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ABSTRACT

This multimedia School Development Outreach Project package on teacher quality provides a perspective on this emerging education issue arising from national, state, and local leaders. The package contains a set of two audiotapes and a booklet. The booklet gives an overview of the issue, examples of research and current practice, and suggestions for a broad range of policymakers to make improvements. Its five chapters are: (1) "Introduction"; (2) "Expanding the Pool and Improving the Pipeline into Teaching: Recruitment"; (3) "Retention: How To Keep Good Teachers When You Get Them"; (4) "The Superintendent's Role: Quality Is a Reciprocal Process"; and (5) "A Role for Policymakers." The two audiotapes provide a personal perspective on the issue of teacher quantity and quality from diverse types of policymakers and researchers at the national, state, and local levels. The first tape presents a discussion of personal experiences by a beginning teacher in an urban district, with nationally known experts adding their in-depth comments. The second tape features researchers and writers, practitioners who are implementing changes to improve a school district, and a legislator who was a former rural superintendent. (Contains 17 references.) (SM)

Issues of Supply and Demand: Recruiting and Retaining Quality Teachers

Debra Banks

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Issues of Supply and Demand: *Recruiting and Retaining Quality Teachers*



Developed by:

NCREL

Issues of Supply and Demand:

Recruiting and Retaining Quality Teachers

This multimedia School Development Outreach Project package on teacher quality is designed to provide you with perspectives on an emerging education policy issue from national, state, and local leaders. The package contains a set of two audiotapes and this accompanying booklet. The following introduction may be a helpful guide as you use these materials.

The Issue

Due to such factors as rising student enrollments, accelerated retirements, high rates of teacher attrition, and increased demands for improved student performance and reduced class size, we need to develop a new, professional approach for improving the quality and commitment of our teachers. Our highest need areas—content (math, science, special education, and multicultural education), location (the most urban and most rural schools), and population (diverse cultures and languages)—are all becoming increasingly short on the quantity and quality of teachers. How then do we resolve the issues of quantity and quality at the same time? This booklet and accompanying audiotapes present and discuss these issues as they relate to teacher recruitment and teacher retention and, in particular, the beginning teacher induction process.

The Booklet: A Guide to Contents

The essay “Building the Profession: Recruiting and Retaining Quality Teachers” will give you a well-rounded overview of the issue, examples of research and current practice, and suggestions for a broad range of policymakers to make improvements. Reading the booklet before listening to the audiotapes will give you an understanding of the complexity of the problem and the variety of opinions and approaches presented in the tapes.

1. Introduction 1

The opening section provides current statistics, theory, and research that illustrate the complexity of the issue.

2. Expanding the pool and improving the pipeline into teaching: Recruitment 5

The surplus of teachers in some geographic areas and shortages in others points to the need to target teacher recruitment to fit specific needs. Strategies are introduced to expand recruitment efforts such as precollege recruitment, community college options, existing school personnel certification, and alternative certification.

3. Retention: How to keep good teachers when you get them 10

While 27 states have legislated induction programs, only 7 have financed and managed them. Examples of a few programs and Department of Education research on mentoring and support programs for new teachers act as a guide to induction.

4. The Superintendent's role: Quality is a reciprocal process 15

How to strengthen teacher quality, and policy recommendations for local education leaders are included as part of the overall theme of building human capacity.

5. A role for policymakers 17

Concrete suggestions for taking an active role in shaping and supporting efforts at strengthening teacher quality are presented for policymakers.



The Audiotapes: A Guide to Contents

The two audiotapes provide you with personal perspectives on the issue of teacher quantity and quality from diverse types of policymakers and researchers at the national, state, and local levels. The information is not only timely, but lively. Interesting quotes, as well as examples, are given to augment your understanding of the issue as presented in the booklet.

Tape 1 - Highlights

On Tape 1 a first-year teacher in an urban district will discuss her personal experience in teaching at her school. Then, nationally known experts will add their in-depth comments on the larger picture of the shortage and quality issues in teaching.

Featured experts include:

- Linda Darling-Hammond, executive director of the National Commission on Teaching and America's Future, who comments on the function of licensing (teachers) and the standardization of teacher preparation.
- Jean Miller, executive director of the Interstate New Teachers Assessment and Support Consortium (INTASC), who talks about the core principles of competent teaching and the lack of support for new teachers in their development.
- Richard Ingersoll, professor of sociology at the University of Georgia, who adds his perspective on the importance of the qualifications of teachers in improving student scores and engaging students, the problem of retention, and improving the status of the profession.

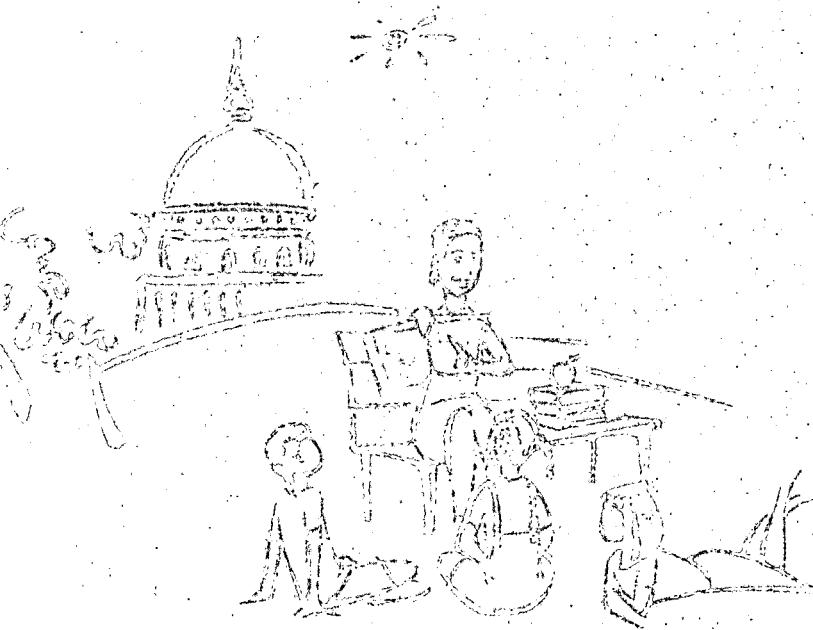
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- ▣ Richard Elmore, a professor in the Graduate School of Education at Harvard, who shares his experience in studying the exceptional professional development for teachers and principals and the heavy focus on academic content at District 2 in New York.

Tape 2 - Highlights

Tape 2 features researchers and writers, practitioners who are implementing changes to improve a school district, and a legislator who was a former rural superintendent.

Featured participants include:

- ▣ William Sanders, head of the Tennessee Value-Added Research and Assessment Center—a database that tracks the effectiveness of Tennessee teachers—who believes that teachers should be accountable for the progress of students, not just their test results.
- ▣ George Cassell, a state representative from Minnesota and a former rural superintendent, who talks with Al Baas, assistant superintendent in North Branch, Minnesota, and Joe Nathan, director of the Center for School Change at the University of Minnesota. They discuss the lack of preparation teachers feel as well as expectations and models for teacher improvement.
- ▣ Tom Mooney, president of the Cincinnati Federation of Teachers and a national vice president of the American Federation of Teachers, who discusses his efforts at the state and national level to lead the movement to professionalize teachers.



Building the Profession:

Recruiting and Retaining Quality Teachers

by Debra Banks

Introduction

Help wanted: 2 million teachers. This startling want ad tells it all: This country is facing a critical teacher shortage. Articles in education papers are being written about it. President Clinton, school reformers, policymakers, and district personnel are talking about it.

By the year 2006, 2 million teachers will need to be hired, according to the National Center for Education Statistics (1999). This increase in demand, while concentrated in a few states, is primarily due to rising enrollments, accelerated retirements (the average age of the nation's teaching force is 43 (National Commission on Teaching and America's Future [NCTAF], 1997)); high rates of teacher attrition; and the increased push for class-size reduction. About half of the teachers entering the profession will be new hires; the others will enter through alternative recruitment methods. America's schools may serve as many as 54 million children and the number of teachers needed will swell from 2.5 million in 1980 to 3.3 million by the year 2002 (Berry, Darling-Hammond, & Hoxby, 1998). This is shaping up to be one of the largest periods of increase in teacher demand in the past century.

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Sunbelt and fast-growing states are scrambling to fill already—existing openings as well as future projections based on swelling enrollment. States with universities offering licensure programs may have a large pool of teachers to recruit from, but the teachers may not be certified in the needed subject areas. To alleviate this problem, some districts (e.g., in Chicago) are developing their own strategies to certify teachers in needed areas. Recruiting New Teachers, Inc., a Massachusetts-based nonprofit organization, conducted a study of the nation's largest school districts. Their findings indicate that 92 percent of the districts reported an immediate need for teachers of color; 80 percent for special education teachers; 66 percent, math and bilingual education teachers; and 85 percent, more male teachers (Recruiting New Teachers, 1998).

The employment picture within states is also unequal. Desirable districts have hundreds of teachers applying for jobs, while other districts with lower pay scales and

incentives have few. Urban and rural districts are particularly hit hard by shortages, while wealthier and suburban districts that enjoy higher property tax bases can lure teachers with overall better working conditions and salary packages (NCTAF, 1996).

About half of the nation's public schools are considered to be in rural areas and small towns, employing about 40 percent of the nation's public school teachers (National Education Association, 1998). In September 1998, the National Education Association (NEA) posted an online report focusing on the status of public education in rural areas and small towns. Here are a few of their findings on teaching in rural schools:

- Teachers in rural schools are generally younger and less well educated, and receive lower pay and benefits than their nonrural counterparts.
- Rural school teachers are less likely to be first-time teachers.
- Thirty percent of rural schools have inadequate buildings.
- Rural schools have lower rates of Internet access and use of telecommunications to access information, keep records, and communicate with parents.

Academic performance of rural students has reached the national average, surpassing the performance of urban students, but still lagging behind that of suburban students. Still, many teachers leave rural areas for better-paying jobs elsewhere (Appalachia Educational Laboratory, 1998).

“Much of what we have blamed on children and their families for decades is actually the result of things we have done to them. As a nation, we have deprived our neediest students of the very ingredient most important to learning: a highly qualified teacher”

at risk—improved student performance relies on effective teaching. A growing number of researchers, education organizations, and school reformers are backing their beliefs with research that says that good teaching matters (Sanders & Rivers, 1998). Large-scale studies are beginning to chip away at long-standing beliefs that point to insufficiencies in home life and child rearing as the primary reasons for putting children at risk of academic failure. Kati Haycock, executive director of The Education Trust (1998), writes, “Much of what we have blamed on children and their families for decades is actually the result of things we have done to them. As a nation, we have deprived our neediest students of the very ingredient most important to learning: a highly qualified teacher” (p. 10).

Studies show that quality teaching has not been distributed equitably across the nation’s schools. Linda Darling-Hammond, executive director of the National Commission on Teaching for America’s Future (NCTAF), believes she knows why good curriculum has been rationed among students: “It’s

we haven’t had the teaching force to be able to teach

at the necessary level for all students.” Inexperienced teachers are far more often assigned to subjects outside of their fields of expertise, stretching a slim skill set and zapping energy and commitment. (In the NCREL region, 61 to 81 percent of teachers hold degrees in the subject areas they teach (*Education Week on the Web*, 1999.) Add to this, little collegial support, feelings of isolation and low pay—and you have an equation for teacher attrition (personal interview, 1999).

Expanding the pool and improving the pipeline into teaching: Recruitment

According to the American Association for Employment in Education (1998) there are surpluses of some kinds of teachers in some geographic areas of the nation and shortages in others. For example, the Rocky Mountain states have considerable shortages in computer science and English-as-second-language teachers, but they have surpluses of elementary teachers. Midwest states have some surpluses of elementary teachers but are in need of technology, physics, music (instrumental and vocal), and special education teachers. Elementary school teachers are the most abundant in the nation, but there are shortages of them in California, Nevada (one of the fastest growing states), and Arizona.

Part of the reason for this distribution problem is that newly certified teachers tend to stay close to the districts where they attended universities and where they completed their student teaching. They have developed relationships with district personnel and have integrated into school communities. Another potential factor is that in a two-income family, a teacher's

pay is often viewed as a secondary income, and if the teachers relocate, where they move is more dependent on their spouses' new jobs. Given these few examples, it is clear that a variety of strategies and incentives need to be in place to lure new and continuing teachers to more challenging workplaces.

Strategies

Educators and policymakers are recognizing the need to expand recruitment efforts and are responding with a range of programs to entice potential candidates into the field. These efforts fall into five categories (Berry, et al., 1998): (1) precollege recruitment; (2) programs to enhance recruitment and retention in universities; (3) articulation pathways into four- and five-year universities for students in community colleges; (4) programs that tap paraprofessionals and teacher aides; and (5) initiatives that attract mid-career candidates.

Precollege Recruitment Strategies

One strategy for recruitment is to develop interest in the profession early, targeting high school juniors and seniors. The South Carolina Teacher Cadet program does just that. It is a precollege recruitment initiative designed to recruit academically able students and engage them in a yearlong college credit-bearing course focused on the craft of teaching and learning. It includes sections devoted to child development, cognitive learning, pedagogy, and the future of the teaching profession. Students engage in seminars, group projects, and discussions with educators. They observe classrooms, teach practice lessons, and tutor other students. Studies of the program are ongoing, showing that just shy of 60 percent of a random

sample of students claimed that as a direct result of the program they were more likely to become teachers (Berry, et al., 1998).

Similarly, North Carolina has created the Teaching Fellows Program.

This program provides scholarships as incentives to attract interested high school graduates (including significant numbers of young men and people of color) into the field and forgives the loans

if teachers stay in the field. Four hundred eligible seniors receive a \$20,000 scholarship (sponsored by the legislature at a cost of \$8 million a year) to enroll in a four-year teacher education program. If the Fellow teaches for four years, he or she is freed from the obligation to repay the fellowship loan. To date, 75 percent of the Fellows have completed their obligation and are still teaching in public schools (Berry, et al., 1998). Follow-up research on the program shows that many of the early Fellows are still in education, either in the Principals Fellow program (a similar principal incentive program), in graduate schools, or in the classroom.

One strategy for recruitment is to develop interest in the profession early, targeting high school juniors and seniors.

Community College Options

Community colleges are a largely untapped source of potential candidates. In a few states, four-year colleges have worked to create articulation agreements with community colleges so students can begin to take coursework for their credentials. This

rolling process transfers courses completed toward certi-

Alternative certification programs that streamline the process for mid-career candidates to enter the teaching workforce are perceived as a controversial strategy to recruit teachers. At issue is the decline in teacher quality as the push increases to move nonteaching professionals into classrooms.

fication in a four-year college. These programs are in their infancy, so little is known about their success, but the potential is great as community colleges serve 40 percent of the nation's postsecondary enrollment (Berry, et al., 1998).

Certifying Existing School Personnel

Paraprofessional and teacher aide programs are further supporting people already attracted to teaching. The purpose of these programs is to capitalize on the experience that participants bring from prior work in schools. Candidates know what they are getting into and possess a higher degree of readiness. In Los Angeles, the Latino Teacher Project (LTP) is increasing the number of Latino teachers by creating a career track for practicing Latino teacher assistants in the Los Angeles Unified schools. Students are put into cohorts with peers for a mix of university and classroom experiences and are assigned a mentor. They receive a small stipend. As it is a new project, research on effects is limited; however, LTP is an

example of a project that is leveraging potential candidates who are already working in schools.

Alternative Certification

Alternative certification programs that streamline the process for mid-career candidates to enter the teaching workforce are perceived as a controversial strategy to recruit teachers. At issue is the decline in teacher quality as the push increases to move nonteaching professionals into classrooms. Studies show that 11 percent of those hired entered the field without a license, and an additional 16 percent received a substandard license. Some programs reduce the requirements for state licensure, providing emergency certificates to fill classrooms. These underprepared teachers are more likely to end up in disadvantaged schools teaching students who need experienced educators (Berry, et al., 1998). Many of these fledgling teachers drop out of teaching after a year, pointing to the lack of immersion in the field. These programs use mentoring as a way to support teachers, but few districts have strong mentoring programs in place. Many of these programs have mentors who are overburdened and unable to be of much assistance.

In Illinois, Golden Apple Teacher Education (GATE) has developed the first alternative teacher education program to offer a dramatic shortcut for professionals with a bachelor's degree who want to teach in urban schools such as those in Chicago (Martinez, 1999). The Chicago Public Schools' chief, Paul Vallas, is also seeking legislative approval to recruit the brightest postgraduate and graduate students in specified fields to become teachers in three to four months provisional certificates.

University-based programs that build on the prior degrees of potential candidates are likely to be successful. These programs meet licensure requirements through more flexible preparation at the post-baccalaureate level and take into account the existing knowledge and experience of the candidate. At Indiana University, Dr. Kim Metcalf directs the Teacher as Decision Maker Program. Mid-career professionals spend a total of 14 months pursuing a teaching license. Taking previous experience into account, student coursework is tailored to their professional goals, while participating in peer mentoring, videotaping, observing exemplary teachers, and ongoing seminars.

Retention: How to keep good teachers when you get them

Sociologist Richard Ingersoll believes that retention of quality teachers has had less attention nationally than the push to fill demands. Turnover comprises 50 to 75 percent of total new demand (Berry, et al., 1998). "Most reform efforts are still increased-supply-type approaches, when you could also be decreasing demand by dealing with turnover," says Ingersoll (Archer, 1999, p. 7). Frustrated educators working in school systems with few supports are drawn to the private sector (especially math and science professionals) where salaries are significantly higher and overall working conditions better. According to Ingersoll, 6 percent of teachers leave the profession in a typical year; another 7.2 percent switch schools. Surveys show that almost half cited either job dissatisfaction as the main reason for leaving or the desire to pursue another career (Ingersoll, 1999). Earlier estimates by the National Commission on Teaching and America's Future (1996) point to

the fact that as many as 30 percent of new teachers leave the profession within their first five years. Urban districts are hardest hit with a 30 to 50 percent loss of new teachers in the first few years.

There is a growing recognition of teacher needs for support and assistance, and attention to induction is gaining as a vehicle for weeding out unfit teachers, reducing attrition, and encouraging teachers to stay in the classroom. A soon-to-be-published report from Recruiting New Teachers, Inc. (in press), states that as of 1997, 27 states have legislated induction programs, but only 7 states have both financed and managed them. Only Indiana in the NCREL region currently has a required *and funded* new teacher induction program.

However, Minnesota and Wisconsin are initiating new efforts. Mississippi is considering plans for a pilot mentor program; Nebraska is designing a statewide support plan; and Wisconsin has allocated \$500,000 annually for training up to 1,000 master teachers to mentor new recruits (Archer, 1999).

California's looming teacher shortage spurred policymakers to create the California Commission on the Teaching Profession. This task force gave rise to the California New

Frustrated educators working in school systems with few supports are drawn to the private sector (especially math and science professionals) where salaries are significantly higher and overall working conditions better.

New teachers have the passion and motivation to teach, but many districts provide a “sink or swim” atmosphere that new teachers must overcome.

Teacher Project, which produced local induction programs that support many beginning teachers. Begun in 1992, California’s Beginning Teacher Support and Assessment Program (BTSA)—run jointly with the state Department of Education and the Commission on Teacher Credentialing—has proved to be successful in retaining teachers and lowering the rate of attrition from 37 percent to 9 percent for beginning teachers (Hirsch, Koppich, & Knapp, 1998).

Districts are not required to join, but the state aid incentive has spurred other districts to start their own or participate in joint ventures across districts.

Realizing that induction programs build a bridge for new teachers, the U.S. Department of Education has recently conducted a study on the effective characteristics of such programs. New teachers have the passion and motivation to teach, but many districts provide a “sink or swim” atmosphere that new teachers must overcome. Induction programs build a bridge for new teachers, resulting in staying power in the field. Characteristics of strong mentoring and support programs include:

- One-on-one mentoring between a novice and master teacher. Substitutes (although increasingly difficult to come by) free mentor teachers to conduct model

lessons and occasional classes for new recruits. Observation and discussion between the mentors and teachers deepen the knowledge base about what constitutes good teaching. New teachers also visit classrooms of veteran teachers and are observed by mentors for a similar dialogue about the craft of teaching.

- Mentors who are compensated and receive opportunities for their professional growth such as becoming adjunct faculty at college campuses.
- Summer intensives—orientation programs and training workshops for first-year teachers conducted before the school year begins. They provide a boost to new teachers who need some extra time and assistance to get started and become comfortable in their classrooms and subject matter.
- Program designs aligned with state standards that include the knowledge and skill sets necessary for novice teachers.
- An induction program that satisfies licensure and certification requirements and provides assistance with daily classroom issues.

(U.S. Department of Education, 1998)

Recruiting quality teachers is competitive. New teachers, recognizing that they are in demand, are looking for places to work that have support mechanisms that help them continue their education. Induction programs are clearly an important district strategy to recruit and retain new teachers. One example of a program that is gaining ground with everyone involved in teachers, mentors, principals, district administrators and

university professors—is the Cincinnati Initiative for Teacher Education (CITE). In collaboration with the University of Cincinnati, the school district established nine “professional practice schools” and created a special intern designation at half pay in the salary schedule. Students in the fifth year of UC’s teacher education program teach half-time in one of the professional practice schools under the supervision of mentor teachers and continue their education with coordinated seminars and other classroom activities. The CITE program is discussed further in the accompanying audiotapes.

Professional development schools have swelled to 600 in the last ten years (Berry, et al., 1998). There are varying definitions and different concepts of what they do and how they serve schools and districts. Some of them form collaborations between school districts and local schools of education. Some of them focus on professional preparation for novice and veteran teachers, while others research teaching methods and practices that raise achievement. If fully developed, these schools could support the entire career continuum for professional development.

The Mayerson Academy in Cincinnati, Ohio, may be among the most well-known examples. It is the official staff development provider for the Cincinnati Public Schools, offering both state-of-the-art training and facilities. The goal of the academy is to help teachers and principals become better at what they do and to facilitate districtwide reform efforts. Mayerson is for all teachers. It has programs that focus on mentoring Cincinnati’s newly hired teachers. The academy also contracts the facility out to other organizations striving to make a difference with teachers in schools.

Once your district has a strong mentor program and is actively recruiting teachers, what strategies can be employed to find teachers? First, be proactive by strengthening partnerships with colleges and other regional sources to create outreach systems for recruiting teachers. Second, urge universities with schools of education to create Web pages that contain resumes of prospective applicants. Likewise, create a Web page that streamlines the hiring process for applicants including submitting resumes and references online.

Quality is a reciprocal process

Obviously, all of these induction and retention programs take a fair share of resources to develop, implement, and assess their effectiveness. Quality is an expensive target, but worthwhile in the long run. In the NCREL region, four of the seven states have adopted new teacher standards. Since education is competing with other careers for bright, dedicated people, districts have a responsibility to do the best job possible to attract strong candidates and support them in becoming highly qualified teachers. Here are a few places to begin or strengthen teacher quality, based on the research:

Since education is competing with other careers for bright, dedicated people, districts have a responsibility to do the best job possible to attract strong candidates and support them in becoming highly qualified teachers.

The District Role

- Create a funding pool for trained mentors to work with new hires.
- Given that 44 percent of all schools have no minority teachers (National Center for Education Statistics, 1992), ensure that teacher recruitment and induction programs include cultural diversity. Teachers need the skills to respond to the growing diversity in the nation's schools.
- Review (or study) Connecticut's Beginning Educator Support Training Program. They created a content-based performance assessment of teaching modeled on the portfolio assessments of the National Board for Professional Teaching Standards (NBPTS) to be used as the basis for granting a professional license.
- Provide incentives to teachers to obtain certification from NBPTS (according to NBPTS, as of 1998 574 teachers from the NCREL region are board certified).
- Lower the numbers of teachers teaching out of field. Either don't place new teachers in the most difficult schools or provide them with topnotch support systems.
- Create financial incentives to attract and retain teachers: raise salaries, create loan forgiveness programs with universities, provide reimbursement for moving costs for out-of-state hires.
- Provide Internet access and communication tools for teachers in rural areas.

- ▣ Finally, and most important, uncover and address the conditions of schooling in your community that cause quality teachers to leave your district.

Much of this booklet and accompanying audiotapes have been about building human capacity. Supporting new teachers as they enter the profession enhances their ability to better serve students and

to remain in the field that serves districts in the long run.

However, building and maintaining quality in education is a two-way process. School districts that are inefficient in their hiring processes will turn away teachers who are ready to commit to the district. Lack of professionalism in district personnel policies—as evidenced by not returning phone calls, cumbersome hiring procedures, lost files and portfolios, demeaning treatment, and untimely action—turns energetic new teachers off. Hiring less-qualified teachers in these cases is a function of the hiring practices rather than labor shortages (NCTAF, 1996). First impressions are a two-way street.

School districts that are inefficient in their hiring processes will turn away teachers who are ready to commit to the district.

A role for policymakers

Teacher quality is a major component of successfully reforming education. Researchers say that policymakers can take an active role in shaping and supporting efforts at strengthening

-
- Commission an audit on teacher quality in your state. Survey districts for current areas of shortage and surplus, and for future projections based on enrollment, retirements, class-size reduction policies, and turnover. Analyze the policy barriers standing between attracting the teaching force needed in your state. Such policies include reciprocal cross-state licensure, pension portability, and accrual of experience in other districts.
 - Pass legislation that strengthens teacher licensure programs and align them with state standards. Legislate clear standards for rigorous teacher preparation and licensing. Use the Interstate New Teacher Assessment and Support Consortium (INTASC) standards as a model (33 states are now working with INTASC to create performance-based licensure standards).
 - Create incentives (1) to ensure the equitable distribution of teachers across districts, (2) to fill gaps where teacher shortages have been pinpointed, (3) to support innovative programs for paraprofessionals and mid-career professionals to enter the field, and (4) to encourage teachers to teach in high-risk schools.

The messages in this booklet and accompanying audiotapes should be clear. District and state efforts that target the hiring, retention, and induction of teachers will work to create a highly qualified teaching force that will have the capacity to meet standards of educational excellence. If the desired outcome is a quality teaching force, the conditions and organizational structures that support it must be provided. Teachers benefit from it. So will students.

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Teacher Education Programs

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Cincinnati Initiative for Teacher Education (CITE)

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Mid-Career Programs

Teacher as Decision Maker Program at Indiana University

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Recruitment and Induction Programs

Golden Apple Scholars of Illinois
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Professional Development Schools

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