is preparing. Consistent with the Department's ESSA plan, the foundational and intermediate clinical experiences and student teaching must be intentionally designed, in combination, to provide each teacher candidate with access to the full range of teacher experiences that are in a variety of communities, with diverse student populations.

- Requiring the combination of foundational and intermediate clinical experiences to be a total of at least 150 clock hours. For candidates enrolled in program(s) leading to more than one certificate title, no additional clock hours of experience are required. The 150 clock hours must include a focus on the subject areas and grade levels of each certificate title sought.
- Requiring at least 20 clock hours of the total 150 clock hours to include a focus on understanding the needs of students learning English as a new language and at least 20 clock hours of the total 150 clock hours to include a focus on understanding the needs of students with disabilities.
- Allowing foundational and intermediate clinical experiences to include virtual and/or simulated experiences, provided that at least 130 clock hours of the total 150 clock hours must occur with actual students in educational settings appropriate to the certificate title sought. Examples of virtual experiences include interactive, video-based virtual reality training classrooms such as the one in use at the University at Buffalo Graduate School of Education's Teacher Education Institute, or TeachLivE, a program used at dozens of teacher education institutions across the country—including in New York—in which teacher candidates interact with computer-generated student avatars.⁶
- Requiring the program to assess each teacher candidate's readiness to advance to the student teaching experience prior to the candidate's placement and to assess each teacher candidate's performance in the student teaching experience.

Timeline

The proposed regulatory amendments would apply to candidates first enrolling into a registered program in the Fall 2022 semester or thereafter. Therefore, the first cohort

⁶ Liana Loewus, "How Virtual Reality Is Helping Train New Teachers, Education Week (2017), <https://www.edweek.org/ew/articles/2017/09/06/student-teachers-get-real-world-practice-via.html>; Garland, K.V, Bell, K, and Raimondi, S., "TeachLivE from New York: It's SUNY Wide! Enhancing Pedagogical Practice within a Simulated Environment" (2015), <https://dspace.sunyconnect.suny.edu/handle/1951/69055>.

of students graduating from a traditional four-year program that will be impacted by the proposed amendment is the cohort graduating in the 2025-2026 academic year.

This timeline provides teacher preparation programs with sufficient time to make revisions, if needed, to align their program requirements with the proposed clinical experience requirements.

Related Regents Items

May 2018: <http://www.regents.nysed.gov/common/regents/files/518hed2.pdf>

January 2017: <http://www.regents.nysed.gov/common/regents/files/117hed2.pdf>

Recommendation

Not applicable.

Timetable for Implementation

Following the 60-day public comment period required under the State Administrative Procedure Act, it is anticipated that the proposed amendments will be presented to the Board of Regents for adoption at its April 2019 meeting. If adopted at the April 2019 meeting, the proposed amendments will become effective on April 24, 2019.

Clinical Practice Work Group

Name	Position	Organization
Alexandre, Shandra	Special Education, Early Childhood Education Teacher	NYC DOE
Armitage, Deirdre	Director of Fieldwork	CUNY College of Staten Island
Ashby, Christine	Associate Professor	Syracuse University
Bedford, April (co-chair)	Dean, School of Education	CUNY Brooklyn College
Bischoping, Scott (co-chair)	District Superintendent	Wayne-Finger Lakes BOCES
Brown, Nichole	Director, Field Placement Office	SUNY Oswego
Cantaffa, David	Assistant Provost for Educator Preparation	SUNY
Chilla, Cole	Senior Advisor, Div. of Teaching and Learning	NYC DOE
Danna, Stephen	Dean	SUNY Plattsburgh at Queensbury
DeMoss, Karen	Director, Sustainable Funding Project	Bank Street College
Earley, Terry	Assessment Coordinator for the Professional Educational Program	SUNY Stony Brook
Ferraro, Michele	Educational Liaison	NYC DOE
Franklin, Jeremiah	Mathematics Teacher	Arkport Central SD
Franks, Tanisha	Educational Liaison	United Federation of Teachers
Gerwin, David	Associate Professor	CUNY Queens College
Greenblatt, Deborah	Assistant Professor	Manhattan College
Guiney, Amy	Director, Center for School Partnerships & Teacher Certification	SUNY Potsdam
Herrington, Pam	Science Teacher	East Syracuse Minoa Central SD
Infante, Ileana	Director, Office of Clinical Experiences	CUNY Hunter College
Lembo, Leah	Assistant in Research and Education Services	NYS United Teachers
Meyers, Lesli	Superintendent	Brockport Central School District
McDonald, Colleen	Grant site director for NBPTS NY SEED and NEA grants	Consultant
McLane, Margaret	Dean, School of Education; Interim Provost	The College of Saint Rose
Mundo, Jennifer	Fifth Grade Teacher	Port Chester Rye Union Free SD

Name	Position	Organization
Pacheco, Maria S	Spanish Teacher	Mohonasen Central SD
Pagano, Angela	Associate Professor	SUNY Cortland
Paterson, Wendy	Dean	SUNY Buffalo State
Pignatosi, Frank	Visiting Assistant Professor	New York University
Shanley, Deb	Interim Dean	CUNY Lehman College
Spring, Jennifer	Superintendent	Cohoes City School District
Strait, Bradley	Elementary Principal	Broadalbin-Perth Central SD
Vega, Joaquin	High School Principal	NYC DOE Bronx International HS
Way, Amy	Executive Director, Office of Teacher Recruitment and Quality	NYC Department of Education
Wortham, Deborah	Superintendent	East Ramapo Central School District

**Clinical Practice Work Group Final Recommendations (highlighting added)
March 2018**

<p>I. Clinical Partnerships</p> <p>1. Educator preparation programs, in collaboration with the applicable entity(ies), including but not limited to schools, school districts/LEAs, school networks, and community-based organizations, shall establish, maintain, and review meaningful partnerships through memoranda of understanding or similar collaborative agreements for the purpose of systematically improving the preparation of teachers and the teaching and learning for all involved in collaborative clinical experiences.</p>
<p>II. Clinical Experiences</p> <p>1. Clinical experiences shall provide teacher candidates intentionally designed, sequential, and scaffolded learning experiences that progress from foundational through intermediate to culminating clinical placements and include ongoing opportunities for reflection and assessment.</p> <ul style="list-style-type: none">a. Foundational clinical experiences shall include, but are not limited to, meaningful engagement with P-12 educators and, as applicable, community-based educators demonstrating practices that support student learning and development.b. Intermediate clinical experiences shall include application of practices that support student learning and development in a setting facilitated by certified P-12 educators and, as applicable, community-based educators and supervised by higher education faculty/staff.c. The culminating clinical experience must be designed to provide teacher candidates opportunities to hone their practices in alignment with the New York State Teaching Standards in a classroom that is co-supervised by higher education faculty/staff and a certified P-12 teacher in the subject area of certification sought by the teacher candidate. <p>2. Through the combination of foundational, intermediate, and culminating clinical experiences, the program must provide each teacher candidate with experiences in a variety of communities, including designated high-needs schools, and with diverse student populations, which includes, but not limited to, diversity in culture, socio-economic status, and academic proficiency. Clinical experiences shall include access to the full range of teacher experiences. The combination of clinical experiences must also address the full range of developmental levels required by the certificate title(s) sought as prescribed in Commissioner’s Regulations Section 52.21(b)(3).</p> <p>3. Both foundational and intermediate clinical experiences must address each of the applicable general and program-specific pedagogical core requirements for the certificate title(s) for which the teacher candidate is preparing.</p> <ul style="list-style-type: none">a. The combination of foundational and intermediate clinical experiences shall total at least 150 clock hours, with at least 100 of the clock hours devoted to intermediate clinical experiences.b. At least 20 clock hours of the total 150 clock hours must include a focus on understanding the needs of students with disabilities.c. At least 20 clock hours of the total 150 clock hours must include a focus on understanding the needs of students learning English as a new language.d. Both foundational and intermediate clinical experiences may include virtual and/or simulated experiences, however, at least 130 clock hours of the total 150 clock hours must occur in educational settings with actual students appropriate to the certification area sought.

<ul style="list-style-type: none"> e. For a program preparing teacher candidates for more than one certificate title, the minimum total time requirement for the foundational and intermediate clinical experiences shall increase by 50 clock hours for each additional certificate title unless otherwise prescribed in Commissioner’s Regulations Section 52.21(b)(3). f. Teacher candidates’ readiness to advance to the culminating experience must be assessed. <p>4. The culminating clinical experience must be at least a full semester (at least 14 weeks) in length, full time, and in alignment with the daily schedule and annual calendar of the school or other appropriate educational setting in which the placement is occurring.</p> <ul style="list-style-type: none"> a. The culminating clinical experience must address each of the applicable general and program-specific pedagogical core requirements for the certificate title(s) for which the teacher candidate is preparing. b. The focus of the culminating clinical experience is full-time application of knowledge and skills observed and initially practiced in foundational and intermediate clinical experiences. c. The culminating clinical experience shall be accompanied by a seminar that is focused on the teacher candidates’ professional development during the experience. d. Teacher candidates’ performance in the culminating experience must be assessed.
<p>III. Clinical Supervision</p>
<ul style="list-style-type: none"> 1. School-based and university-based teacher educators who work with teacher candidates during culminating clinical experiences shall participate in professional development designed and/or implemented in partnership with P-12 and higher education faculty in order to provide effective clinical supervision. 2. School-based teacher educators engaged in clinical facilitation/supervision at the intermediate and/or culminating levels must have at least three years of full-time P-12 teaching experience or the equivalent that is in the subject area of certification sought by the teacher candidate or in a related area. 3. University-based teacher educators engaged in clinical supervision shall be involved in program development and must have at least three years of full-time P-12 teaching or related school-based experience and employed as a higher education faculty or staff member, classroom teacher, or educational leader in the past five years.
<p>IV. Other Clinical Models</p>
<p>Upon written application by the institution, the Commissioner may grant a time-limited approval for an alternate model for clinical experiences. Applicants for alternative models for clinical experiences must provide a research base that justifies the model in sections I, II, and III above.</p>

AMENDMENT TO THE REGULATIONS OF THE COMMISSIONER OF EDUCATION

Pursuant to Education Law sections 207, 305, 3001 and 3004.

1. Clause (c) of subparagraph (ii) of paragraph (2) of subdivision (b) of section 52.21 of the Regulations of the Commissioner of Education shall be amended as follows:

(c) Pedagogical core. [The] For registered programs with students who first enroll prior to the Fall 2022 semester, the program shall include a requirement that the candidate complete study in a pedagogical core that provides the candidate with the pedagogical knowledge, understanding, and skills as set forth in subclause (1) of this clause and field experiences, and student teaching and/or practica as set forth in subclause (2) of this clause. For registered programs with students who first enroll for the Fall 2022 semester and thereafter, the program shall include a requirement that the candidate complete study in a pedagogical core that provides the candidate with the pedagogical knowledge, understanding, and skills as set forth in subclause (1) of this clause and clinical experiences as set forth in subitems (2)(ii)(B), (C), (D), and (E) of this clause and subclause (3) of this clause.

2. Item (ii) of subclause (2) of clause (c) of subparagraph (ii) of paragraph (2) of subdivision (b) of the Regulations of the Commissioner of Education shall be amended as follows:

(ii) [The] For registered programs with students who first enroll prior to the Fall 2022 semester, the field experiences, student teaching and practica shall:

(A) . . .

(B) . . .

(C) . . .

(D) . . .

3. A new subclause (3) shall be added to clause (c) of subparagraph (ii) of paragraph (2) of subdivision (b) of section 52.21 of the Regulations of the Commissioner of Education shall be added as follows:

(3) For registered programs with students who first enroll in the Fall 2022 semester and thereafter. Clinical experiences.

(i) General requirements.

(A) Clinical experiences shall provide teacher candidates with intentionally designed, sequential, and scaffolded learning experiences that progress from foundational through intermediate clinical placements to student teaching and include ongoing opportunities for reflection and assessment.

(B) The combination of foundational and intermediate clinical experiences and student teaching must provide each teacher candidate with experiences in a variety of communities and with diverse students.

(C) Clinical experiences shall include the full range of teacher responsibilities.

(ii) Foundational and intermediate clinical experiences.

(A) Both foundational and intermediate clinical experiences as defined in subitems (B) and (C) of this item must address each of the applicable general and program-specific pedagogical core requirements for the certificate title(s) for which the teacher candidate is preparing.

(B) Foundational clinical experiences shall include, but are not limited to, meaningful engagement with educators in educational settings and, as applicable,

educators in community-based organizations, who are demonstrating practices that support student learning and development.

(C) Intermediate clinical experiences shall include application of practices that support student learning and development with certified educators in an educational setting and, as applicable, educators in community-based organizations, and such experiences are supervised by university-based teacher educators.

(D) The combination of foundational and intermediate clinical experiences shall total at least 150 clock hours, with at least 100 of the clock hours devoted to intermediate clinical experiences; provided that, for candidates pursuing more than one certificate title, the 150 clock hours must be carefully planned to include an appropriate distribution of hours addressing the subject areas and grade levels of each certificate title sought.

(E) At least 20 clock hours of the total 150 clock hours must include a focus on understanding the needs of students with disabilities.

(F) At least 20 clock hours of the total 150 clock hours must include a focus on understanding the needs of students learning English as a new language.

(G) Both foundational and intermediate clinical experiences may include virtual and/or simulated experiences, provided that at least 130 clock hours of the total 150 clock hours must occur with actual students in educational settings appropriate to the certificate title sought.

(iii) Student teaching and practicum experiences.

(A) The student teaching or practicum experience must focus on full-time application of knowledge and skills observed and initially practiced in foundational and intermediate clinical experiences.

(B) Assessment and seminar.

(I) The institution, with input from its partner educational setting and school-based teacher educator, must assess each teacher candidate's readiness to advance to the student teaching experience prior to the candidate's placement.

(II) The institution, with input from the school-based teacher educator, must assess each teacher candidate's performance in the student teaching experience.

(III) The student teaching experience shall be accompanied by a seminar that is focused on the teacher candidate's professional learning during the experience.