Alternative Routes to Teacher Certification in Washington State: Final Report

Marna Miller, Ph.D.

December 2004

Alternative Routes to Teacher Certification in Washington State: Final Report

Marna Miller, Ph.D.

December 2004

Washington State Institute for Public Policy
110 Fifth Avenue Southeast, Suite 214
Post Office Box 40999
Olympia, Washington 98504-0999
Telephone: (360) 586-2677
FAX: (360) 586-2793
URL: http://www.wsipp.wa.gov
Document No. 04-12-2901

WASHINGTON STATE INSTITUTE FOR PUBLIC POLICY

Mission

The Washington Legislature created the Washington State Institute for Public Policy in 1983. A Board of Directors—representing the legislature, the governor, and public universities—governs the Institute, hires the director, and guides the development of all activities.

The Institute's mission is to carry out practical research, at legislative direction, on issues of importance to Washington State. The Institute conducts research activities using its own policy analysts, academic specialists from universities, and consultants. New activities grow out of requests from the Washington legislature and executive branch agencies, often directed through legislation. Institute staff work closely with legislators, as well as legislative, executive, and state agency staff to define and conduct research on appropriate state public policy topics.

Current assignments include projects in welfare reform, criminal justice, education, youth violence, and social services.

Board of Directors

Staff

Roxanne Lieb, Director
Steve Aos, Associate Director

CONTENTS

Appendices to this report are available online at *www.wsipp.wa.gov* or by calling the Institute.

ACKNOWLEDGEMENTS

Many people contributed to this report.

Barbara McLain and Shannon Matson, during their tenures at the Institute, laid the groundwork for the study. Barbara designed the study and Shannon conducted the first intern survey and wrote the interim report.

Without the cooperation of the interns in the first cohort, who took the time to respond to three Institute surveys while they were working in the program and later as new teachers, our understanding of how the programs worked for them would have been impossible. Special thanks to them all.

I am likewise grateful to the 108 mentor teachers who answered the survey.

Directors at each of the programs were particularly helpful, providing information on the creation of the programs and ways in which the programs have changed since their inception in 2002. Thanks to Fran Tangen at City University, Lynn Beck at Pacific Lutheran University, Michelle LaRocque and Henry Algera at Seattle Pacific University, Ann Gentle at St. Martin's College, Sally Luttrell-Montes at the University of Washington, and Laurie Phelan at Western Washington University.

The field supervisors provided another perspective on how the programs worked. They are: Andrea Levy at the University of Washington; Leon Sams and Marilyn Wiltz at Western Washington University; Elizabeth Allsman at St. Martin's College; Kathy Paris and Kathlyn Mickell at Pacific Lutheran University; Kitty England at Seattle Pacific University; and Bobbi Fox at City University.

Others who contributed to this effort include:

- Polly Phipps and Anne Lux made suggestions about the surveys
- Rick Maloney at OSPI shared data from his upcoming report on teacher certification in Washington.
- Char Simons aided with technical writing.
- The 25 principals at schools provided evaluations of program graduates teaching in their schools.

Debra Fabritius and Janie Maki at the Institute prepared the surveys and edited the report.

EXECUTIVE SUMMARY

The term alternative teacher certification describes programs that allow adults with college degrees to become teachers without enrolling in a traditional teacher training program. Other states established alternative certification to address teacher shortages and to attract mid-career professionals and minorities into teaching. Typically, these programs involve intensive summer coursework to prepare interns for teaching the following autumn. When the school year begins, the interns are the paid teachers of record, although they continue to take evening or weekend classes. These interns usually have a veteran mentor teacher. Interns receive full certification in one to two years.

In 2001, when the Washington State Legislature designed its alternative route programs,[1] the spirit of alternative teacher certification was maintained. Washington's programs include the following:

- Intensive on-the-job training under the supervision of a mentor;
- Curriculum adapted for full-time internships in K–12 classrooms; and
- Emphasis on performance as opposed to class "seat time."

However, Washington's alternative route programs differ from most alternative certification programs in two ways. First, interns are not the paid teachers of record. Second, Washington's routes include programs for paraeducators with associate's degrees so they can earn a baccalaureate degree and become certified to teach.

Funding. For the 2001–03 biennium, the Legislature appropriated $2 million to support interns in alternative routes to teacher certification. Additionally, in December 2001, the Office of the Superintendent of Public Instruction (OSPI) received a $1.2 million federal grant to help mid-career professionals become part of the teaching force. The Professional Educators Standards Board (PESB) decided to use both sources of funds for the alternative route programs.

The programs were operated with two distinct funding streams and rules. Interns received either state or federal support. For the first cohort (2002–03), the state allocated the equivalent of a starting teacher's salary for each intern. The state-funded intern received 80 percent of the salary ($22,654), and the mentor received 20 percent ($5,664). The federal grant provided $8,500 per intern, including a $500 payment to mentors.

In 2003, the Legislature replaced the stipend with an $8,000 conditional scholarship.[2] These scholarships are loans that are forgiven if the graduate teaches for two years in Washington public schools. Mentor compensation was reduced to $500. Thus, the program now costs Washington State $8,500 per graduate, comparable to the federal program.

[1] E2SSB 5695, Chapter 158, Laws of 2001.
[2] SB 6052.

Exhibit 1 provides a summary of funding and program graduates in Washington's alternative routes. The 148 graduates of the 2002–03 cohort represent two percent of all new teachers the following school year.[3]

Exhibit 1
Funding and Graduates of Washington's Alternative Routes to Teacher Certification

	Appropriations		
School Year	**State Funding**	**Federal Funding***	**Graduates**
2002–03	$2,000,000	$1,200,000	148
2003–04	$761,000	NA	95
2004–05	$1,079,000	NA	181**

* Federal funds not spent in 2002–03 carried over into subsequent program years.
** This number represents those enrolled; they have not yet graduated.

Findings

Who Are Washington's Alternative Route interns? A Look at the 2002–03 Cohort

In terms of demographics, the initial cohort of interns resembled the teacher workforce in Washington:

- 13 percent were racial or ethnic minorities;
- 28 percent had been paraeducators;
- 31 percent were male; and
- Median age was 41.

Of those with previous college degrees, 47 percent had degrees in technical fields, 33 percent had advanced degrees, and 38 percent had taught under limited certificates.

How Do Washington's Alternative Routes Partnerships Work?

As outlined in the legislation authorizing alternative routes to teacher certification, programs are established as partnerships between colleges of education and local school districts or Educational Service Districts (ESDs). While the Legislature set the goals, the PESB implemented the programs. Partnerships submitted proposals to the PESB, which then selected partnerships to receive funding.

Six partnerships began in 2002, all in Western Washington. Funding covered only stipends in 2002–03 and forgivable loans since 2003. Before 2004, partnerships received no money to cover resources necessary for administering programs.

Tuition ranged widely for the first cohort, depending on the college and the route, from $7,200 to $35,000. The most expensive program was for paraeducators earning their baccalaureate degrees as well as training for teacher certification.

[3] A total of 7,741 certificates were issued to new teachers in Washington in 2003-04. Rick Maloney, Draft of *Annual Report 2003–2004: Certificates Issued and Certificated Personnel Placement Statistics* (Olympia, WA: Office of the Superintendent of Public Instruction, unpublished).

Have Alternative Route programs Met Legislative Intent?

How well the programs met legislative objectives is based mainly on surveys of the first cohort of interns (2002–03). These initial programs were put together quickly, with only two to four months between receiving grant awards and the beginning of the programs. In that time period, partnerships had to redesign curriculum to accommodate a year-long internship, arrange for faculty to teach coursework, recruit and screen applicants, recruit mentor teachers, and work out logistics for funding and other responsibilities.

Despite the short time for program development, alternative routes met most of the legislative objectives. Some of the individual programs met *all* the objectives. The Legislature outlined four main objectives for alternative routes.

- **Fill teacher shortages.** Most who enrolled (88 percent) completed their program. Most graduates (86 percent) are certified to teach in shortage areas, and an even greater number (92 percent) reported working as teachers, according to the Washington State Institute for Public Policy's (Institute) Spring 2004 Intern Survey. This percentage is comparable to graduates of conventional programs in Washington State and higher than the 60 to 70 percent commonly reported in other states.

- **Meet the same state standards for certification as traditionally prepared interns.** Alternative route interns must meet the same requirements as teachers certified through traditional programs. At five of the six original programs, interns were also required to pass a new pedagogy assessment, which is still being field-tested.

  Alternative route interns were at least as well prepared, if not better prepared, to teach than new teachers from traditional programs, according to field supervisors (88 percent), mentors (76 percent), and principals in schools where the new teachers were later employed (96 percent).

- **High-quality preparation.** Alternative route programs required a considerable time commitment. During the school year, interns took about 15 credits in addition to their full-time K–12 classroom responsibilities. Programs also required more intensive field training than traditional teacher programs. Interns spent considerably more time in the K–12 classroom, averaging 28 weeks compared with 10 to 16 weeks for traditional routes.

  In terms of coursework, the number of required credit hours was similar to that of traditional programs. Course subjects and content were also similar. However, course schedules were modified to accommodate the time interns spent in the K–12 classroom, and most programs provided performance-based rather than class time options for earning credits. Alternative route interns rated the value of their coursework about the same as students completing traditional teacher programs.

  Mentors were experienced teachers who had taught an average of 14.5 years. Over half (57 percent) had served as mentors before. Despite intentions to train all mentors, nearly a third of mentors to the first cohort reported receiving no training.

Interns tended to view their mentored internships as more valuable than their coursework in preparing them to teach. The more time interns spent with their mentors, the more valuable they deemed the experience.

- **Flexibility and expediency.** The first alternative route programs varied greatly in terms of flexibility, adaptability to an individual's pre-existing knowledge and skills, waiving of coursework, and affordability. For example, in one program none of the interns were able to waive coursework while in another, 83 percent were able to waive coursework. This suggests that some programs had more difficulty creating alternatives to their traditional curriculum than other programs.

> "Interns do the same work as the regular post-baccalaureates, but they do it in a year instead of 18 months."
>
> *—Field Supervisor*

In the 2002–03 cohort, 20 percent of interns with at least a baccalaureate degree at enrollment earned a teaching certificate before the end of the school year.

Changes Since the First Cohort (2002–03)

Alternative route programs have evolved since initial implementation. Two of the six original programs are no longer operating; however, in 2004–05, two new consortia were established in Eastern Washington. Aware of fiscal constraints in administering the first programs, the PESB garnered funding from a variety of sources to support the involvement of ESDs in these new programs.

Programs have made efforts to guarantee that all mentor teachers receive training specific to alternative routes. Programs continue to modify the ways they balance competing interests of adequate preparation through coursework and year-long, full-time internships.

Alternative route programs have the flexibility to adjust to specific local shortages. For example, in 2004–05, one program partnered with a local school district to design a program for music and drama teachers—teaching under conditional permits—while they continued to teach in the schools.

In most alternative routes, interns are not the teacher of record. However, the 2004 Legislature changed the law to permit enrollment of individuals holding conditional certificates.[4] These interns are allowed to continue to work as the teacher of record and receive their salaries.

The PESB continues to provide oversight. To ensure that all partnerships maintain programs consistent with legislative intent, the PESB issued a Request for Proposals (RFP) in November 2004. The RFP requires all partnerships, including those operating in 2004–05, to compete for funding.

[4] SSB6245, Chapter 23, Laws of 2004.

INTRODUCTION

Background

Forty-six states have implemented means other than a bachelor's degree in education for paraeducators, individuals teaching with limited certificates, and individuals from fields other than education who want to become teachers.

Washington's alternative routes to teacher certification were created by the 2001 Legislature based on the recommendations of the Professional Educator Standards Board (PESB).[5] The Legislature outlined four main objectives for alternative routes to teacher certification:

- Target shortage subject areas and geographic locations;
- Meet state standards for teacher preparation;[6]
- Provide high-quality preparation; and
- Offer flexibility and expedience to prospective teachers.

For the 2001–03 biennium, the Legislature appropriated $2 million to support interns enrolled in alternative routes. The PESB distributed the funds to partnerships of school districts and colleges developing the alternative route programs. Additionally, the Office of the Superintendent of Public Instruction (OSPI) received a $1.2 million federal grant in 2001 to help mid-career professionals transition to teaching.

Study Direction

In creating state grants for alternative routes to teacher certification, the 2001 Washington Legislature directed the Washington State Institute for Public Policy to:

> *Submit to the education and fiscal committees of the legislature, the governor, the state board of education, and the Washington professional educator standards board, an interim evaluation of partnership grant programs funded under this chapter by December 1, 2002, and a final evaluation by December 1, 2004.*[7]

The Institute received funding from the PESB to incorporate similar federally funded projects in this evaluation.

[5] E2SSB 5695, Chapter 158, Laws of 2001.
[6] *Ibid.*, Section 1, Legislative Intent.
[7] *Ibid.*, Section 8.

Research Questions

This report addresses the following areas:

- What do alternative routes to teacher certification look like in other states?
- What are Washington's alternative routes?
- What are the history and status of Washington's alternative route partnerships?
- Who are Washington's alternative route interns?
- Do programs reflect legislative intent?

This report also includes responses to surveys of interns and their mentor teachers.

Study Methods

Both the legislation creating alternative routes to teacher certification and the 2001–03 appropriations act directed the Washington State Institute for Public Policy to evaluate the state partnership grant programs.[8]

This study focuses on the first cohort of interns, enrolled in 2002 and receiving certification by April 2004. Methods include multiple surveys of program interns, a survey of their mentor teachers, interviews with program directors and college supervisors, and a survey of a sample of school principals. Limiting the study to the first cohort was necessary to capture the full experience for interns.

This report also describes ways the alternative route programs have changed since the 2002–03 cohort.

Appendices to this report are available online at www.wsipp.wa.gov or by calling the Institute.

[8] *Ibid*.; and ESSB 6153, Section 608(14), Chapter 7, Laws of 2001, 2nd special session.

I. ALTERNATIVE ROUTES TO TEACHER CERTIFICATION: A NATIONAL OVERVIEW

This section was prepared by C. Emily Feistritzer, President of the National Center for Educational Information and President of the National Center for Alternative Certification.

Traditionally, education departments of four-year colleges and universities train students to become teachers by awarding bachelor degrees in education. Today, alternative routes to teacher certification are multiplying rapidly across the nation for two reasons: (1) to meet the demand for more highly qualified teachers, and (2) to fill shortages in certain geographic locations and high-demand subject areas.

The Traditional Route

Licensing, or certification, of elementary, middle, and high school teachers is a state responsibility. Most teachers were, and continue to be, trained in the education departments of four-year colleges and universities. This process means that a college or university:

- Submits to the state a plan for a teacher preparation program for each discipline and/or grade level(s);
- Follows state-established guidelines; and
- Receives approval from the state.

Potential teachers apply directly to a college or university, take the required courses, and meet other conditions specified by the college's education department. Upon completion of the state-approved program, the graduate is then granted a license to teach.

Requirements for obtaining a teaching license through both traditional routes and alternative certification vary considerably—not only from state to state but from institution to institution. Some require very little, some require a lot. Some states require various tests and differing lengths of time spent student teaching. Some require observation in schools before student teaching. Some institutions of higher education have added a "fifth year" to teacher education programs. Others have added internships. Others have done away with undergraduate teacher preparation programs altogether—and just have a post-baccalaureate program of teacher preparation. Some states require only an initial certificate, while other states require a second- or third-stage certificate—sometimes with continuing education requirements, and sometimes resulting in a lifetime or permanent certificate.

Traditional Option in Place of an Education Major: Emergency Certification[9]

Historically, emergency certificates have been used to bring individuals quickly into teaching to fill teacher shortages. Persons with emergency certificates typically begin teaching right away, with no orientation or instructional support, much less training, while taking education courses at night or during summers. Some states wanted to develop an alternative to such emergency routes that would provide more support and training for new teachers.

Nationwide Development of Alternative Certification Programs

Much media attention has been given to the issue of teacher shortages. This is somewhat misleading, as the shortage is geographically and subject-based. There are shortages in certain subject areas, such as special education, English as a Second Language, mathematics, and science, as well as in some rural and inner-city areas. Hence *the proliferation of quality alternative teacher certification routes is market-driven*. Programs are designed to recruit and place teachers early in their training in geographic areas and in subject areas where the demand for teachers is greatest.

During the last two decades, state officials, legislators, and institutions of higher education have struggled with how to bring the best and brightest from all walks of life into teaching. In 1983, only eight states had *any* way for people who had not come through a teacher education program at a college or university to become certified to teach. Since then, the alternative certification movement has grown to more than 140 programs in 46 states and the District of Columbia. Numerous alternative routes have been established in nearly all states; however, some routes were dropped due to lack of use, such as in Alaska and Arizona. Other states have dropped the term “alternative teacher certification.”

The National Center for Education Information (NCEI) has been surveying states on alternative routes for licensing teachers since 1983, when the issue surfaced in New Jersey amid much controversy over whether alternative routes would side-step the necessary preparation normally provided by colleges of education. (Exhibit 2 lists the range of alternative certification program requirements across the nation that the NCEI has classified.)

During the last 20 years, more and more states have considered alternative routes only for persons from fields other than education who want to work as teachers. Growing numbers of governors, state legislators, state commissioners of education, deans of education, and other political and educational leaders favor this approach. Local school administrators, school board presidents, parents of school children, and the public also recognize the value of alternative routes as a means of improving education. More than half (54 percent) of public school teachers agree that recruiting adults who have experience in careers other than teaching would improve education, according to a 1996 NCEI survey.

[9] In Washington State, emergency certificates are issued to persons who have met most, but not all, the requirements for residency certification. The term emergency certificate as used here is called a conditional certificate in Washington.

Case Snapshots

New Jersey, Texas, and California stand out as having exemplary alternative teacher certification programs that have a significant impact on the recruitment and retention of highly qualified individuals for teaching.

New Jersey: In 1984, New Jersey was the first state to develop alternative teacher certification on a wide scale. New Jersey initiated its program in order to offer non-traditional candidates a better alternative than emergency certificates until they fulfilled requirements for teacher certification. Through legislation, New Jersey's program recruited liberal arts graduates and put them through a school-based program. In collaboration with universities, candidates taught while taking further instruction and working with a mentor teacher. By 2001, 29 percent of all newly certified teachers were trained in an alternative certification program.

Texas: In 1985, the Houston Independent School District implemented the state's first alternative teacher certification program to fill projected shortages. Four years later, state legislators eliminated the shortage requirement. Texas now has 52 alternative teacher certification programs throughout the state. In 2002, 22 percent of all newly certified teachers were trained in an alternative certification program.

California: California has the greatest school-aged population and has struggled to meet the demand for teachers. Like some other states, California is faced with three problems: overall growth among the school-age population, a rapid increase in the number of minority students, and state-mandated reduction in class size. In 2001, 11 percent of all newly certified teachers were trained in an alternative certification program.

Demographics of Alternative Certification Teachers

In terms of numbers of graduates, alternative certification programs have been successful. Nationally, about *200,000 people have been certified to teach through alternative routes* since 1985. Most of the growth in alternative certification has occurred since the mid-1990s. Within the last five years, approximately *25,000 people per year* have been certified to teach through alternative routes. By contrast, approximately 200,000 people graduate each year from teacher preparation programs.

In many states, alternative certification programs have attracted a greater proportion of ethnic and racial minorities than traditional education training. Almost half (48 percent) of California's alternative certification teachers are racial and/or ethnic minorities compared with 23 percent among the statewide teacher workforce. Likewise in Texas, 38 percent of alternative certification candidates are from minority groups while 28 percent of teachers statewide are racial and/or ethnic minorities.

According to data from several states, individuals entering teaching through alternative routes have higher retention rates than those entering teaching from traditional college-based programs. Reasons for this are as follows:

- Teachers are generally older, more experienced, and have a strong commitment to helping young people learn and develop. They are making a definitive decision to teach at this point in their lives.
- The alternative preparation programs provide intense field-based, in-the-classroom training and instruction.
- They have received on-the-job training under the guidance of mentor or master teachers.
- They have had the support of college faculty, schoolteachers, and their peers while teaching.

Nationwide, common characteristics of alternative routes to teacher certification have evolved in recent years. Candidates generally:

- Have at least a bachelor's degree;
- Must pass tests, interviews, and demonstrated mastery of subject(s) they will teach;
- Begin teaching—usually full-time—early in the alternative certification program. They are employed as teachers and are the "teacher of record" in their classrooms while they engage in on-the-job training;
- Complete coursework while teaching or have equivalent experiences in professional education studies;
- Work with mentor teachers; and
- Meet high performance standards.

Alternative Routes to Teacher Certification in Washington State

While Washington's programs share many of these characteristics, they differ from this common national definition in two important respects: prospective teachers are not paid during their internships, and they are not the teacher of record in the classroom until they have completed their training and are certified. One of Washington's routes is also unusual in that it is for current staff who have at least an associate's degree.

Like some other states, the Washington State Legislature and the Professional Educator Standards Board (PESB), which wrote the recommendations for the alternative routes for the legislature, are very interested in developing programs by targeting certain groups to alleviate teacher shortages. They include individuals already in the school systems, such as substitute teachers and paraeducators, particularly those with experience in special education and English as a Second Language.

Washington's Route I program is unusual in that it recruits from paraeducators and does not require a bachelor's degree prior to enrollment. However, only one of the two Route I programs continues to operate. Routes II and IV target individuals already working in education. Route II programs are very similar to alternative routes in other states designed for teaching candidates entering education from other professions. Routes II, III, and IV

involve the school, candidate, and supervisor of the teacher candidate from the higher education teacher preparation program. All alternative routes are on-the-job training programs with a mentoring component and collaborative arrangements between a school or school district and a college or university.

Conclusion

Almost every state in the nation is taking seriously the creation of alternatives to traditional undergraduate college teacher education programs for certifying teachers. States have focused on designing alternative routes for "non-traditional" candidates, that is, individuals from fields other than education, who want to become teachers. In addition, alternative routes offer programs for paraeducators and substitute teachers to become certified.

Alternative routes to teacher certification are having a significant impact on the way all teachers are educated and brought into the profession and moving many states and traditional education departments at colleges and universities toward performance-based, on-the-job training. Few innovations in U.S. education have spawned more controversy and debate regarding the need to uphold and strengthen teacher standards than the alternative teacher certification movement, and few have resulted in more positive changes.

Exhibit 2

Characteristics of Various Types of Alternative Routes to Teacher Certification

CLASS A	This category is reserved for those routes that meet the following criteria: • The alternative teacher certification route has been designed for the explicit purpose of attracting talented individuals who already have at least a bachelor's degree in a field other than education into elementary and secondary school teaching. • The alternate route is not restricted to shortages, secondary grade levels, or subject areas. • These alternative teacher certification routes involve teaching with a trained mentor, and any formal instruction that deals with the theory and practice of teaching during the school year—and sometimes in the summer before and/or after the school year.
CLASS B	Teacher certification routes that have been designed specifically to bring talented individuals who already have at least a bachelor's degree into teaching. These routes involve specially designed mentoring and some formal instruction. However, these routes either restrict the route to shortages and/or secondary grade levels and/or subject areas.
CLASS C	These routes entail review of academic and professional background and transcript analysis of the candidate. They involve specially (individually) designed inservice and course-taking necessary to reach competencies required for certification, if applicable. The state and/or local school district have major responsibility for program design.
CLASS D	These routes entail review of academic and professional background and transcript analysis. They involve specially (individually) designed inservice and course-taking necessary to reach competencies required for certification, if applicable. An institution of higher education has major responsibility for program design.
CLASS E	These post-baccalaureate programs are based at an institution of higher education.
CLASS F	These programs are basically emergency routes. The prospective teacher is issued some type of emergency certificate or waiver which allows the individual to teach, usually without any on-site support or supervision, while taking the traditional teacher education courses required for full certification.
CLASS G	Programs in this class are for persons with few requirements left before becoming certified through the traditional approved college teacher education program route; e.g., persons certified in one state moving to another or persons certified in one endorsement area seeking to become certified in another.
CLASS H	This class includes those routes that enable a person who has some “special” qualifications, such as a well-known author or Nobel prize winner, to teach certain subjects.
CLASS I	This class includes states that reported they were not implementing alternatives to the approved college teacher education program route for licensing teachers.
CLASS J	These programs are designed to eliminate emergency routes. They prepare individuals who do not meet basic requirements to become qualified to enter an alternative route or a traditional route for teacher licensing.
CLASS K	These avenues to certification accommodate specific populations for teaching, e.g., Teach for America, Troops to Teachers, and college professors who want to teach in K–12 schools.

Source: Adapted from the National Center for Education Information.

II. WHAT ARE WASHINGTON'S ALTERNATIVE ROUTES TO TEACHER CERTIFICATION?

The Residency Certificate

New teachers and teachers certified in other states are granted residency certificates, enabling them to teach in Washington's public and private schools.[10] In Washington State, standards for teacher preparation and certification are established by the Washington State Board of Education (SBE). Exhibit 3 illustrates the five primary steps to becoming certified as a teacher in Washington.

Exhibit 3
Steps to Initial Teacher Certification

Step	Means
1. Meet Minimum Criteria	Prospective teachers must be at least 18 years of age, provide evidence of good moral character, and hold a bachelor's degree**.**
2. Pass a Basic Skills Test	As of September 2002, individuals wishing to enter a teacher preparation program must receive a passing score on a statewide basic skills test administered by the Washington Professional Educator Standards Board (PESB).
3. Successfully Complete a State-Approved Teacher Preparation Program	Since 2000, all teacher preparation programs approved by the SBE must be "performance-based." Rather than specifying the content of a program, the SBE requires teacher candidates to: • Demonstrate their knowledge and skills based on 25 standards* • Demonstrate positive impact on student learning
4. Obtain at Least One Subject Area Endorsement	Endorsement areas identify the subject area an individual is considered qualified to teach (e.g., special education, mathematics, elementary education). The SBE identifies competencies for each endorsement.
5. Pass a Content Test (September 2005)**	After September 2005, all teacher candidates must pass content tests before receiving their endorsements. These tests are currently under adoption by PESB.

* WAC 180-78A-270. See Appendix G for a list of standards.
** The Office of the Superintendent of Public Instruction (OSPI) and teacher preparation programs are also field testing a pedagogy assessment, but this is not yet a standard requirement for all prospective teachers.

[10] The residency certificate is valid for five years and has limited renewal before a teacher must complete additional requirements for the professional certificate.

Traditional Routes to the Residency Certificate

In Washington, there are 21 state-approved teacher education programs, eight at public higher education institutions and 13 at private institutions. Appendix I lists the regionally accredited programs currently approved by the SBE.

Each college and university is responsible for determining how to organize and offer preparation programs leading to residency certification—generally through one of three programs or routes:

- **Undergraduate Degree.** Certification and endorsement requirements are met through undergraduate coursework, resulting in a bachelor's degree along with a residency certificate. Education coursework and student teaching is usually structured as a two-year program begun after the student has reached junior status.

- **Post-Baccalaureate Certificate.** Certification requirements are met through a non-degree program usually one year in length. As a condition of admission, applicants must have a bachelor's degree and, for some programs, sufficient coursework for at least one endorsement. Post-baccalaureate teacher certification programs are offered by 15 colleges or universities in 25 locations in Washington.[11]

- **Master's in Teaching (MIT).** Certification requirements are met through an intensive program in which candidates earn both a master's degree and a residency certificate. Programs are usually 15 months (five academic quarters) in length.

Some researchers categorize post-baccalaureate certificates and MIT programs as alternative routes to certification because they provide opportunities for individuals who have already earned a bachelor's degree in non-education majors to gain a teaching credential.[12]

Limited Certification

Washington State also offers four types of limited certification allowing, under certain conditions, individuals without a residency certificate to teach at the request of a school district or private school.[13]

- **Emergency Certificate.** Applicants must already have substantially completed a teacher preparation program and coursework for endorsement. This one-year certificate can only to be used when a qualified teacher with full certification is not available or circumstances dictate the position must be filled immediately.

[11] See Appendix I and "Teacher Certification Programs" at <http://www.teachwashington.org/programs.php#pb>, accessed December 29, 2004.
[12] See Exhibit 2.
[13] WAC 180-79A-231. Substitute certificates are not included in this list because individuals must have completed a regular teacher preparation program to receive a certificate.

- **Conditional Certificate.** Educational Service Districts, school districts, or private schools may request a conditional certificate under two circumstances: (1) individuals are highly qualified and have unusual distinction or exceptional talent in the subject area they intend to teach, or (2) qualified and certified individuals are not available.[14] This certificate is valid for up to two years and may be reissued.

- **Emergency Substitute Certificate.** If a district experiences a shortage of regularly certified substitute teachers, the state can issue emergency substitute certificates to non-certified individuals for up to three years, to be used only in the requesting district.

- **Intern Substitute Certificate.** This certificate permits an individual who is completing a student teaching internship to act as a substitute in the absence of the regular classroom teacher, but only in the classroom in which the intern is student teaching. The intern must be approved by his or her sponsoring university or college.

Why Create Alternative Routes to Certification?

Generally, an alternative route to teacher certification does not require individuals to complete a traditional teacher preparation program. Nationwide, approximately 25,000 teachers receive certification through an alternative route each year.[15] As of 2004, 46 states, including Washington, offer some form of alternative certification program compared with only eight states in 1983.[16] There are four major reasons state policymakers create alternative routes to teacher certification:

1. Address teacher shortages;
2. Reduce emergency certification and out-of-field assignments;
3. Attract mid-career professionals into teaching; and
4. Promote greater diversity in the teaching force.

1. Alternative Routes Address Teacher Shortages

For some time, researchers, schools, and the media have portrayed an impending or current shortage of qualified classroom teachers in the United States.[17] However, no consensus exists regarding the specific scope and nature of this teacher shortage. In the

[14] Conditional certificates may also be issued for traffic safety and sports instructors, nurses, speech pathologists, and audiologists.
[15] C. Emily Feistritzer, "Alternative Routes for Certifying Teachers Escalate to Meet Multiple Demands" (Washington, DC: National Center for Education Information, News Release, March 5, 2002).
[16] *Ibid*. See also Section I of this report.
[17] Anonymous, "The Teacher Shortage: Apply, *Please!" Education World*, March 27, 2000, <http://www.education-world.com/a_admin/admin155.shtml> accessed on December 21, 2004; and C.E. Feistritzer, "The truth behind the teacher shortage," (Washington, DC: National Center for Education Information, 1998), <http://www.ncei.com/WSJ-12898.htm>, accessed on December 21, 2004.

past, the increasing K–12 student population and growing rate of teacher retirements were cited as contributing factors. Current projections show a distinct flattening of student enrollment that began in 2001 and will continue through 2013, with enrollment growth projected to be 0.35 percent per year nationwide and 0.46 percent per year in Washington.[18] Recent research also shows that retirement currently has a relatively minor impact on the nation's supply of teachers, accounting for only 13 percent of total turnover.[19]

Some researchers assert the nation's shortage does not exist in the total number of teachers but is concentrated in specific geographic locations and subject areas.[20] State policies, such as class size reduction and increased demand for teachers within a short time period, can lead to increased use of unqualified teachers. Since the mid-1980s, 20 states, including Washington, have initiated class size reduction initiatives.[21]

Experiences in other states show that alternative certification programs can result in higher retention rates for those teachers receiving alternative certification, particularly for programs that target mid-career professionals.[22] Alternative programs often deliberately target their recruitment to fill positions in shortage areas.[23]

Shortages in Washington. Although no extensive research has been done in Washington regarding the nature of teacher supply and demand, in 2000 and 2002 the Office of the Superintendent of Public Instruction (OSPI) surveyed school districts to determine possible future shortages of teachers in various fields. Exhibit 4 summarizes the major findings. Shortages exist for teachers of these subjects in most Washington counties.

[18] Debra E. Gerald and William J. Hussar, *Projections of Education Statistics to 2013* (Washington, DC: National Center for Education Statistics, October 2003), <http://www.nces.ed.gov/pubs2004/2004013.pdf>, accessed December 21, 2004.
[19] Richard Ingersoll, "Is There Really a Teacher Shortage?" *Teacher Quality Policy Briefs* 3 (January 2001), <http://www.ctpweb.org>, accessed December 21, 2004. School districts surveyed by OSPI in 2002 similarly reported that approximately 5,700 of their teachers (11 percent of the 2001–02 teaching force) would be eligible for retirement within the next five years.
[20] Ray Legler, *Alternative Certification: A Review of Theory and Research (2002)* (Naperville, IL: North Central Regional Educational Laboratory, 2002), <www.ncrel.org/policy/pubs/html/altcert/intro.htm>, accessed December 21, 2004.
[21] CSR Research Consortium, *What We Have Learned About Class Size Reduction in California* (Sacramento: California Department of Education, 2002), 6. In 2000, Washington voters approved additional funding through Initiative 728 for class size reduction and other purposes.
[22] Michael Kwiatkowski, "Debating Alternative Teacher Certification: A Trial by Achievement," in *Better Teachers, Better Schools*, ed. Marci Kanstoroom and Chester E. Finn, Jr. (Washington, DC: The Thomas B. Fordham Foundation, July 1999), 224.
[23] Lesley Dahlkemper, "Are Alternative Certification Programs a Solution to the Teacher Shortage?" *SEDLetter* 13, no. 2 (October 2001), <http://www.sedl.org/pubs/sedletter/v13n02/2.html>, accessed December 21, 2004.

Exhibit 4
Teacher Supply and Demand, 2002 OSPI Survey

District	Subject
Districts reported "considerable" shortages in:	• Special Education • Mathematics • Physics
Districts reported "some" shortages in:	• Chemistry • Music • Japanese • English as a Second Language • Early Childhood Special Education • Biology • Bilingual Education
Districts forecast "considerable need" over the next five years in:	• Special Education • Mathematics

Source: Office of the Superintendent of Public Instruction, *Educator Supply and Demand in Washington State, 2002 Report* (July 2002).

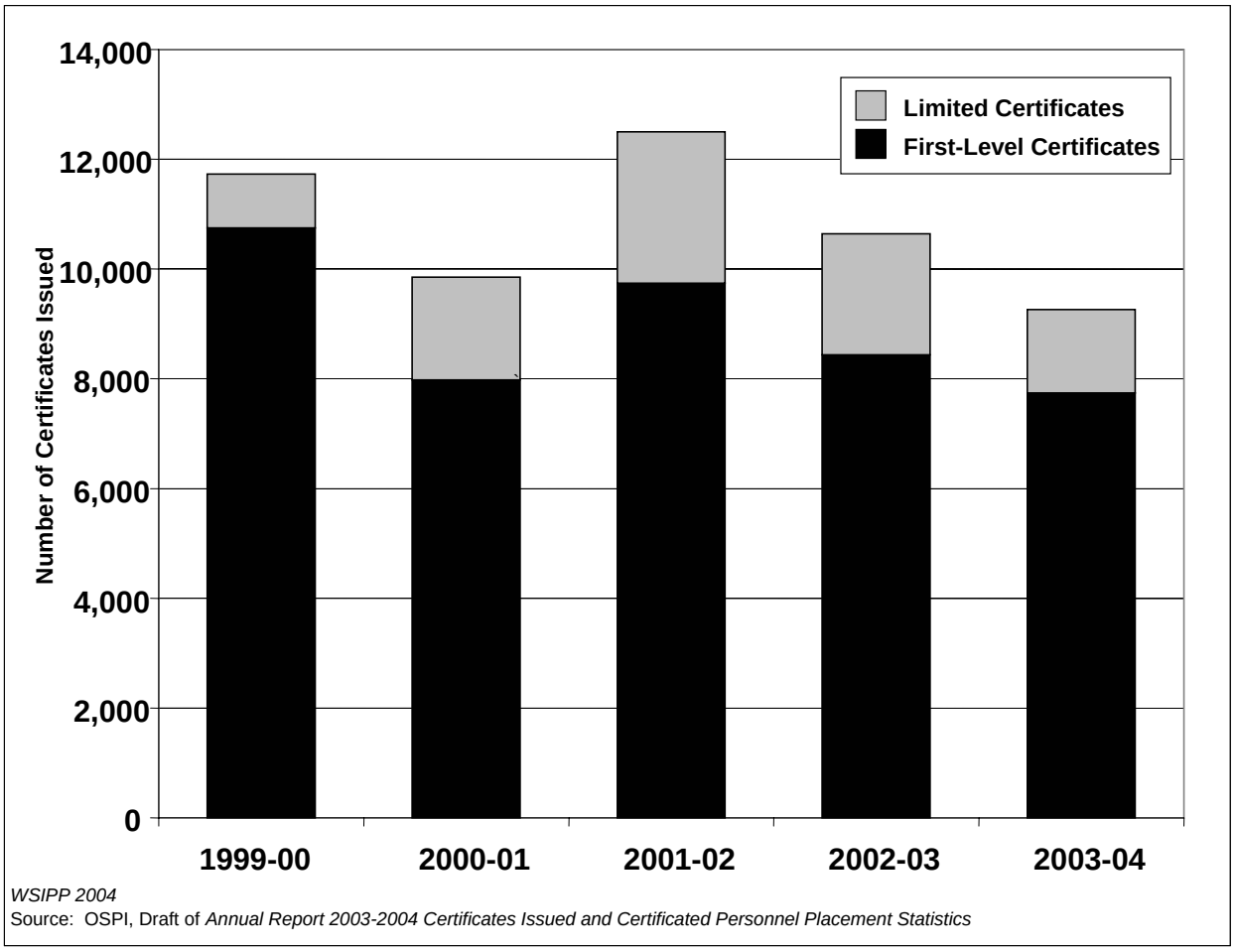
2. Alternative Routes Reduce Emergency (Limited) Certification and Out-of-Field Assignments

In response to teacher shortages, school administrators attempt to fill positions using a variety of methods, including emergency certification, use of long-term substitutes, and assigning teachers to subjects they are not trained to teach.[24] Alternative certification programs provide an opportunity to fill positions in a more expedient fashion, while still providing assurance that teachers have received training.

Emergency Certification. In Washington, over the five-year period between the 1999–2000 and 2003–04 school years, the number of limited certificates issued each year has rose while the number of regular first-level certificates declined. Limited certificates peaked in the 2000–01 school year but have since declined. Proportionately more limited certificates were issued in 2003–04 than in 1999–2000 (see Exhibit 5).[25]

[24] Voke, "Understanding and Responding."
[25] Maloney, Draft of *Annual Report 2003–2004*; and historical data provided by Rick Maloney.

Exhibit 5
Limited and First-Level Certificates Issued, 1999–00 to 2003–04



WSIPP 2004
Source: OSPI, Draft of *Annual Report 2003-2004 Certificates Issued and Certificated Personnel Placement Statistics*

Out-of-Field Teaching. Several national researchers have found the degree to which teachers have expertise in the subject they teach influences students' learning gains in that subject.[26] However, national data show significant numbers of students being taught by teachers without a major, minor, or other certification in the subject. Percentages vary based on subject matter (higher in mathematics, science, and bilingual education), age of student (higher in middle school compared with high school), and income (higher in schools with more low-income students).[27]

Federal data regarding out-of-field teaching in Washington State can be difficult to interpret. One federal survey reported that only 56 percent of secondary mathematics teachers in Washington had a major or minor in that field.[28] The SBE standards for certification do

[26] NCES, *Qualifications of the Public School Teacher Workforce: Prevalence of Out of Field Teaching* (Washington, DC: National Center for Education Statistics, May 2002), 2.
[27] NCES, *Qualifications*, 9-13, and Richard Ingerson, "The Problem of Underqualified Teachers in American Secondary Schools" *Educational Researcher* 28(2) (March 1999): 30.
[28] NCES, *1993–94 Schools and Staffing Survey: Selected State Results* (Washington, DC: National Center for Education Statistics, November 1996), 105.

require teachers to be endorsed in their subject matter, but endorsement requirements may not be the equivalent of a major or minor. Therefore, a teacher could be considered "out-of-field" by a national measure but not by Washington's or other states' certification standards.

The SBE requires districts that hire teachers not endorsed in subjects obtain a waiver. Between 1997–98 and 2002–03, the number of waivers issued in Washington increased from 89 to 444.[29]

3. Alternative Routes Attract Mid-Career Professionals Into Teaching

Mid-career professionals offer a potential source for staffing shortage fields by capitalizing on professional content knowledge and experience in areas such as engineering, technology, and the military. The financial burden and time requirements associated with traditional routes to certification can be disincentives for professionals considering a career switch because they require enrollment in a full-time course of study for a year or more, resulting in loss of income combined with tuition obligations. Traditional preparation programs also typically do not take past professional experience into consideration, requiring all students to complete the same courses.

4. Alternative Routes Promote Greater Diversity in the Teaching Force

Nationwide, 30 percent of K–12 students are ethnic minorities, while minority teachers comprise only 12 percent of teachers.[30] It is expected that by 2020 minority student enrollment in public schools will increase to 40 percent, further widening this gap.[31] Most alternative certification programs attract a higher proportion of minorities and males than traditional programs.[32] In Washington State, 25 percent of all students are minorities compared with 14 percent of certified teachers.[33] However, matching teachers to the student population in Washington may be difficult, given the state's demographics. Only 17 percent of Washington adults over 25 belong to racial or ethnic minorities, and only 14 percent of adults with college degrees are minorities.[34]

[29] State Board of Education, *Basic Education Assistance Time and Learning Report* (Olympia, WA: SBE, 2003).
[30] Jeff Archer, "Competition Is Fierce for Minority Teachers," *Education Week* 19(18) (2000): 32-34.
[31] Carol Newman and Kay Thomas, "Alternative Teacher Certification," *Perspective* 5 (September 1999): 1, <http://www.aesa.us/Pubs/99perspect/altern_teacher_certif.html>, accessed December 21, 2004.
[32] Lynn Olsen, "Taking a Different Road to Teaching," *Education Week* 19(18) (2000): 35.
[33] Office of the Superintendent of Public Instruction, *Educator Supply and Demand in Washington State, 2002 Report* (Olympia, WA: OSPI, July 2002).
<http://www.k12.wa.us/certification/pubdocs/supplydemand.pdf>, access December 21, 2004.
[34] Washington Office of Financial Management, *Census 2000, Primary Profile, Summary Table 4,* <http://www.ofm.wa.gov/census2000/dp58/st/53.pdf>, accessed December 21, 2004.

What Are Washington's Alternative Routes to Certification?

2001 State Partnership Programs

In the last decade, several proposals and pilot projects were established in Washington State in an attempt to offer alternative routes to teacher certification. However, they have met with little success.[35] Several reasons contributed to this outcome, including a lack of teacher shortages at the time, reluctance on the part of districts to hire alternative route teachers, and limited funding for the program.[36]

Professional Educator Standards Board Recommendations. In 2000, one of the first assignments of the newly created Washington Professional Educator Standards Board (PESB) was to provide:

> *... recommendations for at least two high quality alternative routes to teacher certification. In its deliberations, the board shall consider at least one route that permits persons with substantial subject matter expertise to achieve residency certification through an on-the-job training program provided by a school district...*[37]

The PESB based its recommendations on the following principles, which it believes represent attributes of a high-quality alternative program:[38]

- Ensure all interns meet the high standards required by the state.
- Focus on increasing qualified interns in shortage and high-need areas and increasing racial/ethnic diversity.
- Provide the most flexible, expedient, and least costly route possible without compromising quality.
- Include a rigorous screening process to ensure interns' suitability.
- Ensure high-quality mentorship is a significant component.
- Maximize field experience and be performance, not seat-time, based.
- Recognize relevant professional experience to eliminate unnecessary coursework.
- Reflect strong collaboration among multiple institutions.
- Provide a statewide, consistent, and geographically accessible approach to recruitment.

---

[35] See Appendix H for a brief summary of these programs.
[36] Sue Anderson and Edie Harding, *Alternative Routes to Teacher Certification* (Olympia, WA: Washington State Institute for Public Policy, October 1999), 10; and Professional Educator Standards Board, *Recommendations for High Quality Alternative Routes to Teacher Certification* (Olympia, WA: PESB, December 2000), <http://www.pesb.wa.gov/reports/2000/certificationroutes.pdf>, accessed December 21, 2004.
[37] Section 103, Chapter 39, Laws of 2000.
[38] PESB, *Recommendations for High-Quality Alternative Routes*, 8-11.

2001 Legislation. In 2001, the Legislature adopted the PESB's recommendations and created state partnership programs for school districts and state-approved teacher preparation programs to offer three alternative routes to certification, each targeting a different type of prospective teacher.[39]

In 2004, the Legislature created a fourth route,[40] which divided Route III. The new definition of Route III limits it to individuals with baccalaureate degrees not employed in school districts. Route IV is for persons with baccalaureate degrees and employed in the district at the time of application or who hold conditional or emergency substitute certificates. The original legislation allowed no access for individuals teaching with conditional certificates. Exhibit 6 summarizes the three initial routes and the four routes as they are currently defined.

Exhibit 6
Washington's Alternative Routes to Certification

Route	Target Interns	Prerequisites	Other Criteria
I (2001)	Classified instructional staff currently employed by a district	Transferable associate degree 3 years' successful employment with a district	Seeking endorsement in: • Special education • Bilingual education • English as a Second Language
II (2001)	Classified staff currently employed by a district	Bachelor's degree 3 years' successful employment with a district	Seeking endorsement in shortage subjects or geographic shortage areas
III (2001)	Individuals not employed by a district or those who hold emergency substitute certificates	Bachelor's degree 5 years' experience in the workforce Demonstrated successful experience with students or children	Seeking endorsement in subject matter or geographic shortage areas Non-shortage areas are allowed for secondary school endorsements
III (2004)	Individuals not employed by a district	Bachelor's degree 5 years' experience in the workforce Demonstrated successful experience with students or children	Seeking endorsement in subject matter or geographic shortage areas
IV (2004)	Individuals who hold conditional or emergency substitute certificates	Bachelor's degree Demonstrated successful experience with students or children	Seeking endorsement in subject matter or geographic shortage areas

[39] E2SSB 5695, Chapter 158, Laws of 2001.
[40] SSB 6245, Chapter 23, Laws of 2004.

Characteristics of Washington's Alternative Route Programs. As outlined in the 2001 legislation authorizing alternative routes to teacher certification, partnerships are to have the following characteristics:[41]

- **Mentored Internship.** Interns must receive intensive classroom mentoring until they demonstrate competency to manage the classroom with less intensive supervision. The internship lasts a minimum of half a school year, with additional support provided for up to a full year. The decision to reduce supervision is made by the mentor teacher for Route III interns and by both the mentor and higher education advisor for Routes I and II.

- **Trained Mentor.** Programs must ensure that mentor teachers are trained either through the OSPI mentor training academy or local training with equivalent standards.

- **Performance-Based.** Programs must rely on a teacher development plan that compares each intern's prior experience and education with the state standards for residency certification and adjusts any requirements accordingly. The plan should identify performance indicators and benchmarks for how interns will meet the state standards. Plans should also include criteria for interns to exit the program halfway through the school year once they provide evidence of proficiency on the standards.

- **Training and Coursework.** Training and coursework for Route I interns should enable them to complete both a bachelor's degree and residency certification in two years or less. Interns for Routes II and III should complete an intensive summer teaching academy followed by their internship year, complemented by flexibly scheduled training offered on-site or via distance learning through collaboration between the school district and the partnering college or university.

State Funding

The Legislature appropriated $2 million for the 2001–03 biennium for grants to the partnership programs.

- **Stipends.** In the 2002–03 school year, interns received a stipend equivalent to 80 percent of a first-year teacher's salary, which was $22,654. The remaining 20 percent provided a stipend of $5,664 for mentor teachers.

- **Conditional Scholarship.** In 2002–03, current classified staff (Routes I and II) received tuition assistance through conditional scholarships of up to $4,000. These scholarships are forgivable loans. The state will forgive one year of loan obligation for every two years a recipient teaches in a public school. Interns in Routes I and II were eligible for these scholarships in addition to receiving a stipend.

- **Planning and Administration.** No funds were allocated for planning or administrative support.

[41] E2SSB 5695, Section 3, Chapter 158, Laws of 2001.

In 2003, the Legislature amended the partnership grants[42] as follows:

- Eliminate stipends for interns;
- Increase the conditional scholarship to a maximum of $8,000 and make it available to all state-funded interns; and
- Decrease the stipends for mentors to $500.

Federal Transitions to Teaching Grant

In 2001, the U.S. Department of Education awarded $31 million in Transitions to Teaching grants to 25 states to recruit mid-career professionals and recent college graduates in non-teaching fields. Washington received the fourth largest grant at $1.2 million.[43] With these funds, OSPI and the PESB created a second grant opportunity modeled closely after the state's partnership grant program. The two programs differ only in the following respects:

- The federal grant is targeted only to applicants with college degrees teaching with limited certificates or not working in schools (Route III and the new Route IV).
- Transition to Teaching interns receive a stipend of $5,000 during their internship year and an additional $3,000 during their first year teaching after certification; and
- Mentor teachers receive a stipend of $500 during the internship year, and individuals who mentor interns as first-year teachers also receive a $500 stipend.

The federal grant was sufficient to fund 141 interns. Funds will be exhausted by the end of the 2004–05 school year.

[42] SB 6052, Chapter 410, Laws of 2003.
[43] U.S. Department of Education, *Secretary Paige Announces $31 Million in Grants to Recruit and Train New Teachers* (Washington, DC: United States Department of Education, October 2, 2001), <www.ed.gov/PressReleases/10/2001/10022001b.html>, accessed November 20, 2002.

III. WHO ARE WASHINGTON'S ALTERNATIVE ROUTE INTERNS? A LOOK AT THE 2002–03 COHORT

This section highlights the characteristics and backgrounds of Washington's first cohort (2002–03) of candidates for teacher certification through alternative routes. A more complete description is available in the Institute's interim report.[44] Information on the first cohort is from an Institute survey conducted in the summer of 2002.[45] The survey also collected information about interns' interest in teaching and motivation to enroll in an alternative, rather than traditional, program.

Information on subsequent cohorts is being compiled by the PESB and will be available early in 2005.

Demographic Characteristics

The 2002–03 cohort contained about the same proportions of males and ethnic minorities as exist among classroom teachers in Washington.

- **Slightly fewer than one-third of interns (31 percent) were male.** However, 40 percent of Route III interns were male, and none of the Route I interns were male. Total distribution of interns was consistent with the proportion of males employed as classroom teachers in Washington State during the 2002–03 school year (30 percent).[46]

- **Thirteen percent reported an ethnicity other than Caucasian**, with almost no difference among routes.[47] This is comparable to traditionally prepared teachers, in which 14 percent of individuals earning beginning teacher certificates in Washington between 1997 and 2002 were from an ethnic minority, according to OSPI.[48]

- **The median age of interns was 41.** As expected, alternative route programs attract older interns who have work experience either in schools or in an outside field. The widest age range was found among Route III interns. More than two-

[44] Shannon Matson, *Alternative Routes to Teacher Certification in Washington State: 2002 Interim Report* (Olympia: Washington State Institute for Public Policy, 2002), <www.wsipp.wa.gov/rptfiles/AltCertInterim.pdf>, accessed December 21, 2004.
[45] Information in this section was based on 140 surveys, with a return rate of 84 percent from 166 interns. Surveys were returned by 19 Route I interns (79 percent), 21 Route II interns (95 percent), and 100 Route III interns (83 percent).
[46] Office of the Superintendent of Public Instruction, *Information Services For School Year 2002–03,* Report 1808H, <www.k12.wa.us/DataAdmin/pubdocs/personnel/R1808H051403.pdf>, accessed December 29, 2004.
[47] Of those reporting a non-Caucasian ethnicity, 7 percent were African American, 3 percent Asian, 2 percent Hispanic, and 1 percent Other. WSIPP Summer 2002 Intern Survey.
[48] WSIPP analysis based on OSPI, *Annual Report 2002–2003*, page 36 using data for 1997–98 through 2001–02.

thirds of Route I interns were between 40 and 50 years old. Across routes, interns' ages ranged from 22 to 62.

- **Twenty-eight percent had worked as classified instructional staff.** In the first cohort of 169 interns, 25 (15 percent) were Route I and 23 (13 percent) were Route II. The remaining 121 (72 percent) were enrolled in Route III.

What Was the Background and Experience of the 2002–03 Interns?

Education

One-third of Route II and III interns reported having a bachelor's degree in science or engineering, with another 7 percent in math, and 8 percent in business. This distribution probably reflects the fact that several of the alternative route programs were designed specifically to recruit interns with a science background.

Among Route II and III interns, one-third reported having advanced degrees (including four Ph.D.s and two attorneys).[49] Nearly half the advanced degrees (46 percent) were in science and engineering, with another 6 percent in math, and 14 percent in business.

Work History

Routes I and II. By definition, interns in Routes I and II were current school district employees at the time of enrollment. Nearly two-thirds (62 percent) reported working as classroom instructional assistants, most in special education. Another 30 percent were assistants for early childhood education or Title I remedial programs. Eight percent were employed as office assistants. On average, at enrollment, Route I and II interns were employed by public schools for just over seven years, with more than half (55 percent) having seven or more years of experience.[50]

Routes II and III. Thirty-eight percent of interns in Routes II and III had taught previously under emergency substitute or conditional teaching certificates.

Route III. Although Route III was intended to draw mid-career professionals into teaching, nearly half the interns in this group reported a substantial prior association with education and teaching (see Exhibit 7).

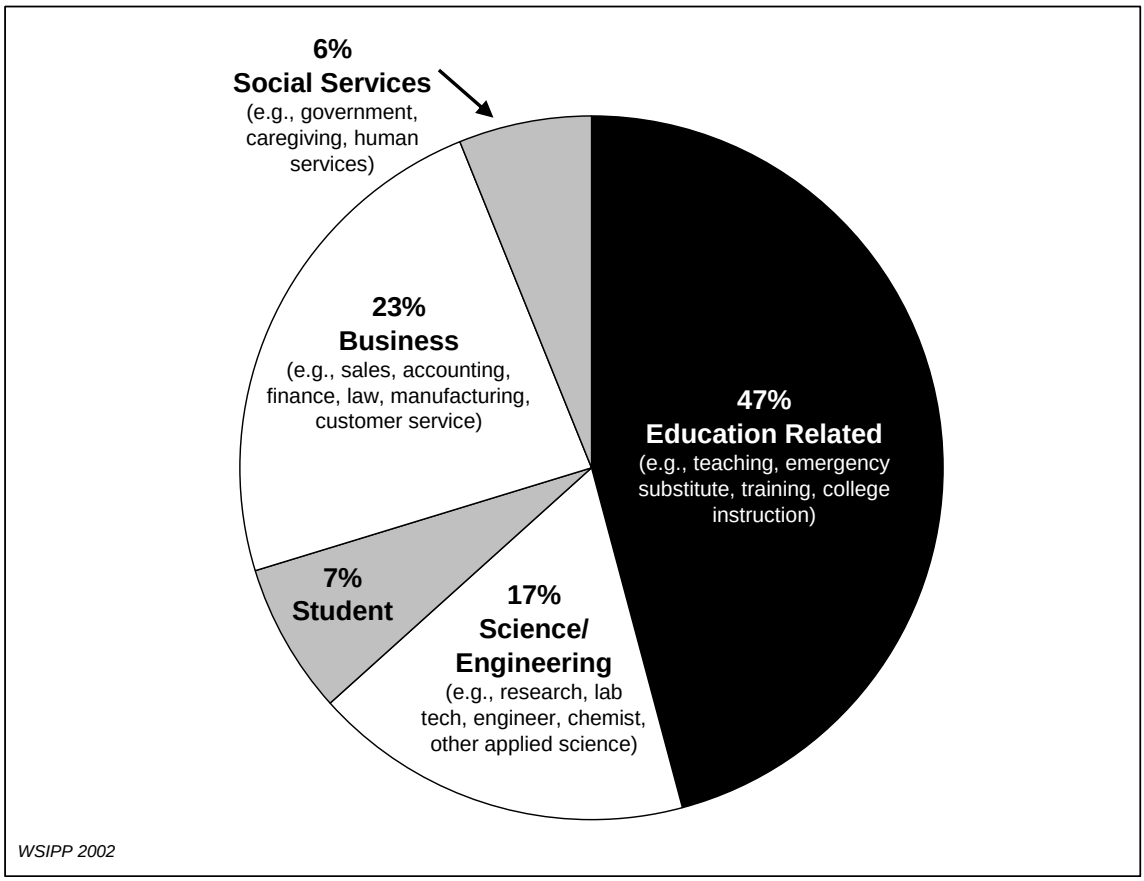
Overall. Sixty-two percent of all interns in the first cohort had worked in some education-related field.

---

[49] A recent study of 40,000 alternative route teachers in California found only 12 percent with master's or doctoral degrees. Camille E. Esch and Patrick M. Shields, *Who Is Teaching California's Children?* (Santa Cruz, CA: Center for the Future of Teaching and Learning, 2002), <www.cftl.org/documents/WhoisTeachingCAChildren.pdf>, accessed December 29, 2004.

[50] Five interns (12 percent) reported less than three years of experience in public schools, even though the alternative route statute requires at least three years for interns to qualify for the state-funded program. This discrepancy may be the result of confusion on the part of interns regarding the route in which they were participating.

Exhibit 7
Primary Occupations of Route III Interns Before Enrolling in a 2002–03 Alternative Route Program



Other Experience

Interns reported a variety of experiences that would be valuable to their careers as teachers, such as mentoring and leading groups of young people and exposure to various educational environments, such as preschool, college, or employee training.

Why Did Interns Choose an Alternative Route Program?

More than 90 percent of interns indicated they considered becoming a teacher for at least a year prior to applying for the program; 49 percent had considered it for more than five years. Eighty-one percent of the interns reported actively considering participating in a traditional teacher preparation program during this time. Seven percent of the first cohort reported they relocated to participate in the alternative route program, according to the Institute's survey.

Motivation for Teaching

A desire for meaningful work and an opportunity to work with young people were most commonly cited as important reasons for becoming a teacher, followed closely by interest in an intellectual challenge and the opportunity for personal growth.

As might be expected, Route I interns were more likely than other interns to rate "career advancement" and much less likely to cite "occupational change" as important factors in their decisions to become teachers. They were also more likely to report they had wanted to be a teacher for a considerable length of time.

Barriers to Becoming a Teacher

Across routes, being unable to work while in a teacher training program and other financial concerns were most often cited as barriers to pursuing a traditional program. Overall, barriers associated with traditional teacher preparation programs were more frequently a concern for Route I interns than for the other two routes.

Motivation for Choosing an Alternative Route Program

Interns reported the condensed time requirement was the most appealing aspect of alternative route programs. Also frequently cited were the availability of paid internships, financial assistance, program flexibility, and recognized prior experience. The condensed time frame of the program tended to be more important for Route III interns, while financial aid was more important for Route I and II interns. Nearly as important were the applied, field-based nature of the programs and the intensive mentoring.

Concerns About Alternative Route Programs

Finances—including cost of the program, lack of salary and financial support, and loss of benefits—were the most common concerns cited by survey participants. Other issues of concern were lack of information and poor communication, especially at the beginning of the program, as well as workload and difficulties balancing work, home, and school.

Summary

The first cohort of interns was demographically similar to other new teachers in Washington, although, on average they were older. Intern ages ranged from 22 to 62. Most interns (62 percent) had work experience in schools. One-third of the Route II and III interns had advanced degrees and 38 percent had taught with limited certificates.

Nearly half the interns had considered becoming teachers for at least five years, and most for at least one year, prior to applying for the program. Interns were motivated to enroll in alternative routes, rather than a traditional certification program, because of the condensed time commitment, financial supports, and the field-based training and intensive mentoring.

IV. How Are Washington's Alternative Route Partnerships Evolving?

In 2002, six programs were established to offer alternative route certification. This section describes the six state and federally funded alternative route certification programs. In addition, it provides a brief description of two new programs created in Eastern Washington in 2004 in the Yakima and Spokane Educational Service Districts.

Information for this section was obtained from site visits and telephone interviews with program administrators, surveys of interns and mentors in the first cohort (2002–03), interviews with program field supervisors, and program documents.[51]

What Did the Original Partnerships Look Like?

Three state partnership grant programs were awarded funding in December 2001, and four federal Transitions to Teaching grants were awarded the following April. Six partnerships were selected to design and implement alternative route programs.[52] Route I programs began in mid-February and early March 2002, while Route II and III programs typically began in July 2002. A total of 169 interns were initially enrolled in all six programs.

For this first cohort, the time between grant awards and start-up was only a few months, necessitating that programs be put together very quickly. In two to four months, the partnerships had to redesign curriculum to accommodate a year-long internship, arrange for faculty, recruit and screen applicants, recruit mentor teachers, and establish logistics for funding and other responsibilities.

[51] Documents include course syllabi, intern and mentor handbooks, and information from program web sites.

[52] South Sound Partnership received both a state and federal grant. Detailed descriptions of the initial six programs are provided in Appendices A through F.

Exhibit 8
Interns by Route and Recruitment Focus, 2002–03

	Partnership	Number of Interns*	Recruitment Focus
STATE GRANT	**Southwest Washington Consortium** *City University* *ESD 112* *8 local area school districts*	Route I: 10 Route II: 5 Route III: 4 Route I: 3 (self-pay) Route II: 3 (self-pay)	Special Education
STATE GRANT	**Puget Sound Partnership** *Seattle Pacific University* *Puget Sound ESD* *8 local area school districts*	Route II: 7 Route III: 9 Route III: 2 (self-pay)	Secondary Math and Science
STATE GRANT / FEDERAL GRANT	**South Sound Partnership** *Pacific Lutheran University* *Green River Community College* *13 local area school districts*	Route I: 12 Route II: 8 Route III: 11 Route III: 24 (federal) Route III: 4 (self-pay)	Route I: Special Education and ESL Routes II and III: Shortage areas and geographic locations
FEDERAL GRANT	**Seattle Teaching/Learning Partnership** *University of Washington* *Seattle School District*	Route III: 23	Middle Level Math and Science
FEDERAL GRANT	**Skagit Valley Network** *Western Washington University* *4 local area school districts*	Route III: 16	Secondary Math and Science
FEDERAL GRANT	**South Sound Transitions Consortium** *St. Martin's College* *2 local area school districts*	Route III: 28	Mixed; shortage areas and geographic locations

* Including self- and/or district-pay interns.

Partnership Structure. The legislation mandates that partnership grant program recipients consist solely of a school district (or consortia of school districts) partnered with a state-approved higher education teacher preparation program.[53] These programs have the option of including their local educational service district in the partnership. This same partnership model was also used for the federally funded programs.

For each partnership, a formal or informal board of advisors was established, including representation from each partnering entity. This board is responsible for program design and planning and, in some cases, intern/mentor screening and selection. Roles assigned to each partnering entity are generally structured the same across programs, with duties distributed as shown in Exhibit 9.

[53] E2SSB 5695, Section 2, Chapter 158, Laws of 2001.

Exhibit 9
Partnership Roles

Program Partner	Role in Partnership
College or University	• Conduct initial transcript review—usually first step in applicant screening process • Develop standards rubric and define extent that program will be performance-based • Design curriculum and instructional model • Supply faculty for classroom instruction • Offer field-based assessment and support • May offer mentor training
Educational Service District (included in two of the partnerships)	• Act as liaison between the college/university and participating school districts • Provide centralized program management
School Districts	• Identify teacher shortage areas • Interview and hire interns based on shortages • Pair interns with mentors in similar content area • Designate one district in the partnership as the fiscal agent for state stipends

Intern Selection. Programs reported a high level of interest in alternative routes to teacher certification, receiving a total of 568 applications among the six programs in 2002. For every intern selected, more than three applied. Exhibit 10 shows the numbers of applicants compared with the number of interns enrolled in each program.

Exhibit 10
Number of Applicants by Program, 2002

Program	Number of Applicants	Initial Number of Interns
Southwest Washington Consortium	108	25
Puget Sound Partnership	160	18
South Sound Partnership	126	59
Seattle Teaching/Learning Partnership	70	23
Skagit Valley Network	54	16
South Sound Transitions Consortium	50	28
Total	**568**	**169**

In response to a surplus of qualified applicants, three of the partnerships developed a self-pay or district-pay option, allowing greater participation in the programs. Self- or district-pay interns were treated the same as other interns except they did not receive a stipend and, in most cases, were responsible for finding their own placement schools and mentors. Self-pay interns independently paid for all program costs, while district-pay interns received

some level of support from their sponsoring district. Mentors were compensated at regular cooperating teacher rates through either the district or the partnering university.

Self- or district-pay interns essentially act as alternates for paid positions to fill vacancies left through intern attrition during the year. In 2002, 11 interns participated as self- or district-pay interns.

As was expected, programs focused recruitment efforts on shortage areas, with particular emphasis placed on math, science, and special education. The three state-funded programs expected entering interns to have considerable experience working with youth. For all but one program, Route II and III applicants were expected to be endorsed in their chosen teaching field prior to acceptance or be within a few courses of completing endorsement requirements.

How Are Programs Structured?

According to state statute, alternative route programs must provide prospective teachers with adequate coursework while ensuring flexible and expedient preparation.[54] OSPI and the PESB encouraged each partnership to create more performance-based programs using formalized learning opportunities rather than courses, credits, or "seat time." In general, alternative route programs were adapted in two ways: (1) they are more performance-based, and (2) the learning opportunities (coursework) accommodate year-long, intensive internships.

Performance-Based

Washington's Administrative Code outlines standards for the knowledge and skills a prospective teacher must successfully demonstrate before receiving residency certification.[55] According to state law, teacher interns can satisfy these standards either through a sequence of courses or through experiences in which they acquire and apply necessary knowledge and skills.

Alternative route programs are intended to allow performance-based preparation in which interns demonstrate knowledge and skills for each state standard. Programs vary in the degree to which learning is performance-based. Washington's alternative route programs typically use one or more of the following strategies:

- **Previous experience and/or knowledge is recognized.** Programs may allow interns to use past professional and educational experience as evidence of competency. Programs conduct an initial assessment of each intern's competency based on a transcript review, past professional experience, and/or an entry portfolio as evidence of proficiency satisfying certain teaching standards or prerequisite coursework.

[54] E2SSB 5695, Section 1, Chapter 158, Laws of 2001.
[55] WAC 180-78A-270. See Appendix G for an outline of these standards.

Based on this initial assessment, interns, faculty supervisors and, in some cases, mentors create a teacher development plan outlining remaining competencies and appropriate evidence or coursework needed to complete residency certification standards. All but one partnership uses a teacher development plan, based on prior coursework and experience, to guide intern progress.

Five of the six original programs recognized past experience as evidence of competency and adapt coursework/evidence requirements accordingly. This waiver for past experience was primarily used for prerequisite coursework, but occasionally interns were able to challenge coursework required during the program year as well.

- **Expectations are measured by outcomes, not seat time.** Competency is based on evidence of proficiency rather than hours of instruction. Five of the programs created a framework identifying state teaching standards, learner outcomes, and possible field-based performance indicators. Common examples include case studies, lesson plans, videotaped instruction, reflection papers, and presentations. These performance indicators are used by programs in addition to, or in place of, traditional courses.

- **Interns work at their own pace.** Programs allow interns to complete program requirements at a pace accommodating each individual's rate of development. For each program, the level of faculty supervision and mentor support is determined by intern competency. Four programs allowed the possibility that interns could exit the program early once half the internship year had passed and all performance standards were met. However, only three programs had interns who completed before the end of the 2002–03 school year. The other two programs required substantial coursework throughout the year, making interns dependent on the university instruction schedule and prohibiting early completion of program requirements.

- **Assessment is based on demonstration of knowledge and skills.** Programs use standards' frameworks, portfolios, and pedagogy assessment to evaluate intern proficiency. All programs require interns to construct a portfolio as a field-based application of university or college instruction.

  In four programs, some or most of the state standards for teaching were met solely through portfolio evidence of learning. Final portfolios were reviewed by program faculty and administrators prior to program completion to ensure that all competencies were satisfactorily met.

  Five programs also used the state's new pedagogy test as further evidence of demonstrated competency. The pedagogy test is intended to act as a common observation tool across institutions, allowing assessment of an intern's teaching skills based on state performance standards. The pedagogy test will become mandatory at some point in the future; it is currently being field tested at several teacher preparation programs across the state, including five of the colleges and universities sponsoring alternative route programs.

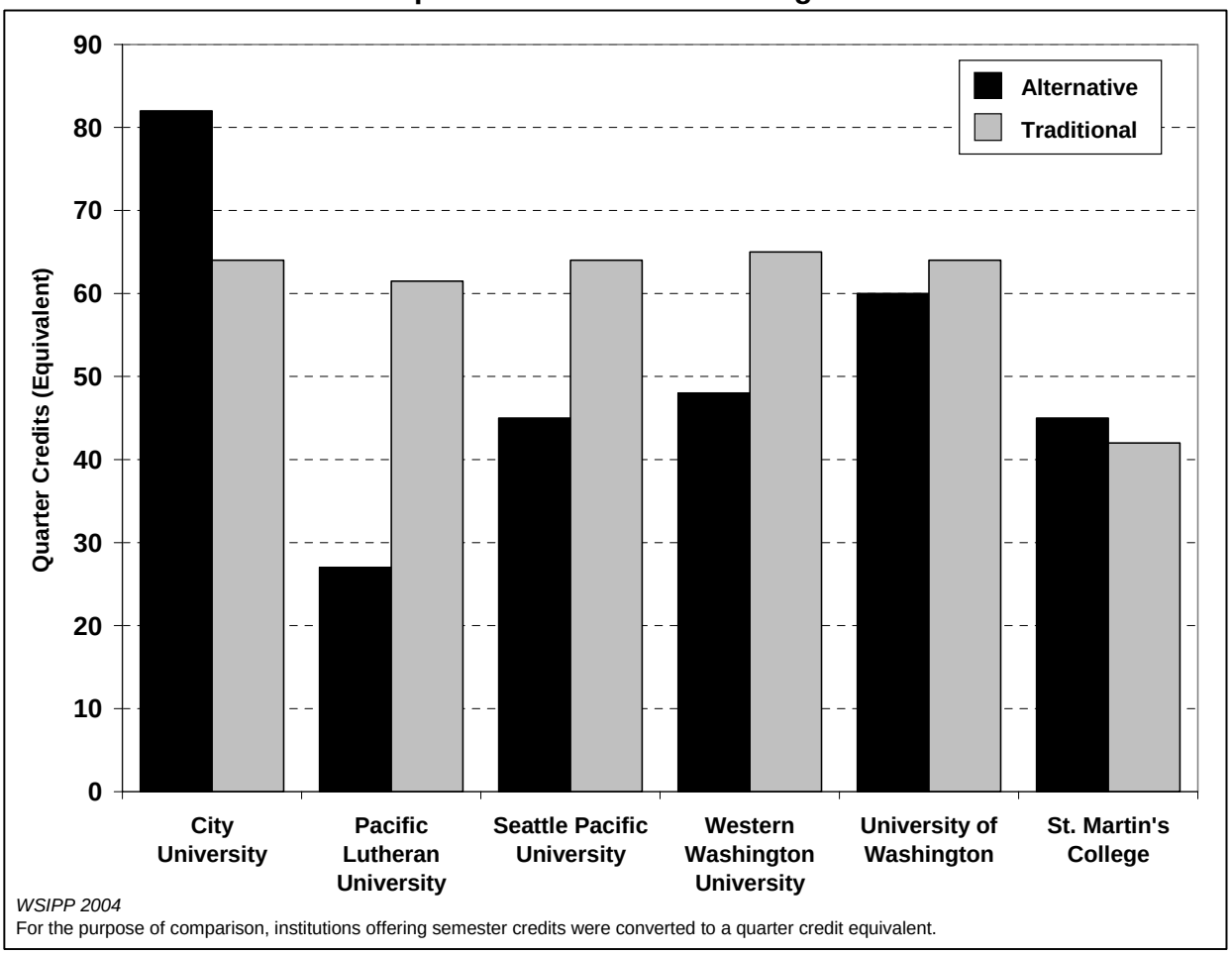
Coursework and Formalized Learning Opportunities

Credit Equivalency. Traditionally, credits are assigned by a college or university based on the hours of instruction, or "seat time," associated with a specific course. The performance-based preparation model adopted by most pilot programs challenged this traditional credit designation by encouraging program administrators to think in terms of competencies and evidence of learning rather than instruction time.

Credit equivalency was challenging for many alternative route programs. Most programs organized statewide teaching competencies into learning blocks or modules from which credits could be earned, either through classroom instruction or independently in the field. Because this format is different than the traditional "seat time" model, programs had to develop strategies for assigning credit and reflecting field- or performance-based learning on university or college transcripts.

For institutional administrative purposes, course content of some alternative route programs resembled regular programs in that credits were assigned in the same way using the same course titles. For more performance-based programs, competencies were matched with content from regular program courses so that when all competencies for a particular course were met, the intern received equivalent credit and transcript documentation reflecting preparation in that subject or topic. Only Pacific Lutheran University (PLU) chose not to assign credit for competencies gained in the field. These interns received only a limited number of instructional credits; this policy saved interns the cost of additional credits at this private university. A comparison of credit requirements for Routes II and III with those for post-baccalaureate candidates at the same institutions is provided in Exhibit 11.

Exhibit 11
Estimated Credits Earned Through Routes II and III Compared With Traditional Programs



WSIPP 2004
For the purpose of comparison, institutions offering semester credits were converted to a quarter credit equivalent.

In four of the alternative route programs, interns earned fewer credits than regular programs at the same college or university, and two programs required more credits.

At City University, the alternative route program was exclusively for special education endorsements and required significantly more credits than the traditional post-baccalaureate program without a special education endorsement. Because few applicants had prior coursework applicable to the special education endorsement, Route II and III interns at City University completed all the coursework necessary for the endorsement in addition to what was required for certification. To be eligible for financial aid, most of the interns in the first cohort at City University enrolled as degree students (second BA), requiring that they complete 90 credits prior to program completion. Those choosing not to receive a second BA were required to complete about 76 credits, depending on their teacher development plan.

At St. Martin's, alternative route interns received two additional credits which funded the program director.

Route I Coursework and Formalized Learning Opportunities. Route I interns were expected to complete the equivalent of 90 to 114 quarter credits prior to program completion. Interns followed a course of study closely aligned with a regular teacher preparation program to satisfy basic university requirements for a bachelor's degree, as well as completion of coursework for an endorsement in special education, English as a Second Language, or bilingual education. These programs were similar in length, credit requirements, and content to traditional teacher preparation programs offered at PLU and City University, with the exception that interns tended to spend more time in the field.

The two Route I programs began in late February and early March 2002, holding classes one evening a week and some Saturdays. PLU continued this schedule through the summer and internship year, while City University began full-time instruction five days a week for six weeks during the summer and structured learning during the school year around independent field tasks. These programs were designed to take approximately 16 to 18 months to complete.

Route II and III Coursework and Formalized Learning Opportunities. In terms of teacher preparation, Route II interns typically engaged in the same experience as Route III interns. They earned the equivalent of 27 to 82 quarter credits depending on their program. This compares with an average of 65 quarter credits for Master's in Teaching (MIT) programs and 60 quarter credits for post-baccalaureate certification programs offered at the same institutions.

In 2002–03, all programs provided summer training to interns ranging in duration from three to nine weeks. Summer programs typically ran for eight hours five days a week, with the total credit load ranging from nine to 26 quarter credits. In general, this time was used to introduce interns to foundational topics in teaching, including pedagogy and endorsement-specific methods. Training was primarily conducted through traditional classroom instruction provided by faculty from the higher education partner. Classes were held at the college or university, with the exception of two programs that used district facilities.

Formal classroom instruction took place in a variety of ways during the school year. Four programs limited courses to some Saturdays and/or one evening a week. The other two programs used an instruction model where interns attended classes during some school days. The amount of time spent in this pull-out instruction (i.e., instruction during the school day) varied by program. Programs generally designed learning opportunities in one of three ways:

- **University courses**, with the instruction schedule modified to accommodate a nine-month internship. Effort is made to provide more field-based applications than are present in a traditional program. However, interns still spend a significant amount of time engaged in coursework.

- **Courses and field tasks** specifically designed to meet state performance standards. Field-based assignments are designed to demonstrate proficiency for specific performance standards. These tasks are collected as evidence of learning and contribute to each intern's final portfolio.

- **Almost entirely field-based** with interns demonstrating proficiency for all or most performance standards through a collection of portfolio evidence. The programs require a limited amount of coursework, usually in the summer, and provide weekly support seminars throughout the remainder of the internship year.

Mentored Internships

Alternative route interns were expected to complete a mentored internship lasting from one-half to a full school year, with options for early completion based on meeting standards. Mentoring began intensely and decreased gradually until the intern was able to assume full teaching responsibility.

Three programs allowed interns to be at their school full-time for the duration of their internship. In the other three programs, interns spent the majority of their time at their school but attended classes for all or part of the internship year. These pull-out classes ranged from five hours a week (St. Martin's College), to one day a week (Western Washington University), to two days a week (University of Washington) during school hours.

Five programs placed each intern exclusively with one mentor; interns receiving multiple endorsements may have had more than one mentor. The Seattle Teaching/Learning Partnership used a departmental mentoring model where three to five interns were placed at the same school and received mentoring from five to ten department teachers.

Cost to Interns

The programs took different approaches to setting tuition. PESB encouraged programs to set a single package price for tuition (i.e., each intern within a program paid the same tuition regardless of his or her ability to waive courses or exit the program early) and four of the programs did so. At City University, interns paid per credit for about 45 classroom credits and a flat rate of $500 for field-based credits to pay for the portfolio review. At Western Washington University (WWU), full-year tuition was $5,000 plus $1,000 per quarter for mentor compensation. Thus, interns at WWU who completed a full-year paid $8,000, while those who exited early paid less, because they did not have to pay mentor compensation after exiting.

Exhibit 12 illustrates the cost of tuition for each alternative route program compared with the average cost of an equivalent teacher preparation program (either a post-baccalaureate certification or an MIT program) at the sponsoring college or university.

Exhibit 12

Alternative Route Tuition Compared With Traditional Program Tuition, 2002–03

Partnership	Route	Alternative Tuition	Regular Tuition
City University	I	$7,200–$9,000	$17,910
	II	$7,200–$9,000	$21,888
	III	$7,200–$9,000	$21,888
Pacific Lutheran University	I	$34,500–$35,000	$40,000–$42,000
	II	$8,500	$17,728–$26,592
	III	$8,500	$17,728–$26,592
Seattle Pacific University	II	$13,725	$20,800
	III	$13,725	$20,800
Western Washington University	III	$6,000–$8,000	$4,932
University of Washington	III	$14,500	$5,817
St. Martin's College	III	$7,560	$7,310*

* This is the cost of the post-baccalaureate certification at St. Martin's satellite program at Ft. Lewis. A similar program on the main campus would have cost $23,650.

Route I Tuition. Costs for the two Route I programs differed markedly. PLU's program was structured similarly to its regular undergraduate teacher preparation program with slightly fewer required courses. PLU has an annual tuition option that allows students to enroll in anywhere from 24 to 39 credits in a year. To minimize tuition obligation, Route I interns were all enrolled under this option for 39 semester credits for one year of the program. This resulted in lower tuition than the regular program.

City University's program was structured so that half the credits were earned through regular courses at a subsidized tuition rate and the rest were earned through performance tasks at no cost beyond a $500 fee for portfolio review. Route I interns at City University paid less than half the tuition charged for the regular program.

Routes II and III Tuition. Since program requirements were typically the same for Routes II and III interns, tuition costs were identical for the two routes. In general, tuition for one public institution (WWU) and the four private institutions ranged from $6,000 to $9,000. Seattle Pacific University (SPU) cost nearly $14,000 while the University of Washington (UW) charged $14,500. Two programs allowed interns to continue instruction for an additional summer to earn an MIT, which added to their total tuition cost listed in Exhibit 12.

On average, alternative route programs sponsored by private universities and colleges cost only 43 percent of an equivalent teacher preparation program at the same institution. At public institutions, alternative route interns paid more than students in a traditional post-baccalaureate program. At the University of Washington (UW), the cost for alternative route certification was two and a half times as great as the cost for traditional preparation at UW.

Tuition was much higher at the UW because the UW Seattle College of Education had no funds for managing or teaching this program. Thus, the entire cost of the program was financed from tuition paid by the interns. Tuition was set as a block program cost and did not cover additional prerequisite or endorsement coursework an intern might have needed.

Tuition Assistance. All Route I and II interns funded by the state were eligible to receive a $4,000 alternative route conditional scholarship. With these scholarships, the state forgives the loan obligation if graduates teach two years in Washington's public schools.

Interns were eligible for federal financial aid with the following exceptions:

- All interns at WWU enrolled as non-matriculated students; and
- Route II and III interns at City University choosing not to enroll for a second degree.

Mentor Selection and Training

Mentor Selection. Mentor selection was primarily the responsibility of each district's human resource department prior to or following intern selection. Some mentors participated in the intern selection process while others were recruited as a direct result of the content area pursued by interns. Mentors were selected in one of three ways:

- Teachers were asked to apply using a formal application process;
- Teachers were identified and approached by the district; or
- Teachers were selected from an existing pool of district-trained mentors.

Two federal programs reported having difficulty recruiting qualified mentors. A common reason cited was the short time partnerships had to set up the programs.

Training. The alternative route law calls for strong mentoring, requiring that all mentors attend training either at OSPI or through a district/partnership.[56] However, due to the short time period of mentor recruitment, many mentors were unable to commit to the OSPI training or trainings offered by the partnerships. Regardless, programs offered one or more of the following training options:

- **OSPI Mentor Academy:** PESB strongly encouraged all alternative route mentors to attend one of several four-day trainings offered throughout the summer. The majority of training (cognitive coaching, classroom management, and assessment tools) was appropriate for both mentors of interns and beginning teachers. For most of the four-day academy, alternative route mentors attended the same training as first-year teacher mentors with the exception of one session in which they were separated to review state standards for residency certification. A total of 34 alternative route mentors attended the OSPI trainings.

[56] RCW 28A.660.005.

- **Partnership Training:** Many partnerships offered their own mentor training. Some adapted the OSPI academy format, while others created their own curriculum. All partnerships offered mentor training one or more days during the summer, and most continued to offer training throughout the year.

- **District Training:** Many districts had established mentor training to support first-year teachers prior to receiving the grant. In these districts, alternative route mentors were either invited or required to attend training. Several districts had an existing pool of mentors who had already received significant training.

Overall, most training provided for alternative route mentors closely resembled regular first-year teacher mentor training. The primary difference was the focus on residency certification standards and an introduction to alternative route programs. Alternative route mentors were expected to differ from traditional cooperating teachers who manage student teachers in the following ways:

- **Diversity of Interns:** Alternative route mentors were paired with interns more likely to possess a variety of educational knowledge, professional experience, and content expertise.

- **Field-Based Learning:** Alternative route interns do a significant amount of their learning while in the K–12 classroom; therefore, mentors take a more active role in the intern's basic teacher preparation. Several programs rely on the mentors to provide training in teaching methods.

- **Intern Assessment:** Alternative route mentors were more active in intern assessment, conducting an initial assessment of intern competency as well as evaluating progress throughout the internship. Mentors of Route III interns were responsible for the final assessment of the interns' competence.

- **Length of Internship:** Alternative route mentors work with interns for a longer period of time. The mentored internship is structured to last between 18 to 36 weeks (half to a full school year) as opposed to the standard 10- to 16-week traditional teacher preparation programs.

Compensation. Two state-funded programs chose to allocate the full allowable $5,664 stipend to mentors, while one program reduced the stipend by $1,000 to support mentor development. All federal mentors received a $500 stipend with the exception of WWU's program, which provided a $3,000 stipend that was supported by intern tuition.

Intern Support After Program Completion

All participating colleges and universities provided some support to program graduates, such as online support networks. First-year teachers commonly have a mentor assigned to them at their schools; some programs provided training for mentors of first-year alternative route teachers.

Interns with federal Transitions to Teaching grants received a stipend of $3,000 the first year they taught. Mentors of the federally-funded teachers were paid $500. One program allowed interns who did not complete the program in a year to continue their internships the following year at no additional cost.

Changes Since the First Cohort (2002–03)

The alternative route programs with public universities were not offered after 2003, and the remaining four partnerships have refined the way programs are offered. In 2004–05 two new programs were established in Eastern Washington.

Annual enrollment and funding for alternative routes are listed in Exhibit 13. Because two of the original programs were not offered in 2003–04, enrollment declined in that year.

Exhibit 13
Annual Enrollment and Funding of Alternative Routes

	2002–03	2003–04	2004–05
Route I	25	7	16
Routes II, III, IV*	144	96	165
Total Enrolled	169	103	181
Total Graduating	148	95	NA***
State Funding	$2,000,000	$761,000	$1,079,000
Federal Funding**	$1,200,000	NA	NA

* Routes II, III, and IV are combined because not all programs listed enrollment by route.
** Not all federal funding was spent in 2002–03; some carried over into subsequent program years.
*** The 2004–05 cohort is still engaged in the program at publication of this report.

Legislative Changes. Some of the more significant changes reported were driven by legislation.

- The state stipend which had been set at 80 percent of a first-year teacher's salary was replaced by an $8,000 conditional scholarship. Mentor compensation was reduced to $500.[57] These figures are more in line with the federal Transitions to Teaching grants and reduced confusion among the programs.

- In 2004, an additional route was created by redefining Route III as individuals with college degrees not working in schools. A new Route IV is for individuals who have worked in schools or who have been teaching with emergency substitute or conditional certificates.[58] Originally, individuals teaching with conditional certificates were not eligible for alternative routes.

[57] SB 6052, Chapter 410, Laws of 2003.
[58] SSB 6245, Chapter 23, Laws of 2004.

Program Changes

- The two programs associated with Western Washington University and the University of Washington were not offered after 2002–03.[59]
- Two new programs were initiated in Eastern Washington in 2004, for Routes II, III, and IV. Each of these new programs is a consortium of an ESD and several colleges and universities. One in ESD 105 (Yakima) includes Central Washington University, Western Washington University, Pacific Lutheran University, and Heritage College. The other is in ESD 101 (Spokane) with Whitworth College, PLU, and Gonzaga University. These programs are designed to provide performance-based modules. In this first year (2004–05), 15 interns are enrolled in the Spokane program, and 13 are enrolled in the Yakima program.
- Puget Sound Partnership no longer offers a Route I program. The partnership made this decision when the stipends were replaced by conditional scholarships. Tuition at PLU is high, and it was felt that the program would not be affordable for this population. The partnership plans to offer Route I again in 2005, with scheduling changes that will permit interns to maintain their employment.
- Fewer Route I candidates were enrolled in 2003–04 at City University. This was attributed to the loss of the stipend; potential applicants were aware that the previous year interns had been paid. However, in 2004–05, enrollment of Route I candidates increased.
- In 2003, Puget Sound ESD withdrew from the Puget Sound Partnership due to funding constraints. In 2004–05, Seattle Pacific University partnered with 13 school districts, five of which are outside the boundaries of Puget Sound ESD. In addition, some interns are placed in private schools.
- In 2004–05, the Southwest Washington Consortium (SWC) expanded to included a site in Centralia in partnership with ESD 113. This program focuses exclusively on the special education endorsement.
- SWC also has a third partnership, with the Vancouver School District, to prepare fine arts specialists for residency certification. City University oversees the training for residency certification. Western Washington University, Central Washington University, and St. Martin's College collaborated on assessing endorsements. The fine arts specialists all have master's degrees in music or theater and have been teaching with conditional certificates. Interns in this program will continue their employment during their internships.
- Advisory committees, similar to Professional Education Advisory Boards (PEABs) were created in ESD 12 (City University) and in the two new regional consortia programs in ESD 101 (Spokane) and ESD 105 (Yakima).
- Training for mentor teachers in all partnerships was modified to address the expectations for teachers who mentor alternative route interns.
- Handbooks were prepared at each program for interns and mentor teachers.

[59] See Appendices C and F for further explanation.

- Tasks and curricula were revised in the remaining four current programs in Western Washington. A new performance-based modular program was designed for the ESDs 101 and 105 regional consortia programs.
- Tuition has increased somewhat at the four original programs. Tuition at the two new Eastern Washington programs is somewhat lower than other programs.

Exhibit 14
Alternative Route Tuition (2004–05)

Partnership	Alternative Tuition
City University	$8,000–$9,000
Pacific Lutheran University	$9,900
Seattle Pacific University	$14,000
St. Martin's College	$10,800
ESD 101 (Spokane)	$6,755
ESD 105 (Yakima)	$6,030

PESB Changes. While many of the changes in the individual programs reflect the influence of the PESB, the PESB made three policy changes.

- Aware of fiscal constraints in administering the first programs, the PESB garnered funding from a variety of sources to support the involvement of the ESDs in the two new programs in Spokane and Yakima.
- A Request for Proposals for participation in the PESB state partnership alternative route program was issued on November 29, 2004. Current programs as well as other interested institutions will need to apply. Emphasis is on increasing the diversity of interns, reducing tuition costs, enhancing assessment of prior learning and experience, and designing truly performance-based program delivery.
- Initially, no alternative route intern was permitted to work as the teacher of record during the internship. In 2004–05, individuals holding conditional certificates are allowed to continue to work for pay as the teacher of record.

V. DID THE 2002–03 PROGRAMS REFLECT LEGISLATIVE INTENT?

The first alternative route partnerships were created in just two to four months, the time between awarding the grants and the beginning of the programs. In this short time period, programs had to realign curriculum to accommodate the yearlong internships; recruit, screen, and select applicants; arrange for faculty and field supervisors; and recruit mentors. Despite these challenges, in most respects the alternative routes met the legislative intent. This section describes the objectives included in the legislation and the degree to which programs met the criteria.

The Legislature outlined four criteria for alternative route programs:

1. Filling teacher shortages;
2. Meeting the same state certification standards as traditionally prepared interns;
3. Preparation based on intensive field-based training, adequate coursework, and mentoring; and
4. Flexibility and expediency for individuals to make the transition from their current careers to teaching.

To determine whether initial programs met legislative intent, we used information from four Institute surveys.

- Survey of interns in spring 2003, as they neared the end of the program;
- Survey of interns in spring 2004, after most had been teaching for six months;
- Survey of mentor teachers in spring 2004; and
- Survey of a sample of principals in schools where interns were employed as teachers in autumn 2004.

In addition, we conducted interviews with all program directors in the summer of 2003 and with nine of the college field supervisors in spring and summer 2004. We also used information from the PESB survey of teacher candidates conducted by Educational Benchmarking (EBI) in spring 2003.

In studying the first cohort, we included information on two programs no longer offered. Where results are reported by program, the exhibits indicate averages for the remaining programs separately from the programs no longer operating.

1. Filling Teacher Shortages

To achieve the program goals related to filling teaching shortages, alternative route programs need to produce teachers who are endorsed in and then teach in these shortage areas.

Do Endorsements Among Alternative Route Teachers Match State Shortages?

The majority of graduates from the first cohort of interns are certified to teach in shortage areas. Based on survey results of all Washington school districts,[60] shortages have been or are anticipated in the following fields:

- Special Education
- Mathematics
- Middle Level Math and Science
- Physics
- Chemistry
- Music
- Japanese
- English as a Second Language
- Early Childhood Special Education
- Biology
- Bilingual Education

Eighty-six percent of interns received endorsements in shortage areas. The first cohort of interns reported endorsements in both the 2003 and 2004 surveys. For purposes of this report, if an intern reported an endorsement in at least one subject on the OSPI list, we considered them to be certified in a shortage area.

Teaching the Year After Graduation. According to the Institute's spring 2004 survey, 92 percent of interns reported working as teachers. This percentage is comparable to graduates of conventional programs in Washington State[61] and higher than the 60 to 70 percent commonly reported in other states.[62]

Program graduates with endorsements in shortage areas were more likely to be employed as full- or part-time teachers (83 percent) than those with endorsements in other subjects (50 percent). Those with endorsements in non-shortage areas were more likely to be working as substitute teachers or not teaching (see Exhibit 15).

---

[60] OSPI, *Educator Supply and Demand.*

[61] Institute analysis of survey results of persons completing teacher education programs in Washington as reported in Rick Maloney, *Annual Report 2002–2003: Certificates Issued and Certificated Personnel Placement Statistics* (Olympia, WA: Office of the Superintendent of Public Instruction, December 2003), <www.k12.wa.us/certification/pubdocs/annrpt.pdf>, accessed December 29, 2004. We calculated the percentage of respondents who are teaching.

[62] S.A. Harris, C.E. Camp, and J. Adkison, "New Structures and Approaches for Teacher Preparation: Do They Make a Difference in Teacher Retention?" Paper presented at the 55th annual meeting of the American Association of Colleges for Teacher Education (New Orleans, LA, January 24–27, 2003), ERIC Document Reproduction Service, ED472813; and Lynn Cornett, *2003 Study of Teacher Supply and Demand in Tennessee* (Atlanta, GA: Southern Regional Education Board, 2003), <www.sreb.org/main/highered/leadership/TN_Teacher_Supply_Demand.pdf>, accessed December 29, 2004.

Exhibit 15
Teaching Status by Shortage Endorsement

Teaching Status	Endorsements	
	Shortage (N=88)	Non-Shortage (N=16)
Full-Time	73%	38%
Part-Time	10%	12%
Substitute Teacher	11%	31%
Not Teaching	6%	19%

Source: WSIPP Spring 2004 Intern Survey

Ninety-five percent of graduates teaching in shortage areas indicated they enjoyed teaching those subjects and intended to continue.

In its recommendation to the Legislature about alternative routes in 2000, the PESB noted that districts are more likely to hire candidates they know.[63] This was borne out in the first cohort. Of the 35 former paraeducators, 73 percent reported teaching in the same districts they worked in as paraeducators.[64] Overall, 55 percent of graduates reported teaching in the districts where they interned.

More than half the alternative route graduates indicated they planned to earn endorsements in additional subjects; over half of those considering more endorsements anticipated earning them in shortage subjects.

Geographic Locations. Little information exists regarding teacher shortages by location, although the OSPI survey indicated all ESDs predict shortages.[65] However, during the first two years, there were no alternative route programs in Eastern Washington. This meant that individuals interested in the program would have had to relocate to participate (7 percent of interns in the first cohort reported moving in order to participate). In 2004, two new programs were established in ESD 101 (greater Spokane area) and ESD 105 (greater Yakima area).

Loss of the Skagit Valley Network (WWU) has meant alternative routes are no longer available in Northwest Washington. The PESB plans to initiate a program in this region in 2006.

2. Meeting the Equivalent Certification Standards as Traditionally Prepared Interns

Requirements for Certification. Requirements for admission to alternative route programs are at least as selective as those for admission to traditional teacher training programs. In addition, applicants for Routes III and IV must provide evidence of successful experiences with students or children, such as reference letters and letters of support. Routes I, II, and IV require prior work experience in schools.

[63] PESB, *Recommendations for High-Quality Alternative,* 11.
[64] WSIPP Spring 2004 Survey.
[65] OSPI, *Educator Supply and Demand.*

To receive residency certification, alternative route candidates must meet requirements for all teachers (at least 18 years of age, of good moral character, have a bachelor's degree) and fulfill the state standards for residency certification. At five of the six original programs, interns were also required to pass the new pedagogy assessment, still being field-tested.[66]

Mentor Survey Response to Preparation. In a survey of 107 mentors to the 2002–03 cohort, a significant number—76 percent—found alternative route interns better prepared to teach independently than new teachers from traditional teacher training programs. Nineteen percent rated alternative route interns about as well prepared. Five percent indicated their interns were less well prepared than new teachers from traditional programs.

Field Supervisor Observations. Interns were at least as well prepared to teach as traditionally trained student teachers, according to Institute interviews of nine field supervisors (including at least one from each of the six programs). Eight of the nine indicated interns were better prepared, both because of the program and because of previous training and life experience.

Principals. A survey of a sample of principals of schools where graduates of the 2002–03 cohort are now teaching was conducted in October 2004. Twenty-five principals responded. Principals were asked to compare the alternative route graduates at their schools with other new teachers. Overall, principals found the interns at least as well prepared as other new teachers, and most judged the alternative route graduates to be good or excellent teachers. Although early attempts at alternative certification (see Appendix H) met with reluctance on the part of principals to hire graduates,[67] the Institute's survey reported only one principal reluctant to consider alternative routes candidates, based on an experience with a graduate of the program.

Exhibit 16
Survey of a Sample of Principals Who Hired Alternative Route Graduates From 2002–03 Cohort

Compared to Traditionally Prepared New Teachers …	
How Well Were Interns Prepared?	Better Prepared ..... 48% As Well Prepared ..... 48% Less Well Prepared 4%
How Would You Rate This Teacher?	Excellent Teacher..... 40% Good Teacher..... 52% Fair Teacher ..... 8% Poor Teacher..... 0%
Would You Hire Another Alternative Route Graduate?	More Inclined..... 32% Equally Inclined ..... 64% Less Inclined..... 4%

N=25

[66] The pedagogy test was available in the fall of 2004 but will not be a requirement until the State Board of Education determines the test has sufficient validity and reliability. The test is available at <www.k12.wa.us/certification/profed/pubdocs/PedagogyAssessment.pdf>.
[67] PESB, *Recommendations for High-Quality Alternative Routes*, 11.

3. Preparation Based on Intensive Field-Based Training, Coursework, and Mentoring

All alternative route programs had more intensive field training than traditional teacher programs at the same colleges.

Estimated Time in the K–12 Classroom. Traditional teacher training programs require between 10 and 16 weeks of student teaching. Alternative route interns spent considerably more time in the K–12 classroom, with an average internship lasting 28.4 weeks. This is somewhat less than a full school year (36 weeks). Some alternative route programs permitted Route II and III interns to complete the program in less than a year if they could demonstrate competency. One program permitted interns to continue their internships into a second school year if the intern and program determined it necessary. Time in the internships ranged from 9 to 48 weeks.

On average, interns were in the classroom 8.7 weeks before assuming responsibility for students. This amount of time varied considerably among interns, however, ranging from zero to 29 weeks.

Depending on the program and whether interns completed early, many interns were in K–12 classrooms from the first day of school in the fall until the end of school in the summer. At Seattle Pacific University, for example, interns worked the same classroom hours as stated in the teacher contract. If school started for teachers two weeks before students began, then interns were there two weeks before as well. Internships ended when the K–12 teachers' contract ended, usually several weeks after the end of the school term.

Coursework and Formalized Learning Opportunities. The number of credit hours earned for alternative route programs were similar to the number of credits required for traditional programs (see Exhibit 11); the course subjects and content were also similar. However, course schedules were modified to accommodate the hours interns spent in the K–12 classroom, and some programs provided other means besides coursework for interns to demonstrate mastery of subjects.

Alternative route coursework prepared candidates well for their mentored internships, just over half (51 percent) reported.[68] This varied considerably by program, from a low of 18 percent to a high of 75 percent. Although some interns expressed frustration that the coursework covered certain topics, particularly classroom management, late in their internships or not at all, by the end of the alternative route program, 52 percent of interns indicated the coursework had been valuable.[69] Again, there was a considerable range by program, from 18 percent to 71 percent.

[68] Spring 2003 Intern Survey. On a scale of 1 to 5, with 1 = Not Well and 5 = Very Well, this is the percentage reporting either a 4 or 5.
[69] *Ibid.* On a scale of 1 to 5, with 1 = Not Valuable and 5 = Very Valuable, this is the percentage reporting either a 4 or 5.

How Do the Views of Alternative Route Interns Regarding Their Coursework Compare With Those From Traditional Teacher Training Programs?

The Professional Educator Standards Board (PESB) commission Educational Benchmarking (EBI) to conduct a survey of students completing teacher education programs in Washington in the spring of 2003. Responses from the first alternative route cohort were reported separately along with results for three colleges offering traditional certification programs. To compare results of the two surveys, we averaged the values for all questions relating to coursework on the PESB survey and converted the scores to a 5-point scale to be comparable to the Institute survey. Results of the two surveys are shown in Exhibit 17.

Exhibit 17
Coursework Evaluations From the Institute's Survey and From the PESB Survey Conducted by EBI in Spring 2003

	WSIPP Survey*			PESB Survey	
Alternative Routes	**N**	**Coursework Preparation for Internship**	**Overall Value of Coursework**	**N**	**Assessment of Coursework****
City University	24	3.92	4.01	22	3.78
Pacific Lutheran University	43	3.62	3.89	28	3.80
St. Martin's College	18	3.35	3.28	19	3.64
Seattle Pacific University	13	3.2	3.24	NA	NA
University of Washington	17	2.83	2.83	14	2.96
Western Washington University	11	3.33	2.97	5	3.46
Comparison Colleges					
Washington College 1				365	3.44
Washington College 2				34	3.56
Washington College 3				101	3.29

Sources: WSIPP Spring 2003 Intern Survey and PESB survey of teacher candidates conducted by Educational Benchmarking (EBI) in spring 2003. Colleges highlighted are those no longer offering an alternative route.
* Values represent the average score in the WSIPP survey of a 5-point rating where 1 is not valuable and 5 is very valuable.
** Results for the PESB survey are the combined average scores for all questions relating to coursework in the survey. Results have been adjusted to a five point scale to make results comparable to the WSIPP survey. No results for Seattle Pacific University because fewer than two interns responded.

In the PESB survey, scores from students in traditional programs are very similar to scores from the alternative route programs. Comparing the two surveys, the Institute's questions on coursework preparation for the internships and the value of the coursework seem to identify similar program differences observed in the PESB survey. With the exception of the University of Washington, alternative route interns rated their coursework about the same as individuals in traditional programs.

Mentored Internships. Mentored internships were a critical component of alternative route programs. Because of the restricted time interns had for coursework and the long duration

of internships, programs relied on mentors to provide additional training on topics such as classroom management and pedagogy.

Mentor Experience and Training. Teachers serving as mentors to the first cohort averaged 14.5 years of teaching experience (see Exhibit 18). Fifty-seven percent had served as mentors to student teachers in the past.

Exhibit 18
Mentor Teacher Experiences and Training, 2002–03

Prior Experience	
Years of teaching experience	14.5 years (Range 3–35)
Prior experience as mentor	57%
Received formal training for alternative routes	69%
Understood expectations for alternative routes	59%

N=107. Source: WSIPP Spring 2003 Mentor Survey. All programs arranged training for mentor teachers.

Some programs provided their own training, while others used the mentor training offered by OSPI or local school districts. Some programs used a combination of internal and OSPI or district training. The OSPI training was aimed at all mentors of new teachers and did not focus on mentoring alternative route interns.

Despite the intention to train all mentors, 31 percent of mentors in the first cohort reported they received no formal training, and 41 percent reported not having a good understanding of what was expected of them as alternative route mentors.

In subsequent years, programs modified their mentor training to be more specific to alternative routes, with more emphasis on supervision and assessment.

Activities Performed During Internship. Because interns were in the classroom full-time, they experienced a variety of activities to strengthen their ability to teach independently. Exhibit 19 displays activities that were part of interns' mentored internships.

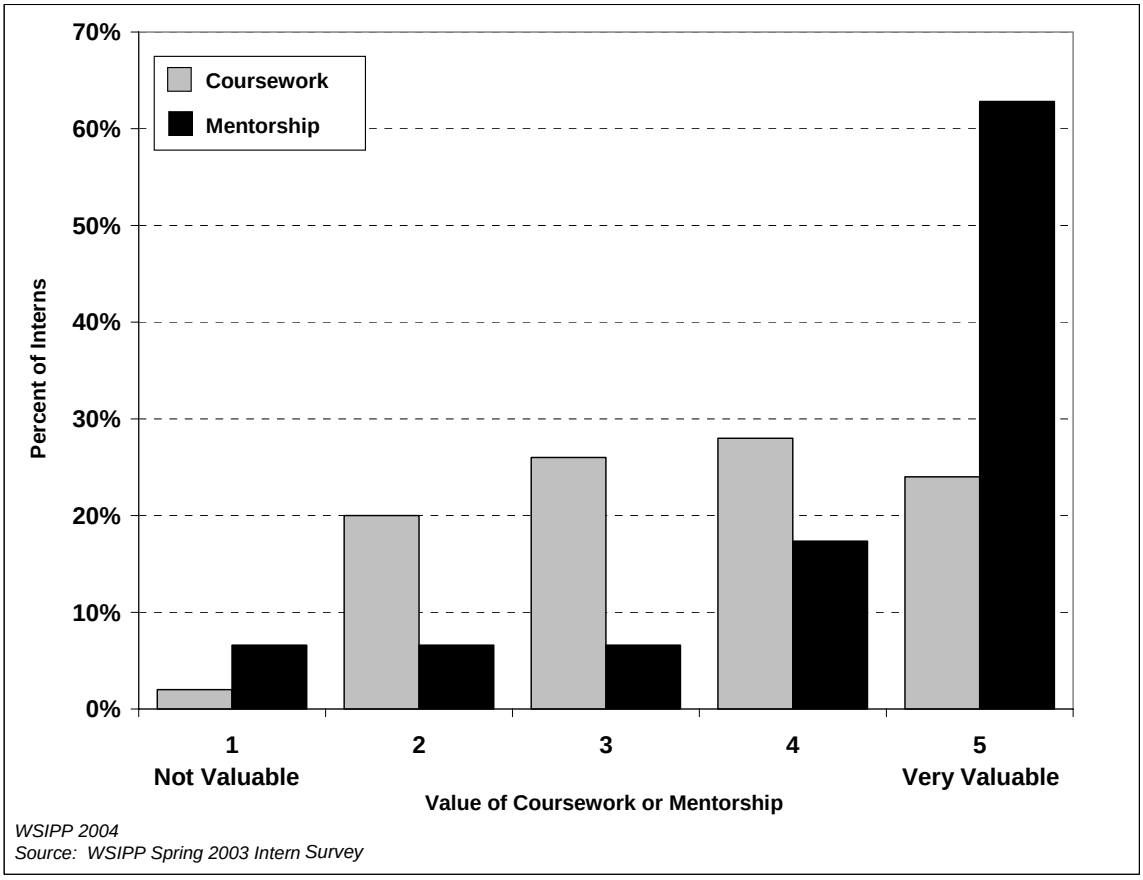
Exhibit 19
Activities During Mentored Internships, 2002–03

Activity	Percent
Classroom Observation	95%
Team Teaching	76%
Co-Planning	80%
Guidance/Advice	86%
Face-to-Face Interaction	91%
Phone Messages	56%
E-mail	55%
Parent/Teacher Conferences	84%
Other*	23%

* Other activities included attending staff and IEP meetings, grading and assessment, tutoring, and working on school events.
Source: WSIPP Spring 2003 Intern Survey

Value of Mentored Internship. Interns placed higher value on their internships over the coursework component. Interns rated the value of the mentored internships on a scale of 1 to 5, where 1 was not valuable and 5 was very valuable. As illustrated in Exhibit 19, 80 percent of interns rated their mentored internship as either a 4 or 5. On a similar scale, 51 percent of interns gave their coursework similar ratings.

Exhibit 20
Intern Ratings of Value of Mentored Internship



WSIPP 2004
Source: WSIPP Spring 2003 Intern Survey

Intensity of Mentoring. In the Spring 2003 survey, interns were asked how much time (before, during, and after school) they spent with their mentors. Interns reported an average of 18.5 hours per week with their mentor teachers.[70]

The amount of time spent with mentors appears to affect the degree to which candidates valued the mentored internship. Interns who rated their internships as valuable or very valuable averaged 21 hours per week with their mentors, while those who gave lower ratings spent an average 7.6 hours per week with their mentors.

Challenges in the Mentored Internships. All programs reported incompatibility between some mentors and interns, and in some cases it was necessary to find alternate mentors. Mentor teachers frequently commented on poor communication with the programs. One mentor noted, "The program is beneficial for both the intern and the mentor. Some aspects of the program were unclear, but I believe that was just due to the continuing development of the program."

Since the first cohort, programs have become more pro-active in recruiting mentors, so that both the college of education and the local districts are involved in mentor selection. All programs have prepared handbooks for mentors and interns and mentors are now required to attend training specific to the alternative route programs.

4. Flexibility and Expediency

The Spring 2003 survey asked interns several questions to determine program flexibility, expediency, and affordability. Interns answered questions addressing the following:

- Program flexibility;
- Program adaptability to pre-existing knowledge and skills;
- Affordability as measured by financial burden;
- Workload/time burden;
- Program recommendation; and
- Ability of interns to waive coursework.

Measures of other criteria regarding program flexibility and expediency were obtained from program directors:

- Early exits from the program (reported as the percentage of Route II and III interns able to complete the program before the end of the school year); and
- Completion rates.

[70] Most interns were in the schools more than 18.5 hours per week. We assume reports of less than full-time account for times when the intern was in the school without the mentor or not engaged in face-to-face interaction.

Program Flexibility. Half of all interns rated their programs as flexible, based on a scale of 1 to 5 in which 1 is not at all flexible and 5 is very flexible. Overall, 50 percent of interns rated their programs as flexible (a rating of 4 or 5). However, as shown in Exhibit 21, intern ratings of flexibility varied considerably among programs, ranging from 18 to 73 percent.

Exhibit 21
Intern Ratings of Program Flexibility

Alternative Route Program	N	Percent Reporting Flexibility
Puget Sound Partnership (SPU)	13	46%
South Sound Partnership (PLU)	42	73%
South Sound Transitions (St. Martin's)	18	45%
Southwest Washington Consortium (City U)	24	50%
Programs Still Operating	*97*	*58%*
Seattle Teaching/Learning Partnership (UW)	17	24%
Skagit Valley Network (WWU)	11	18%
Programs No Longer Offered	*28*	*22%*
All Programs	**125**	**50%**

Highlighted programs are no longer in operation.
Source: WSIPP Spring 2003 Intern Survey

Adaptability to Pre-Existing Knowledge and Skills. More than half—54 percent—of interns indicated their programs were adaptive to pre-existing knowledge and skills, rating them a 4 or 5. Adaptability ranged from 6 percent in one program to 70 percent in another (see Exhibit 22).

Exhibit 22
Intern Ratings of Adaptability

Alternative Route Program	N	Percent Reporting Adaptability
Puget Sound Partnership (SPU)	12	50%
South Sound Partnership (PLU)	43	65%
South Sound Transitions (St. Martin's)	17	65%
Southwest Washington Consortium (City U)	24	70%
Programs Still Operating	*96*	*64%*
Seattle Teaching/Learning Partnership (UW)	17	6%
Skagit Valley Network (WWU)	11	36%
Programs No Longer Offered	*28*	*18%*
All Programs	**124**	**54%**

Highlighted programs are no longer in operation.
Source: WSIPP Spring 2003 Intern Survey

Waiving Coursework. Thirty-nine percent of interns reported being able to waive coursework. Again, this percentage varied among the programs, ranging from zero to 83 percent (see Exhibit 23).

Exhibit 23
Interns Able to Waive Coursework

Alternative Route Program	N	Percent Waiving Coursework
Puget Sound Partnership (SPU)	13	8%
South Sound Partnership (PLU)	43	49%
South Sound Transitions (St. Martin's)	18	83%
Southwest Washington Consortium (City U)	24	42%
Programs Still Operating	*98*	*48%*
Seattle Teaching/Learning Partnership (UW)	17	0%
Skagit Valley Network (WWU)	11	18%
Programs No Longer Offered	*28*	*7%*
All Programs	**126**	**39%**

Highlighted programs are no longer in operation.
Source: WSIPP Spring 2003 Intern Survey

Affordability. Across all routes and programs, 62 percent of interns rated the cost burden at 4 or 5 (1 = not at all a burden to 5 = very much a burden). Again, this varied by program and route, ranging from 20 to 100 percent of interns. As Exhibit 24 illustrates, interns were most likely to find costs a burden in programs where tuition was most expensive. Ninety-one percent of Route I interns at Pacific Lutheran University and all interns at the University of Washington indicated the program was a financial burden, rating it either a 4 or a 5.

Exhibit 24
Reported Financial Burden and Tuition Charged for Alternative Routes, 2002–03

Partnership	Route	Alternative Tuition*	Percent Reporting Significant Burden**
City University	I	$7,200–$9,000	50%
	II	$7,200–$9,000	29%
	III	$7,200–$9,000	75%
Pacific Lutheran University	I	$34,500–$35,000	91%
	II	$8,500	50%
	III	$8,500	58%
Seattle Pacific University	II	$13,725	20%
	III	$13,725	50%
Western Washington University	III	$6,000–$8,000	55%
University of Washington	III	$14,500	100%
St. Martin's College	III	$7,560	66%

***** Tuition may or may not include student fees and books.
****** Percentage rating financial burden at 4 or 5, where 1 = Not a Burden and 5 = Very Much a Burden.

In all but one program, tuition costs for alternative routes were about the same or less expensive than regular programs at the same colleges and universities (see Exhibit 12 in Section IV). Thus, the financial burden reported by interns may reflect hardships experienced by most adults when returning to school.

Expenses for the Route I program after the first year affected the number of candidates. In the 2002–03 school year, there were 23 Route I candidates in two programs. After that first year, South Sound Partnership no longer offered a Route I program. In the 2003–04 year, City University received fewer applications from qualified paraeducators than for the first year. In 2003–04, only seven Route I candidates were enrolled in the program at City University.

Both programs cited the change from a stipend (80 percent of a starting teacher's salary) to an $8,000 forgivable loan as the primary reason for the reduction in Route I candidates. Program directors speculated that the resulting increase in cost was too great for many paraeducators. However, in 2004–05, the number of Route I interns increased to 16. This increase in Route I may be explained by expansion of the program to ESD 113 and efforts by City University and the local districts to enable paraeducators to maintain employment while in their mentored internships.

Workload. Alternative route programs are intense. During the school year, interns take about 15 credits in addition to their classroom responsibilities. Field supervisors and program directors indicated that programs require more time in most weeks than traditional teacher training programs. "Interns are doing the same work as the regular post-baccalaureates, but they do it in a year instead of 18 months," one field supervisor commented. Most interns found programs to be burdensome in terms of time commitment, but this varied by route and by program.

Intern Recommendation of Programs. On average, interns were satisfied with the alternative route programs. As shown in Exhibit 25, 82 percent would recommend the program. However, this varied from 47 percent in one program to 100 percent in two other programs (see Exhibit 26).

Exhibit 25
Intern Recommendations of Alternative Routes
All Programs Combined

If someone asked you if they should pursue alternative certification in this program, how would you respond?	Percentage Responding
Yes, without reservations	30%
Yes, but with some reservations	52%
No, follow a more conventional certification program	11%
No, enroll in a different alternative certification program	6%

N=115
Source: WSIPP Spring 2003 Intern Survey

Exhibit 26
Interns Who Would Recommend the Program

Alternative Route Program	N	Percent Who Would Recommend the Program
Puget Sound Partnership (SPU)	11	100%
South Sound Partnership (PLU)	40	83%
South Sound Transitions (St. Martin's)	18	83%
Southwest Washington Consortium (City U)	20	90%
Programs Still Operating	*89*	*87%*
Seattle Teaching/Learning Partnership (UW)	15	47%
Skagit Valley Network (WWU)	11	100%
Programs No Longer Offered	*26*	*69%*
All Programs	**115**	**82%**

Highlighted programs are no longer in operation.
Source: WSIPP Spring 2003 Intern Survey

Early Exits. Legislation provides for interns in Routes II, III, and the new Route IV to complete the program after half a school year (18 weeks) if an intern demonstrates the necessary skills required. Although the law does not require programs to allow interns to finish early, early exits are another indicator of program flexibility. Early program completion may mean less time without an income.

Exhibit 27
Percentage of Routes II and III Completing Before the End of the 2002–03 School Year

Alternative Route Program	Exited Early*
Puget Sound Partnership (SPU)	0%
South Sound Partnership (PLU)	28%
South Sound Transitions (St. Martin's)	55%
Southwest Washington Consortium (City U)	0%
Programs Still Operating	23%
Seattle Teaching/Learning Partnership (UW)	0%
Skagit Valley Network (WWU)	55%
Programs No Longer Offered	*22%*
All Programs	**20%**

* Final percentages provided by programs. Highlighted programs are no longer in operation. Sources: WSIPP Spring 2003 Intern Survey and updated information from programs.

It is interesting to note that 55 percent of interns enrolled in the Skagit Valley Network completed the program early, although interns gave the program rather low ratings on flexibility and adaptability (see Exhibits 21 and 22).

Completion Rates. Eighty-eight percent of interns in the first cohort completed their alternative route programs. Most who did not complete withdrew before the end of summer

2002. Several interns who withdrew enrolled later in the traditional post-baccalaureate programs at the same institution.

Across all programs, 169 candidates enrolled in the six alternative route programs in 2002. Of that number, 145 completed the following year and obtained at least a residency teaching certificate. Three additional interns continued their internships into the 2003–04 school year and received certificates by April 2004. On average, graduates of the first cohort indicated they plan to continue teaching for an average of 16.8 years.

Summary

For the most part, the initial alternative route programs met legislative intent.[71] In 2002–03, despite the extremely short time frame to create the alternative routes, all programs provided intensive field-based training with coursework content similar to traditional programs and mentored internships that usually lasted much longer than traditional student teaching. Programs trained new teachers with endorsements in shortage areas; 91 percent were teaching the following year. Alternative route interns met or exceeded state standards for teacher certification.

Flexibility varied considerably by program. Some programs were quite adaptive to interns' prior knowledge and skills, while others were not. In one program, 83 percent of interns were able to waive coursework, while in another none were. In two programs, more than half of Route II and III interns were able to finish before the end of the year, while in three programs none were able to exit early. One program's tuition for alternative routes was nearly double that of traditional post-baccalaureate programs; this program is no longer offered. For the other five programs, tuition for alternative routes was similar to or less than post-baccalaureate programs at the same colleges and universities.

Participation in alternative route certification created a financial burden for adult career-changers, and at least one pool of alternative route applicants decreased, apparently due to increased financial obligation. Since the first Route I cohort, change in funding from a stipend (80 percent of a starting teacher's salary) to an $8,000 forgivable loan appears to have made the program less affordable for this group.

[71] Programs varied in the degree of flexibility and expediency; some programs' use of pull-out instruction took time out of the internship.

CONCLUSION

When the Washington State Legislature designed the alternative routes for teacher certification program, intensive on-the-job training was prescribed and colleges of education were directed to adapt curriculum to accommodate full-time, year-long internships in the K–12 classroom. The legislation went beyond what many states do when requiring programs to emphasize performance as opposed to "seat time" in a classroom.

Washington's alternative route programs differ from most alternative certification programs in several ways:

- The programs target specific populations:
  - Paraeducators working in schools with transferable AA degrees;
  - Individuals with BA degrees working in schools as classified staff; and
  - Individuals with BA degrees who may have taught in schools with limited teaching certificates.
- Initially, Washington's alternative routes did not allow interns to work as the teacher of record in the K–12 classroom during the mentored internship. Currently, those who hold conditional certificates at enrollment may continue their employment as the teacher of record.
- Internships are unpaid. In 2002–03, state-funded interns received a stipend equivalent to 80 percent of a beginning teacher's salary. Currently, interns are eligible for an $8,000 forgivable loan.
- Mentors receive compensation. In 2002–03, state-funded mentors received 20 percent of a beginning teacher salary ($5,600). This was later reduced to $500.

Most alternative route programs, as implemented in 2002–03—despite very short lead times to recruit applicants and develop the programs—met legislative objectives; several programs met all objectives. Adults were recruited and trained to teach subjects where there were shortages of teachers, and nearly all were employed as teachers the following year.

In making the transition from traditional teacher training to the field-based alternative routes, some programs had more difficulty creating alternatives to their traditional curriculum than others. Some programs routinely allowed interns to waive coursework while other programs rarely or never allowed waivers. Some programs scheduled classes on evenings and weekends so that interns could be in the school full-time; others used a pull-out model with instruction during the school day.

Partnerships continue to refine and revise their programs. Programs now require training for mentor teachers, specific to mentoring alternative route interns. Programs have moved away from pull-out instruction, allowing an uninterrupted full-time internship.

The flexibility of the alternative routes has allowed some to expand to serve local needs. For example, a new one-year partnership was developed specifically for certification of fine arts specialists (dance and theater) teaching on conditional certificates. Initially, this program was created to serve a single school district but expanded to include similar candidates in other districts as well.

Some programmatic changes were driven by changes in legislation:

- In 2003, support for interns changed from a stipend ($22,000) to a conditional scholarship ($8,000). This affected enrollment of Route I candidates (paraeduators with AA degrees). The number of Route I interns declined from 25 in 2002–03 to 16 in 2004–05 despite an overall increase in the number of interns.
- In 2004, alternative routes expanded to include individuals with BA degrees who were teaching with conditional certificates. These individuals may continue their employment as the teacher of record during their internships.

The first partnerships were located in Western Washington. In 2004–05, two new partnerships were created in Eastern Washington. These programs operate under a new model, each involving one ESD and several colleges of education. The programs are designed to accommodate cohorts of individuals distributed across wide geographic regions.

At a cost of $8,500, the state can train a new teacher in a shortage area.

Future Challenges

Alternative route programs will continue to face challenges as they prepare individuals to become teachers. These challenges will involve:

- **Including more Route I interns.**
- **Fluidity of partnerships.** In one partnership, the local ESD withdrew its participation due to resource constraints. The program continues to operate, however, and the university now coordinates with 13 individual school districts.
- **Recruiting racial and ethnic minorities.** About 25 percent of students in Washington's public schools belong to minorities compared with 14 percent of teachers. While alternative certification programs in some states attract higher proportions of minority candidates, Washington's first cohort of alternative route interns was demographically similar to the teacher workforce in Washington. Given that 17 percent of the adult population, and 14 percent of those with college degrees, belong to minorities, increasing the diversity of the teacher population will be difficult.