

Workforce Issues Affecting Public School Teachers

Evaluation Report
January 2013

Office of Performance Evaluations
Idaho Legislature



Report 13-01

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Maxine T. Bell
Gayle L. Batt
Elaine Smith

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Office of Performance Evaluations

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Office of Performance Evaluations Idaho Legislature

Rakesh Mohan
Director

January 3, 2013

**Joint Legislative
Oversight Committee**

Members
Joint Legislative Oversight Committee
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Senators

Dean M. Mortimer,
cochair
Clifford R. Bayer
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This report offers an independent, nonpartisan analysis of workforce issues that affect Idaho's public school teachers. Policymakers and education stakeholders can use the report as a starting point to inform their renewed efforts to reform public education in Idaho.

Representatives

Shirley G. Ringo,
cochair
Maxine T. Bell
Gayle L. Batt
Elaine Smith

Recognizing that teachers, principals, and superintendents have firsthand knowledge and experience about their profession, we reached out to all of them for their perspectives. Our analysis of survey responses from 2,486 teachers, 256 principals, and 84 superintendents coupled with our analysis of the available data from the Department of Education form the basis for this report's findings and conclusions. At the end of each chapter in our report, we offer considerations for policymakers that we believe would benefit the current education reform debate.

We thank Idaho's teachers, principals, and superintendents for their participation in our survey. Without their cooperation and valuable input, this report would not have been possible. Formal responses from the Governor, the State Board of Education, and the State Superintendent for Public Instruction are included at the end of this report.

Sincerely,

A handwritten signature in blue ink that reads "Rakesh Mohan".

Rakesh Mohan

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Executive Summary

Workforce Issues Affecting Public School Teachers

Our study of public school teachers answers a series of questions from legislators about teacher preparation, recruitment, retention, and other matters affecting the teacher workforce. The report includes (1) statistics from our analysis of data provided by the Department of Education, (2) results from our detailed surveys of superintendents, principals, and teachers, and (3) information drawn from our interviews with school district administrators, college of education officials, and state staff from various agencies.

Considerations for Policymakers

Legislators requested this study during the 2012 legislative session at a time when policymakers and the state’s Superintendent of Public Instruction were in the midst of implementing a comprehensive education reform package. Since then, three referendums repealed the reform package and, as a result, policymakers and other education stakeholders have voiced their intentions to proceed with a more inclusive, more collaborative approach to implementing changes to the state’s public school system.

Because the state is ready to move forward with a revised approach to K–12 education reform, our report is timely. Each chapter in the report closes with a brief discussion of the chapter’s relevance to issues that policymakers are currently facing as they work with education stakeholders to improve Idaho’s K–12 public schools.

Chapter 1: Teacher Profile and Class Size

We caution policymakers against relying on state-level summary statistics to understand class size. Instead, we suggest that policymakers would be better served by (1) studying class size at the district or school level, and then (2) examining other descriptive statistics in addition to an average, such as the range of class sizes and the factors that affect that range.

Chapter 2: Teacher Preparation

Even though superintendent and principal respondents to our survey generally felt that new teachers are prepared to teach, they identified the following three areas they would like to see improved in new teacher hires: (1) multiple

certifications or endorsements to broaden what a new teacher is qualified to teach, (2) better classroom management skills, and (3) an increased ability to integrate technology into classrooms.

Chapters 3–5: Recruitment, Retention, Turnover, and Future Workforce Needs

An important theme throughout chapters 3–5 is the recruitment and retention challenges that districts and schools face and how those challenges may affect the quality and size of the teacher workforce. Chapters 3 and 4 detail K–12 public schools’ struggles to recruit and retain qualified teachers, and chapter 5 discusses future workforce needs.

In our survey, superintendent and principal respondents across the state largely attributed their recruitment and retention struggles to teacher compensation packages. Additionally, results from our survey of teachers revealed a strong undercurrent of despair among teachers who seem to perceive a climate that disparages their efforts and belittles their contributions. The vast majority of comments from superintendents, principals, and teachers express concern or dissatisfaction with specific aspects of their work or, more broadly, with conditions surrounding the public education environment in Idaho.

These expressed concerns justifiably raise questions about the long-term availability of dedicated, quality teachers to serve the state’s public school system. The general tone of dissatisfaction and sense of being underappreciated may present challenges to policymakers and directly affect the state’s ability to ensure a steady supply of dedicated, highly effective teachers in all of Idaho’s public schools.

Acknowledgements

We appreciate the cooperation and assistance we received from the following education stakeholders across the state: the State Board of Education, the Department of Education, local districts and their schools, the teacher education programs at Idaho’s colleges and universities, Public Employee Retirement System of Idaho (PERSI), and the Department of Labor.

Maureen Brewer and Lance McCleve of the Office of Performance Evaluations conducted this study. Margaret Campbell copy edited and desktop published the report.

Dr. Kathleen Sullivan, visiting professor and former director of the Center for Educational Research and Evaluation at the University of Mississippi, conducted the quality control review.

Introduction

Legislative Interest

In March 2012 the Joint Legislative Oversight Committee approved a request from the Senate Education Committee to study a variety of issues affecting teachers employed in Idaho’s K–12 public schools. The study request covered a range of topics from teacher recruitment and retention to new teacher preparation and class size.

The study scope in appendix A lists ten specific areas that legislators had questions about. The importance of studying each of the ten areas has been heightened because of factors such as the recent economic recession and current efforts to reform K–12 education.

Current Education Policy Environment

Three referendums, representing work completed during the 2011 and 2012 legislative sessions to reform public education, were placed on the November 2012 voting ballot. On November 6, voters rejected all three referendums.

After Idahoans voted down the package of laws known as Students Come First, education reform in the state has found itself at a new crossroads. Several state leaders and education stakeholders, including the governor and the president of the Idaho Education Association, have made comments about how they would like to see the state proceed. These comments offer examples of the agreement among various stakeholder groups that reform is necessary and desirable:

“The people have spoken, so I’m not discouraged. That’s how our system works. But it’s important to remember that the public conversation that began almost two years ago isn’t over—it’s only begun. Our workforce, our communities and most of all our students still deserve better, and our resources are still limited. We offered these reforms not because we sought change for change’s sake, but because change is needed to afford our young people the opportunities they deserve now and for decades to come. That’s as true today as it was yesterday, so our work for a brighter and better future continues.”—Governor Butch Otter¹

¹ The Spokesman-Review, Eye on Boise: <http://www.spokesman.com/blogs/boise/2012/nov/07/otter-school-reform-public-conversation-isnt-over-its-only-begun/>

“This debate has been about what’s best for the students, educators and Idaho’s public schools... Now that the voters have spoken, it’s up to us, the adults, to model...for our students how grownups with diverse views can come together and put their differences aside and go forward... I urge lawmakers and other elected leaders and policymakers to meet us at the table, to begin the conversation about what is best for Idaho’s students and Idaho’s schools. We believe that together we can be a model of reform for the nation.”—Penni Cyr, President, Idaho Education Association²

Our study on K–12 education acknowledges the state’s unique position of navigating a productive way forward after the failure of the referendums and offers policymakers nonpartisan insight into the perspectives of stakeholders—perspectives which have not previously been gathered. These perspectives, coupled with our data analysis, can help policymakers take advantage of the renewed opportunity to move in a direction that addresses stakeholders’ concerns. Specifically, the report

This report provides policymakers nonpartisan information on issues relevant to the current K–12 policy environment.

- helps to inform the policy conversations that education stakeholders are seeking to have with decision makers, and
- outlines stakeholder perspectives on teacher preparation, recruitment, retention, turnover, and other issues.

Study Approach

Our study was not designed to be an evaluation of the set of laws represented on the ballot as Propositions 1, 2, and 3 or the efforts for or against the reform package. Neither the study request nor the study scope mentions K–12 education reform.

We designed the study to respond to questions posed by policymakers using available data. The Department of Education gathers and stores detailed district-, teacher-, and student-level data in its longitudinal data system. We set out to learn what that data says and what it can tell policymakers. Further, district and school personnel have expertise on, insight into, and opinions about their profession and the various issues in which policymakers are interested. We wanted to know what district and school personnel had to say and what they felt was important to communicate to policymakers.

² The Spokesman-Review, Eye on Boise: <http://www.spokesman.com/blogs/boise/2012/nov/07/iea-chief-together-we-can-be-model-reform-nation/>

Methodology

To meet our study objectives and thoroughly answer each of the questions posed by legislators, we completed the following tasks:

- Interviewed staff at the Department of Education.
- Analyzed data from the Department of Education’s longitudinal data system. Our data analysis included a review of demographic statistics of the state’s districts, schools, and teachers; an examination of teacher exit reasons (turnover); and an assessment of available data on class size.
- Interviewed the executive director of the Public Employee Retirement System of Idaho (PERSI).
- Analyzed teacher retirement data provided by PERSI.
- Interviewed staff from the Department of Labor.
- Reviewed workforce data provided by the Department of Labor.
- Interviewed officials from the colleges of education about their teacher education programs: Boise State University, Brigham Young University-Idaho, the College of Idaho, Idaho State University, Lewis-Clark State College, Northwest Nazarene University, the University of Idaho, and the University of Phoenix.³
- Interviewed a sample of school district administrators from ten districts across the state. We randomly sampled the districts after accounting for district size and geographic location.
- Before the November 6 vote on the referendums, we surveyed superintendents, principals, and teachers statewide about teacher recruitment, retention, turnover, preparation, and class size. Our survey methods are discussed in appendix B.

³ We did not interview George Fox University because, at the time of our interviews, the institution was phasing out its teacher education programs in Idaho. However, the university recently notified the Department of Education that they plan to have an active cohort beginning in fall 2014.

Report Organization

We have organized the report into five chapters and two appendices.

The report highlights the perspectives of stakeholders that we gathered through interviews and surveys.

- Chapter 1 has a brief profile of teachers and includes our review of K–12 class sizes. This review discusses the limitations inherent in ascertaining reliable figures for the average number of students per class.
- Chapter 2 provides an overview of the state’s teacher education programs and the standards those programs must meet. The chapter also discusses district and school administrators’ perceptions of the preparation levels of new teachers.
- Chapter 3 discusses teacher recruitment by outlining which teaching positions are the hardest to fill and describing the recruitment challenges that districts and schools face in trying to fill open teaching positions.
- Chapter 4 is a discussion of teacher retention and turnover and includes a description of teacher retirement benefits and trends.
- Chapter 5 offers policymakers context for and insight into the future needs of the K–12 teacher workforce.
- Appendix A is our study scope.
- Appendix B outlines our survey methods, limitations, and results.

Each chapter concludes with considerations for policymakers.

Unlike most studies our office publishes, the nature of this study did not lend itself to a set of recommendations. Rather, the report serves to help policymakers better understand the set of K–12 issues outlined in our study scope and, in doing so, outlines areas for policymakers’ consideration at the end of each chapter.

Chapter 1

Teacher Profile and Class Size

This chapter introduces K–12 teachers in Idaho by describing the average teacher in terms of experience, education, and salary. The chapter then moves to a discussion of the distribution of teachers and students throughout the state in terms of class size.

Who Teaches in Idaho?

In academic year 2011–2012 the state employed approximately 16,500 instructional staff to educate more than 280,000 K–12 students in 115 districts and 43 charter schools. Approximately 7,000 instructional staff teach at the elementary level versus 8,500 at the secondary level.¹ Regardless of which type of school they teach in, teachers in Idaho average 13 years of total teaching experience, hold a bachelor’s degree, and make approximately \$43,000 per year.

Instructional Staff Years of Experience

Years of Experience	Percentage of Instructional Staff
0–2	14.2
3–5	13.8
6–10	18.3
11–20	29.8
21–30	17.7
More than 30	6.2

¹ The remaining 1,000 or so teachers teach in mixed-level schools.

Degrees Held by Instructional Staff

Type of Degree	Percentage of Instructional Staff
Associate's	0.1
Bachelor's	73.2
Master's	24.9
PhD or EdD	1.0
Other	0.8

Average Teacher Salaries

The Legislature applies a formula called salary-based apportionment to calculate the amount of funds the state will provide districts to pay instructional staff salaries. Within the rules that define salary-based apportionment, the state has set a minimum salary that districts must pay a full-time instructional staff member. Currently, the minimum salary is \$30,500 annually. We found that approximately 11 percent of full-time teachers are paid a salary near the state's minimum.²

Although Idaho has set a minimum salary for full-time instructional staff, about 19 percent of Idaho's teachers are not full time. Because part-time teachers generally receive a salary that is below the full-time minimum, we excluded them from our average salary calculations. For full-time teachers, the average salary is approximately \$43,000. Exhibit 1.1 shows the distribution of teacher salaries by district size and level of experience.

In our review of full-time teacher salaries, we found that the average salary for teachers with less than five years of experience is about the same for all district sizes. However, the average salary for teachers with more than five years of experience is higher in medium, large, and very large districts than in small and very small districts.³ The average teacher salary is a reflection of not only the average experience and education of full-time teachers statewide, but also at least two other variables:⁴

² We defined full-time salaries near the state minimum as salaries ranging from \$30,000 to \$31,000.

³ For the purposes of this report, very large districts have a student enrollment greater than 15,000 (3 districts), large districts have an enrollment greater than 5,000 (9 districts), medium districts have an enrollment greater than 1,500 (23 districts), small districts have an enrollment greater than 500 (42 districts), and very small districts have an enrollment of 500 or less (81 districts). These figures include the state's charter schools.

⁴ We did not control for factors such as the cost of living among districts in our analysis of teachers' salaries. Therefore, our analysis should be interpreted as descriptive of differences in full-time teachers' salaries with no judgment on the appropriateness of those differences.

EXHIBIT 1.1 AVERAGE TEACHER SALARIES BY DISTRICT SIZE AND LEVEL OF EXPERIENCE

District Size ^a	0–2 Years (\$)	3–5 Years (\$)	6–10 Years (\$)	11–20 Years (\$)	21–30 Years (\$)	More Than 30 Years (\$)	Average Salary by District Size (\$)
Very large	31,011	32,250	37,867	47,756	52,572	55,183	41,846
Large	31,780	32,624	38,653	48,949	52,734	54,955	43,360
Medium	32,205	33,836	39,108	49,686	52,903	53,895	44,768
Small	31,502	32,084	36,076	44,577	48,142	49,639	41,111
Very small	32,477	32,471	35,612	43,794	47,968	47,068	40,410
Charter	32,425	34,569	39,932	47,881	53,391	54,942	41,626
Average salary by years of experience	31,825	32,867	38,155	47,917	51,680	53,070	42,873

Source: Office of Performance Evaluations’ analysis of Department of Education data.

^a Very large districts have a student enrollment greater than 15,000, large districts have an enrollment greater than 5,000, medium districts have an enrollment greater than 1,500, small districts have an enrollment greater than 500, and very small districts have an enrollment of 500 or less.

1. On average, teachers in larger districts are paid more than teachers in smaller districts.
2. The total number of teachers working in larger districts exceeds the total number of teachers working in smaller districts.

In our statewide survey of superintendents, principals, and teachers, we asked respondents to offer additional comments as they relate to teacher retention, recruitment, and turnover. Across respondent types, comments that related to low pay were made the most often—mentioned by nearly one-third of the 1,527 respondents who offered additional comments. An example follows:

“Several of my coworkers have left because they can’t afford to teach anymore. They have to get higher paying jobs. They were good teachers. It’s very sad.”

The average full-time teacher in Idaho makes approximately \$43,000 per year.

Chapters 3 and 4 discuss the recruitment, retention, and turnover issues related to salaries in further detail. In those chapters, superintendents, principals, and teachers offer their opinions on how salaries affect keeping highly qualified teachers in Idaho classrooms.

What Is the State's Average Class Size?

Legislators expressed interest in learning more about the distribution of students and teachers across the state, particularly as that distribution translates to class size. They articulated specific interest in knowing, on average, how many students are in a classroom at any one time and whether class size is markedly different among district sizes.

Class size, defined for the purposes of this report as the number of students in a classroom, can sometimes be confused with ratios that compare the total number of students in the state (280,000) to the total number of instructional staff (16,500). In Idaho, the statewide student-teacher ratio is approximately 17 to 1.

The average class size in the state is not the same as the state's student-teacher ratio.

The statewide student-teacher ratio does not necessarily reflect actual class sizes throughout the state, nor does it reflect an average statewide class size. In reality, factors other than the total number of students and the total number of teachers affect the differences in class size among districts and schools. The following list highlights a few examples of factors that affect the size of classes across the state:

- Most of the state funds received by districts are based on their average daily attendance. Average daily attendance drives the number of classrooms (support units) and the number of teachers per classroom (staff allowance).
- Districts and schools use their share of available funds (both state and local) in a way that results in wide variations in class size given the different levels and types of classes within districts and schools.
- Not every teacher teaches a class every period of the day. Teachers have planning periods and some teachers work only part time.
- Some classes have more than one teacher assigned to them.
- Some subjects traditionally have far fewer (or far more) students than other subjects.

The data currently available at the Department of Education does not easily lend itself to a reliable calculation of a statewide average class size or average class size by district size. To derive either of these types of average class size, we would have to analyze the daily schedule of approximately 16,500 teachers and 280,000 students using data that was not designed for this type of analysis. In the absence of suitable data, we surveyed principals and teachers across the state and asked respondents to write in their average class size (number of students per classroom teacher).

Our analysis of the survey results showed an average class size of 23.3 reported by teachers and an average class size of 25.4 reported by principals—for an overall average class size of approximately 24 students per classroom teacher. Overall, principals and teachers in larger districts reported a higher number of students per class than those in smaller districts.

Average Reported Class Size by District Size

District Size	Teacher Response of Class Size	Principal Response of Class Size
Very large	25	28
Large	24	26
Medium	23	26
Small	22	23
Very small	17	20

Concerns About Class Size

In open-ended comments at the end of our survey of teachers, 102 respondents expressed their concerns about increasing class sizes. An example of those responses is captured here:

“My biggest concern is the larger class sizes. I can’t be there for all my students and meet all their needs when I have so many. Please help us get the classroom sizes back down to 20–24 students.”

Likewise, administrators in six of the ten districts we interviewed conveyed that class size is increasing, class size is a concern, or class size is a primary focus. To better inform the results of our interviews with district administrators, we asked respondents to our survey of superintendents and principals to offer their opinions about the degree to which class size is a concern for them in their role as administrators. Superintendent and principal respondents differed somewhat in their opinions, with more principals than superintendents stating that class size is a major concern.

Degree to Which Class Size Is a Concern

	Major Concern (%)	Somewhat of a Concern (%)	Not a Concern (%)
Superintendents (N = 84)	23.8	40.5	35.7
Principals (N = 254)	41.7	38.2	20.1
Average class size reported by principals ⁵	28.2	25.2	19.6

⁵ We did not ask superintendents to write in the average class size in their district.

Because we asked principals about the degree to which class size is a concern in their schools, we were able to compare the principals’ level of concern about class size to the principals’ reported average class size. For principals who said that class size is a major concern, the average reported class size is approximately 28 students. For principals who said that class size is not a concern, the average reported class size is approximately 20 students.

Principals who said that class size is somewhat of a concern reported an average class size of approximately 25—a number that is, on average, one student per class more than the statewide average reported in our survey.⁶ If we extend the relationship between average class size and level of concern about class size to a statewide level, the statewide average class size of 24 students could be considered somewhat of a concern.

In our interviews, several district administrators discussed the use of one technique in particular as part of their efforts to keep class sizes at acceptable levels. That technique is to absorb positions at certain grade levels and shift them to other levels to meet class size goals. Generally, this technique sacrifices high school positions to either improve or maintain class sizes at the elementary level.

Class size is a concern for many district and school administrators.

At least two district administrators mentioned a specific commitment to keeping class sizes at lower grade levels from getting too big. However, when we broke down our teacher survey results by grade level, we found very little difference in class size. Respondents who teach elementary classes reported average class sizes that are about equal to those reported by respondents who teach high school classes.

Average Class Size by School Type

	Average Class Size	Number of Respondents
High School	23	677
Middle/junior high	25	415
Elementary	23	1,008

A district administrator pointed out to us that concerns about class size run on both sides of the spectrum—the ability not only to keep core and remediation classes at acceptable levels but also to maintain programs that generally have much smaller class sizes, such as advanced placement courses. In our interviews, one administrator mentioned having to cut some advanced learning opportunities at the secondary level. Another administrator discussed the difficulty of trying to keep electives which have low enrollment.

⁶ The statewide average class size of 24 refers to the average class size reported by teachers and principals who responded to our survey. For the range of class sizes reported, see appendix B, pages 60 and 63.

Considerations for Policymakers

We advise against relying on state-level summary statistics to draw conclusions about class size. Data such as the state's student-teacher ratio or average class size may be an appropriate place to begin learning about or understanding the distribution of teachers and students; however, policymakers and stakeholders should recognize the limitations of such summary-level data. Because class size is sensitive to factors that can significantly vary among districts, we conclude that considering class size in terms of a statewide ratio, average, or average by district size is of little practical value.

For example, statewide ratios and averages do not capture the range of class sizes throughout school buildings. Two respondents to our principal survey describe the range of class sizes seen at their schools:

“We have lost 8 teaching positions in four years; we do not have enough classes to offer. We have class sizes in the teens and others in the 40's...”

“...With budget cuts some teachers' class sizes are large and others are quite small, depending on our staffing for subject areas.”

As shown by the principals quoted here, class size can vary dramatically from class to class within the same school. For class size statistics to be useful to policymakers, those statistics should be considered in light of individual district (or even school) circumstances. If the state tracked average class size at such a level, policymakers would be able to compare year-to-year class size variations and better position themselves to determine causes and solutions for undesirable trends in class size.

Within the context of district- and school-level class size data, identifying differences resulting from factors such as available resources, grade level, and subject matter will help develop a more accurate and useful picture of class size variations. Policymakers will then be in a position to ascertain the degree to which those variations may warrant concern.

Chapter 2

Teacher Preparation

Teachers have a central role in the success of the state's education system; this chapter explains what steps are taken to review and approve programs that train teachers and explains what standards those programs are required to meet. The chapter also provides information about the level of preparedness of teachers who are new to the profession.

How Are Teacher Education Programs Reviewed and Approved?

Teacher education programs, also called teacher preparation or teacher training programs, prepare students to become certified teachers. In Idaho graduates of approved programs are eligible for a standard teaching certificate from the state.

Idaho Code grants the State Board of Education the authority to approve teacher education programs and directs the Professional Standards Commission (PSC), housed within the Department of Education, to conduct program reviews.¹ As part of the state's partnership with the National Council for Accreditation of Teacher Education (NCATE), the PSC conducts a full review of teacher education programs concurrently with NCATE every seven years.²

¹ The PSC consists of 18 members that serve three-year terms: a staff member from the Department of Education; a staff member of the Division of Professional-Technical Education; no less than seven certificated classroom teachers (including at least one teacher of exceptional children and at least one teacher in pupil personnel services); one representative from each of the following associations: the Idaho Association of School Superintendents, the Idaho Association of Secondary School Principals, the Idaho Association of Elementary School Principals, the Idaho School Boards Association, and the Idaho Association of Special Education Administrators; one representative from the education department of one of the private colleges; one representative from one of the community colleges; one representative from the education department of one of the public institutions of higher education; and one representative from the college of letters and sciences of one of the institutions of higher education.

² The US Department of Education recognizes NCATE as an official accrediting body for teacher preparation institutions. NCATE and the Teacher Education Accreditation Council (TEAC) are in the process of merging to form the Council for the Accreditation of Educator Preparation (CAEP).

Each teacher education program in the state is required to meet state standards and pass on-site reviews.

A national team from NCATE and a state team from the PSC conduct reviews by using national standards and the Idaho Standards for Initial Certification of Professional School Personnel. During the review, the teacher education programs must demonstrate the methods used to assess whether candidates for teacher certification have the appropriate knowledge, skills, and professional dispositions to be successful teachers.³

In between national reviews, a state team conducts an interim review (not to exceed every third year) of state-specific core teaching requirements.⁴ All teacher education programs are scheduled to have a state review by the 2014–2015 academic year in the following four areas of focus:

- **Clinical Practice and Summative Performance Assessment:** Teacher education programs should observe and evaluate preservice teachers using the Danielson Framework, adopted by the State Board of Education in 2010.
- **Mathematics Common Core Instructional Shifts and Mathematical Thinking for Instruction (MTI):** Teacher education programs should train preservice teachers on teaching methods in the Common Core Standards for Mathematics.
- **English Language Arts (ELA) Common Core Instructional Shifts and Idaho Comprehensive Literacy Requirements:** Teacher education programs should train preservice teachers on teaching methods in the Common Core Standards for English Language Arts. Preservice teachers in teacher education programs should also be offered courses that align with the Idaho Comprehensive Literacy Plan.
- **Instructional Technology and Data Literacy:** Teacher education programs should train preservice teachers on the technology competencies approved by the PSC and the State Board of Education in 2010.⁵

³ NCATE expects teacher education programs to minimally assess two professional dispositions: fairness and the belief that all students can learn.

⁴ Before any on-site program review, the institution must develop and submit to the Department of Education a report that thoroughly explains how the program evaluates candidates' knowledge and performance of the national standards and state-specific requirements for certification.

⁵ A supplemental set of standards by the International Society for Technology in Education (ISTE) outlines best practices for the use of instructional technology. Also, more than one of the NCATE standards refer to the incorporation and inclusion of technology to foster student learning.

Teacher education programs must demonstrate whether candidates for certification meet or exceed standards. The state review determines whether the candidate assessment methods of the teacher education program demonstrate unacceptable, acceptable, or target performance for each standard.⁶

After a review of an institution's programs, the national team and the state team each develop a report. The state team's report (complete with recommendations) is submitted to the Standards Subcommittee of the PSC. The subcommittee reviews the report and makes recommendations about each program to the full PSC. The full PSC then considers the team's report and the subcommittee's recommendations and makes a recommendation to the State Board of Education to approve, conditionally approve, or deny the program. Final unit accreditation rests with NCATE once the board grants program approval.

Teacher Standards

As part of our effort to understand how teacher education programs prepare candidates for certification, we interviewed representatives of eight colleges of education about their programs.⁷ During our interviews, many of the colleges explicitly stated that national standards and state requirements drive their programs' design and curriculum. Because the state regulates teacher education programs, the colleges must meet those standards and requirements.

The state has the authority to ensure that teacher education programs prepare teachers in such a way that aligns with state goals.

NCATE Standards

NCATE organizes its standards for the accreditation of teacher education programs into six categories. The standards focus on how the institution prepares candidates for teacher certification:

1. Candidate knowledge, skills, and professional dispositions: Assessments indicate that candidates meet standards.

⁶ Criteria for the three determinations: (1) an unacceptable performance means evidence is not sufficiently comprehensive to demonstrate that candidates meet the standard, (2) an acceptable performance means evidence is sufficient to distinguish candidates who meet or exceed the standard from those candidates who do not, and (3) a target performance means that evidence shows that the program has a mature system of assessing candidates' knowledge and performance in a credible manner.

⁷ We interviewed the four-year public institutions: Boise State University, Idaho State University, Lewis-Clark State College, and the University of Idaho. We also interviewed the four-year private and for-profit institutions: Brigham Young University-Idaho, the College of Idaho, Northwest Nazarene University, and the University of Phoenix.

2. Assessment system and unit evaluation: Programs have an assessment system that collects and analyzes data to evaluate and improve performance.
3. Field experience and clinical practice: Programs design, implement, and evaluate field experiences so that candidates can develop and demonstrate their knowledge, skills, and professional dispositions.
4. Diversity: Assessments indicate that candidates can demonstrate and apply proficiencies related to diversity.
5. Faculty qualifications, performance, and development: Program faculty are qualified and model best practices in scholarship, service, and teaching.
6. Unit governance and resources: Programs have the leadership, authority, budget, personnel, facilities, and resources to prepare candidates.

NCATE provides an explanation of each standard along with a rubric that describes criteria for meeting the performance requirements.

Idaho Standards for Initial Certification of Professional School Personnel

The state's standards, called the Idaho Standards for Initial Certification of Professional School Personnel, apply to all teacher certification areas. Every candidate for certification must demonstrate knowledge and performance of ten core standards regardless of the candidate's specific content area:

1. Knowledge of subject matter
2. Knowledge of human development and learning
3. Adapting instruction for individual needs
4. Multiple instructional strategies
5. Classroom motivation and management skills
6. Communication skills
7. Instructional planning skills
8. Assessment of student learning
9. Professional commitment and responsibility
10. Partnerships

Knowledge and performance statements accompany each standard. These statements serve as indicators to help determine whether a candidate has met the standards. Further, to become certified in a specific content area, a candidate must also meet any additional enhancement standards for that area. The enhancement standards detail further knowledge and performance criteria that describe what a candidate must know and be able to do. Evidence provided by each program that proves candidates are competent in each of these standards results in state approval of the teacher education program.

Department officials told us that in the past, Idaho’s standards for initial teacher certification were primarily based on the number of credit hours and the content of courses completed. Over the past five years, Idaho has moved to standards that require an institution to recommend a candidate for certification based on what the candidate knows and is able to do—a combination of knowledge and performance.⁸

How Prepared Are New Teachers?

To understand district and school administrators’ perceptions of new teachers’ (0–2 years of experience) preparation to teach, we distributed a survey to all superintendents and principals in the state and asked them to share their opinions of new teachers. When asked whether new teachers are prepared to teach, the superintendent and principal respondents had similar answers. More than half of the respondents felt that most new teachers are prepared, and very few of the respondents felt that most new teachers are unprepared.

Degree to Which New Teachers Are Prepared to Teach

	Most Are Prepared (%)	Some Are Prepared, Others Are Not (%)	Most Are Unprepared (%)
Superintendents (N = 84)	57.1	41.7	1.2
Principals (N = 253)	56.5	39.9	3.6

Likewise, when asked about their level of satisfaction with new teachers, the answers provided by the superintendent and principal respondents aligned. Most of the superintendent and principal respondents indicated their overall satisfaction with new teachers. Very few of the superintendent and principal respondents expressed overall dissatisfaction.

Superintendents’ and Principals’ Overall Level of Satisfaction with New Teachers

	Satisfied (%)	Neither Satisfied nor Unsatisfied (%)	Unsatisfied (%)
Superintendents (N = 84)	70.2	25.0	4.8
Principals (N = 254)	70.1	26.8	3.1

⁸ The standards align with the Interstate Teacher Assessment and Support Consortium (InTASC) model developed by a subcommittee of the Council of Chief State School Officers (CCSSO).

Skills and Credentials of New Teachers

Superintendents and principals want new teachers to have multiple certifications or endorsements, better classroom management, and an increased ability to integrate technology.

Although in a different order, the superintendent and principal respondents to our survey indicated the same top three skills or credentials they would like to see increased in new teacher hires. Each group of respondents selected multiple certifications or endorsements, classroom management, and an ability to integrate technology most often. Superintendents would most like to see an increase in the number of new teacher hires with multiple certifications or endorsements, and principals would most like to see better classroom management.

Skills or Credentials of New Teachers That Superintendents and Principals Would Most Like to See Increased⁹

	Multiple Certifications or Endorsements (%)	Classroom Management (%)	Ability to Integrate Technology in the Classroom (%)
Superintendents (N = 84)	76.2	59.5	53.6
Principals (N = 255)	35.7	67.5	45.1

Multiple Certifications or Endorsements

More than 75 percent of the superintendent respondents to our survey indicated a need or preference for new teacher hires to have multiple certifications or endorsements. District administrators across the state reiterated this sentiment in our interviews with them. Administrators in three small districts emphasized the need for teachers with more than one endorsement to help fill either multiple part-time positions or hard-to-fill, full-time positions. Two administrators explain:

“In small schools, the hard part is finding a teacher with more than one endorsement. A major in history and a minor in social studies doesn’t open any doors. Quit sending us students with an earth science endorsement; they can only teach one class. I need teachers who can teach chemistry, physical science, and math.”

“Teachers with more than one endorsement are what we’re really looking for. We need them to teach one subject for a couple hours a day. I tell kids to get double certified. You can’t walk out with just science or just English.”

⁹ Percentages do not sum to 100 because respondents could select more than one response.

In our interviews with the colleges of education, some mentioned the challenges inherent in students receiving multiple certifications or endorsements. For example, the state now requires students in elementary education programs to receive two endorsements.¹⁰ To accommodate the new requirement while still ensuring students can graduate in four years, at least one college told us it has decreased the length of its elementary student teaching experience from a full year to one semester. The importance of field experiences like student teaching, especially as those experiences relate to better classroom management, are discussed later in this chapter.

Classroom Management

About 68 percent of the principal respondents and nearly 60 percent of the superintendent respondents said they would like to see better classroom management from new teacher hires. Learning effective classroom management skills takes place in the classroom, interacting with students. Administrators in four of the ten districts we interviewed mentioned the need for better classroom management but also acknowledged that getting in a classroom is the best way to gain classroom management skills—skills that either cannot be or are not learned in a university setting.

In our interviews with the colleges of education, every college spoke to the importance of field experience for preservice teachers. However, two colleges articulated challenges inherent in gaining those field experiences by specifically mentioning problems they face in placing student teachers. These two colleges expressed some concern about the effect of initiatives like pay for performance on placements for student teachers. They said that districts and schools are hesitating to take on student teachers and will have less incentive to do so because of the fear that student achievement will suffer with a student teacher in charge of classroom instruction rather than the veteran teacher.

Integrating Technology

About half of the superintendent and principal respondents said they would like to see an increased ability of new teacher hires to integrate technology into the classroom. In our interviews with district administrators, several of them mentioned new teachers' familiarity with technology and their willingness to use it but questioned whether the new hires were adequately trained to do so. The colleges of education expressed a number of opinions about the use of technology and teaching in our interviews:

- Six colleges said they have specific coursework that focuses on the use of technology.

¹⁰ The administrative rule was approved in April 2011. The colleges of education do not have to fully comply with the rule until fall 2013.

- Four colleges mentioned the challenges they face in offering an online teaching endorsement—primarily a lack of resources to establish the program or, even if the program was in place, trouble filling the seats available.
- Four colleges questioned whether the technology they train preservice teachers to use is even available in districts where students teach or start their careers.
- Three colleges said they understand the focus on technology, but challenges remain about how to train teachers on the use of technology and how to pay for the technology and necessary training.
- Two colleges mentioned the importance of not only showing preservice and inservice teachers how to use a technological device but also instructing teachers how to integrate that device into the classroom in such a way that improves student outcomes.
- At least two colleges require their preservice teachers to design electronic portfolios.
- One college suggested that learning how to integrate technology should be part of a teacher’s professional development plan if an evaluation indicates the teacher needs to improve that skill.

No college we spoke with dismissed technology’s increasing role in education. Rather, their comments to us offer policymakers insight into what factors may necessitate some consideration when deliberating policies involving technology’s role in the classroom.

Considerations for Policymakers

One of the questions outlined in our study scope (located in appendix A) asks whether candidates for teacher certification are graduating from teacher education programs with the necessary skills. Given the information provided throughout this chapter, the answer is yes, in general terms, superintendents and principals feel new teachers are prepared. In addition, the state has the authority to adjust standards for teacher education programs to meet policymakers’ goals.

Reviews conducted to assess whether and how well teacher education programs meet standards set by the state provide Idaho the opportunity to communicate anticipated changes with the colleges of education and adjust standards to meet evolving needs. We learned in our interviews that the deans of the colleges of education meet monthly. The uniqueness and importance of these meetings were mentioned in many of our interviews plus in conversations with Department of

Education staff. Everyone said that collaboration among the deans is very high. Although not hosted by the state, department staff attend the meetings to facilitate communication between the state and the teacher education programs.

Officials from one college of education told us that they did not know how to anticipate and prepare for a reform package they did not hear about until the 2011 legislative session when the state superintendent rolled out his plan. Changes to teacher education programs necessitate time and resources to implement. For this reason, the State Board of Education does not require the teacher education programs to meet new standards until two years after their initial approval.

Chapter 3

Recruitment

This chapter details issues of teacher recruitment. Positions that districts find hard to fill are discussed first. This discussion is followed by a description of the number of teachers who do not have a regular certification from the state but still fill a teaching position in one of the state’s K–12 schools. The chapter then outlines challenges that superintendents and principals across the state face in trying to recruit teachers to their district or school.

What Are Districts’ Hard-to-Fill Positions?

In our survey of superintendents and principals, we asked respondents to name their three hardest-to-fill positions. For both superintendent and principal respondents, the three positions most commonly identified as hard to fill were special education, math, and science. Likewise, in our interviews of district administrators, we found they most often named these same three positions.

Most Commonly Identified Hard-to-Fill Positions¹

	Special Education	Math	Science
Superintendents (N = 80)	40	50	41
Principals (N = 250)	118	82	62

Some district administrators we spoke with stressed that they are experiencing trouble filling positions in areas different from the three most often mentioned in our survey and interviews. For example, superintendent and principal respondents to our survey also identified other positions as hard to fill such as music, speech language pathology, and district or school psychologists.

Hard-to-fill positions vary greatly among districts; the most commonly identified hard-to-fill positions are special education, math, and science.

¹ Reported as number of survey responses.

Provisional Authorizations and Alternative Certificates

One way to measure or define positions that districts and schools find hard to fill is to analyze the number of teachers with provisional authorizations to teach and the number of teachers holding alternative certificates. A provisional authorization is not a teaching certificate, but rather a nonrenewable, one-year emergency authorization.² Conversely, alternative routes to certification provide individuals the opportunity to become certified teachers without following a traditional teacher education program.

According to State Board of Education rule, alternative routes to certification aim to certify two types of individuals: (1) certified teachers who need an emergency endorsement and (2) individuals with strong content area backgrounds but limited teaching experience. Different alternative routes to become a certified teacher are available to school districts and individual applicants:

- **Teacher to new:** The teacher-to-new certificate is a nonrenewable, alternative authorization valid for up to three years.³ It allows a district to fill a position with an individual who is certified to teach but does not have the correct endorsement for the needed content area. Individuals granted this type of alternative authorization have several options available to them to become fully endorsed in the content area.
- **Content specialist:** A content specialist is a nonrenewable, alternative authorization valid for up to three years. It allows a district with an identified need for teachers in a certain content area to hire an individual with a strong background in the needed area. The individual must hold a bachelor's degree, demonstrate content area expertise, and complete an 8–16 week study in education methods.⁴
- **ABCTE:** The American Board for Certification of Teacher Excellence (ABCTE) is a computer-based alternative route to become a teacher or add endorsements. Individuals must hold a bachelor's degree to begin the ABCTE process. Candidates must pass educational methods and content exams before receiving a three-year interim teaching certificate. While holding the interim certificate, candidates must complete a two-year teacher-mentoring program to qualify for a standard teaching certificate.

² IDAHO CODE § 33-1203 outlines accredited teacher training requirements and prevents the State Board of Education from issuing standard teaching certificates to teachers who have completed less than four years of accredited college training. However, this section of code allows for the issuance of provisional certificates in emergency cases.

³ The Authorizations Committee of the Professional Standards Commission must approve the teacher-to-new certificate. Once approved, candidates must annually submit an application that outlines their progress to the Authorizations Committee to remain on this route.

⁴ The Department of Education, in conjunction with an approved Idaho university, develops and approves a plan to meet the requirements of the content specialist authorization.

During the 2011–2012 academic year, 2.4 percent of certified instructional staff (392 teachers) filled positions using a provisional authorization or alternative certificate.⁵ Exhibit 3.1 shows how many teachers across the state have held provisional authorizations or alternative certificates the past four academic years.

The exhibit shows that teacher-to-new certificates were the most common type of alternative certificate in academic years 2009–2010 through 2011–2012. Department officials told us that this type of alternative certificate is the least concerning because certified teachers often use this route to add endorsements in high-need areas or areas of interest. Further, teacher-to-new certificates offer districts flexibility to make the right hire because districts not only consider applicants who hold the right endorsements but also consider other qualities such as whether those applicants have the necessary professional dispositions.

Department officials told us that the number of provisional authorizations and alternative certificates granted under the content specialist or the ABCTE are the primary reflectors of high-need positions. The provisional authorization is the least desirable followed by the content specialist and the ABCTE. The provisional authorization is the least desirable because it is a temporary, emergency authorization that cannot lead to certification and does not meet federal requirements for highly qualified teachers.⁶ During the 2011–2012 academic year, 222 positions were filled by teachers using a provisional authorization, content specialist, or ABCTE.

EXHIBIT 3.1 NUMBER OF TEACHERS WITH PROVISIONAL AUTHORIZATIONS OR ALTERNATIVE CERTIFICATES

Academic Year	Total	Provisional Authorization ^a	Teacher-to-New Certificate ^b	Content Specialist ^c	ABCTE ^d
2011–2012	392	91	170	22	109
2010–2011	415	66	211	19	119
2009–2010	479	113	249	1	116
2008–2009	659	272	241	4	142

Source: Idaho State Department of Education data.

- ^a Provisional authorization is a nonrenewable, one-year authorization that allows a district to hire an individual who is not appropriately certified.
- ^b Teacher-to-new certificate is a nonrenewable authorization, valid up to three years, that allows a district to fill a position with an individual who is certified to teach in the needed content area but does not have the correct endorsement.
- ^c Content specialist is a nonrenewable authorization, valid up to three years, that allows a district with an identified need in a certain content area to hire an individual with a strong background.
- ^d The American Board for Certification of Teacher Excellence (ABCTE) is a computer-based alternative route to become a teacher or add endorsements.

⁵ During the 2010–2011 academic year, 2.4 percent of certified staff (415 teachers) had an alternative authorization. In 2009–2010 academic year, 2.7 percent of certified staff (479 teachers) had an alternative authorization, down from 3.7 percent of certified staff (659 teachers) in 2008–2009.

⁶ School districts can only hire an individual using a provisional authorization if the district has proved that all attempts to hire a certified individual have failed.

What Types of Recruitment Challenges Do Districts Face?

In our survey of superintendents and principals, most respondents indicated that either their applicant pool was too small for most open teaching positions or that the size of the pool significantly varies depending on the type of position. More superintendents than principals indicated that the applicant pool was too small.

Degree to Which Districts and Schools Have a Sufficiently Sized Applicant Pool for Open Teaching Positions

	Applicant Pool Is Too Small (%)	Desirable Number of Applicants (%)	Excessive Number of Applicants (%)	Size of the Applicant Pool Varies by Type of Position (%)
Superintendents (N = 84)	44.1	16.7	1.2	38.1
Principals (N = 255)	28.6	26.7	7.5	37.3

In addition to asking about the size of the applicant pool, we asked superintendents and principals to weigh in on the quality of the pool. Of particular interest is that less than 5 percent of superintendent respondents felt their district has a high quality applicant pool for open teaching positions.

Degree to Which Districts and Schools Have a Quality Pool of Applicants for Open Teaching Positions

	High Quality Pool (%)	Quality of Pool Generally Meets Expectations (%)	Low Quality Pool (%)	Quality of the Pool Varies Significantly by Type of Position (%)
Superintendents (N = 84)	4.8	32.1	14.3	48.8
Principals (N = 255)	18.4	33.3	16.5	31.8

In general, superintendent and principal respondents agreed on the degree to which they have trouble finding qualified applicants for open teaching positions in a few subject areas or specialties. As the following table shows, 75 percent of superintendent respondents indicated they experience some trouble finding qualified applicants for a few subject areas or specialties as did 65 percent of principal respondents.

Degree to Which Districts and Schools Have Trouble Finding Qualified Applications for Open Teaching Positions

	A Lot of Trouble (%)	Some Trouble in a Few Subject Areas or Specialties (%)	No Trouble (%)
Superintendents (N = 84)	17.9	75.0	7.1
Principals (N = 254)	13.4	65.0	21.7

Most Significant Recruitment Challenges

Besides the size and quality of the applicant pool, we asked superintendents and principals to tell us the most significant challenges they face in recruiting teachers. Both superintendent and principal respondents to our survey indicated the same top five challenges: salary, location of district or school near more competitive states, location of district or school near more competitive districts, remote or rural location, and the benefits package. Four of the five challenges directly relate to teacher compensation packages. A couple of teachers elaborate:

“...I struggle to support my family on [the] wages of a teacher. Higher paying jobs with less stress outside of teaching look more attractive...”

“I work in one of the best school districts. I am thankful for the strong relationship between administration and teachers. I am seeking employment in Oregon or Wyoming primarily due to low/frozen wages and my inability to support my family...”

Most Significant Teacher Recruitment Challenges⁷

	Remote or Rural Location (%)	Salary (%)	Benefits Package (%)	Located Near More Competitive Districts (%)	Located Near More Competitive States (%)
Superintendents (N = 84)	50.0	76.2	23.8	34.5	40.5
Principals (N = 255)	29.4	66.7	21.2	29.8	34.5

In Idaho, 42 districts border another state and many more are located close to another state’s borders. When asked in our survey about the degree to which teacher compensation packages are competitive with neighboring districts, including districts in other states, only 25 percent of superintendent and principal respondents thought Idaho’s compensation packages are competitive.

⁷ Percentages do not sum to 100 because respondents could select up to three reasons.

Degree to Which Teacher Compensation Packages Are Competitive

	Competitive (%)	Somewhat Competitive (%)	Not Competitive (%)
Superintendents (N = 84)	25.0	33.3	41.7
Principals (N = 254)	24.4	42.1	33.5

Districts’ and schools’ most significant recruitment challenges relate to teacher compensation packages.

According to data from the National Education Association and the National Center for Education Statistics for the 2010–2011 academic year, among Idaho and its neighboring states, the average teacher salary in Idaho ranks fifth out of seven. The Bureau of Labor Statistics’ data from May 2011 echoes this statistic. The bureau reported that the average salaries for Idaho’s elementary and middle school teachers

ranked fifth out of seven and sixth out of seven for secondary school teachers among Idaho and its neighboring states.

In our district interviews, administrators discussed their challenges to recruit based on teacher salaries in Idaho. These administrators described situations in which an interview is requested or a job offer is extended to an out-of-state candidate, but the candidate turns down the interview request or rejects the job offer because of a salary and benefits package that the candidate perceives as poor. Additionally, three administrators questioned whether Idaho’s starting teacher salary provides a livable wage. They mentioned that, between paying student loan debt and household bills, teachers are looking elsewhere—whether that is a second job, a position in another state or another district, or a different profession entirely. One teacher describes this situation:

“When I graduated four years ago, I did not have a true picture of what teaching would be. I am paid below the poverty level, work a second job, spend 60+ hours a week working on school related things, and am not appreciated for what I do.”

Three district administrators also explained the challenges inherent in working for a remote or rural district or school. Two of those administrators specifically described the unique situation of new teachers that are unmarried, explaining that these teachers do not stay.

Respondents to our teacher survey also offered their opinions on the challenges faced by remote or rural districts:

“We are a rural district with the majority of the teachers commuting approximately 60 miles per day. The district had to make salary cuts to meet its budget. It is hard to entice teachers to commute when teachers can make the same amount at a closer district.”

“Rural school districts do not have the capability to raise bonds for lost state funds. This makes it hard to stay in Idaho for significantly less wages when other states offer...funds at much higher levels.”

“...It is hard to get good, qualified teachers to apply to our rural school with the low support and low pay offered in our state...”

Considerations for Policymakers

The overall statewide percentage of teaching positions currently filled by provisional authorizations or alternative certificates (approximately 2.4 percent) may or may not be acceptable to policymakers. Regardless, more important than focusing on the total number of staff filling certified positions using a provisional authorization or alternative certificate are the local challenges faced by districts.

As described in this chapter, although district and school personnel identified some positions as harder to fill than others, our outreach to these personnel points to local factors that determine which positions are hardest to fill. Hard-to-fill positions not only vary significantly among districts, but can also vary significantly from year to year. Additionally, our survey and interview results revealed that compensation packages and the geographic location of districts often increase the level of difficulty to fill open teaching positions with teachers who possess the desired qualifications, regardless of whether the position is classified as hard to fill.

Chapter 4

Retention and Turnover

This chapter discusses input we received from superintendents, principals, and teachers across the state about the degree to which teacher retention and turnover are issues of concern in districts and schools. The chapter then goes into detail about retirement.

How Much of a Concern Is Teacher Retention?

Our survey asked superintendents and principals to comment on teacher retention issues. Superintendent and principal respondents differed in their opinions about the degree to which teacher retention is a concern. The most common response of both superintendents and principals was that teacher retention is somewhat concerning. In our analysis of the additional comments provided by superintendent, principal, and teacher respondents, problems with teacher retention emerged as the second most common theme identified by all respondents.¹

Degree to Which Teacher Retention Is a Concern

	Not a Concern (%)	Somewhat of a Concern (%)	Major Concern (%)
Superintendents (N = 84)	19.0	51.2	29.8
Principals (N = 254)	40.2	44.9	15.0

When asked about which level of experienced teacher is the most difficult to retain, 34.5 percent of superintendents and 30.4 percent of principals said that new teachers (0–2 years of experience) are the most difficult to retain. Another 32.1 percent of superintendent respondents and 40.7 percent of principal respondents said that they perceive no difference in the retention of teachers with different levels of experience.

¹ Low pay was the most common theme.

Most Difficult Teachers to Retain in Terms of Level of Experience²

	New Teachers (%)	Teachers Frozen on Salary Schedule (%)	Midcareer Teachers (%)	Highly Experienced Teachers (%)	No Difference in Experience Levels (%)
Superintendents (N = 84)	34.5	32.1	21.4	16.7	32.1
Principals (N = 253)	30.4	25.3	13.4	13.0	40.7

Officials from the Department of Education and the State Board of Education communicated to us that they firmly believe the number one key to teacher retention is formal mentoring and induction programs—programs that can help transition teachers from a teacher education program into a teaching position where they will stay. The colleges of education reiterated this point in our interviews with them and said that although mentoring is needed to get teachers to stay, a gap exists between what teacher education programs provide and what the districts provide. One college indicated a need for collaboration between the teacher education programs and the districts, and another college mentioned the lack of funding to make a mentoring program a priority.

A few district administrators also spoke to the mentoring issue in our interviews with them. One superintendent said that his district specially hired a retired principal who supports new teachers in a mentoring program. Another superintendent told us that his district provides a small stipend for mentor teachers, at least in part because the superintendent feels that many new teachers burnout in the first two years and that those new teachers need mentoring. He stressed that good principals and mentors are key to teacher retention.

In our teacher survey, 81 percent of respondents said they are participating or have participated in a peer mentoring program as either the mentor or the mentee. Of those in a mentoring program, 59.7 percent said the experience is or was important to their professional development and another 32.3 percent said it is or was somewhat important.³

How Many Teachers Are Leaving?

The current policy environment for K–12 education in Idaho has created a heightened interest in teacher turnover—specifically how many teachers are

² Percentages do not sum to 100 because respondents could select more than one response.

³ Only 8 percent said that their peer mentoring experience is or was unimportant to their professional development.

leaving the state’s public schools and why. To explore recent trends in teacher turnover and clarify them for policymakers and stakeholders, we analyzed data from the Department of Education and asked about turnover on our survey of superintendents, principals, and teachers.

District-Reported Turnover Data

The Department of Education tracks factors affecting turnover by asking districts to collect exit reasons from staff who are leaving their current positions. The districts then report these reasons to the department.

Recently, various news outlets have published data provided by the Department of Education on teacher turnover. The reports have stated that the number of teachers leaving the profession has increased, rising each year from the 2009–2010 academic year to the 2011–2012 academic year. However, these figures only count those exit reasons that appear to indicate an intention to leave the profession, which is a major caveat.⁴

Aside from this caveat, after dissecting the raw data used to compile these figures, we identified an important issue: for the 2010–2011 and the 2011–2012 academic years, the reported figures include not just teachers, but other types of certified and noncertified staff.

Policymakers should interpret published turnover data with caution.

Because the caveat and issue we identified with the recently reported figures make them likely to be misinterpreted, we conducted our own, updated analysis of the department’s turnover data using only certified staff. Our analysis calculated the total number of certified staff who left their current position for each of the exit reasons reported to the department.⁵

Total Number of Certified Staff Who Have Left Their Current Position for Any Reason⁶

Academic Year	Number of Certified Staff	Percentage of Certified Staff
2009–2010	937	5.4
2011–2012	1,112	6.0

⁴ The reported figures excluded turnover due to retirement, the transfer of a spouse, those leaving to teach in another education institution, and leave of absence.

⁵ For our turnover analysis, we defined certified staff as (1) any staff who hold a valid certificate, and (2) any staff (whether certified or not) who are filling a certified position.

⁶ We excluded turnover data for the 2010–2011 academic year because of a data reporting error. This error is described in footnote 7.

As opposed to the dramatic increases shown in the recently published turnover figures, our analysis of the department's data shows only a moderate increase in the number of certified staff who left their current position between the 2009–2010 and the 2011–2012 (937 staff to 1,112 staff) academic years.

Exhibit 4.1 shows the percentage of certified staff who have left their current position over the past three academic years. Our analysis of the Department of Education's data shows that the top three exit reasons were retirement, personal reasons, and to work for another education institution inside Idaho, with one exception in the 2010–2011 academic year. We believe this one exception is likely because of a reporting error.⁷ As a result, we conclude that future corrections to the turnover data will likely dramatically decrease the turnover percentage currently attributed to leave of absence, making the top three exit reasons for all three academic years the same.⁸

As the data currently stands, approximately 80 percent of all certified staff who left their position in the 2009–2010 academic year left because of retirement, personal reasons, and work at another education institution inside Idaho. In the 2011–2012 academic year, these three reasons account for about 61 percent of the certified staff that left their current position.

District Outreach: Interview and Survey Results

Although the turnover data available from the Department of Education can help paint a picture of statewide turnover, it does not provide much insight into the effect of turnover. To better gauge how teacher turnover is likely to affect districts, we asked superintendents, principals, and teachers several questions on our survey about the number of teachers who have left or may have plans to leave. Of the 2,487 teachers who responded to our survey, 85.5 percent plan to continue teaching in Idaho and 14.5 percent do not.

- We asked two questions of the 14.5 percent who do not plan to continue teaching in Idaho: 53.0 percent say they are likely to leave their current position to teach in another state, and 43.6 percent said they are likely to leave teaching for a new occupation.

⁷ In the 2010–2011 academic year, the most cited exit reason was a leave of absence, which alone accounted for about 52 percent of all certified staff leaving their current position. However, of the certified staff that reported leave of absence as their exit reason, 92 percent were from a single district, indicating a likely error in the data reported. We excluded the turnover rate for the 2010–2011 academic year because the apparent error is so large that it could result in a major misrepresentation of the turnover rate for the entire state.

⁸ Any data less than three years old is susceptible to change. According to Department of Education officials, districts are allowed up to three years to correct data they submit to the department. Department officials told us that data corrections are common.

EXHIBIT 4.1 CERTIFIED STAFF TURNOVER BY EXIT REASON, ACADEMIC YEARS 2009–2010 THROUGH 2011–2012

Exit Reason	Academic Year		
	2009–2010 (%)	2010–2011 (%)	2011–2012 (%)
Contractor no longer paid on district payroll	0.1	0.8	4.5
Death	0.7	0.6	1.1
Involuntary termination	4.1	1.0	2.1
Leave of absence	2.6	52.4 ^a	8.3
Leaving education profession	2.2	3.4	4.9
Military	0.3	0.1	0.2
Parental/family obligation	0.0	0.4	1.1
Personal reasons	8.9	12.7	21.9
Reduction in force	3.2	2.7	6.3
Retirement^b	51.8	14.1	26.1
Returning to school	0.2	0.5	1.3
Service in foreign country	0.0	0.0	0.2
Spouse transferred	1.6	1.8	2.8
To work for another educational institution inside Idaho	18.9	5.6	12.8
To work for another educational institution outside Idaho	5.4	3.9	6.7

Source: Office of Performance Evaluations’ analysis of Department of Education data.

Note: Percentages do not sum to 100 because of rounding.

^a Of the certified staff that reported leave of absence as their exit reason, 92 percent were from a single district, indicating a likely error in the data reported.

^b Includes regular retirements and participants in the Early Retirement Incentive Program.

- We also asked two questions of the 85.5 percent who plan to continue teaching in Idaho: 74.4 percent say they are unlikely to leave their current position to teach in another school within the same district, and 73.1 percent say they are unlikely to leave their current position to teach in another district.

Most teachers plan to continue teaching in Idaho.

The survey responses of superintendents and principals showed differing opinions on the degree to which teacher turnover is a concern for their district or school. In general, principals felt turnover was less of a concern than superintendents did.⁹ In our survey of teachers, 167 respondents commented that they or other teachers they work with

⁹ These results mirror the responses provided by superintendents and principals to our survey question about teacher retention.

are considering leaving. For example, one teacher articulated his or her perception of why teachers may leave:¹⁰

“I can understand why no teacher would want to teach here or stay because every year for the past five years we have taken a pay cut, had more responsibilities, and been given less support and appreciation.”

Degree to Which Teacher Turnover Is a Concern

	Not a Concern (%)	Somewhat of a Concern (%)	Major Concern (%)
Superintendent (N = 84)	19.0	48.8	32.1
Principals (N = 255)	40.4	42.0	17.6

We followed up our question about the degree to which teacher turnover is a concern with a question for superintendents and principals about the most common teacher exit reasons in their district or school. The top three reasons for turnover according to the superintendent respondents matched the top three reasons for turnover identified by the principal respondents. Retirement was the most common reason selected, followed by out-of-state transfers and transfers to another district within Idaho.

Most Common Teacher Exit Reasons¹¹

	Retirement (%)	Transfer Out of State (%)	Transfer to Another District (%)
Superintendents (N = 68)	60.3	57.4	51.5
Principals (N = 152)	54.0	44.7	38.8

The survey results mirror what we learned in our ten district interviews. In these interviews, two district administrators mentioned retirement as the reason for the majority of turnover. Six administrators discussed the challenges inherent in trying to keep teachers from leaving for other states (particularly Wyoming where salaries are higher). Another five administrators described the competition for staff among districts. One respondent to our teacher survey explains:

¹⁰ This comment did not necessarily specify whether the respondent meant he or she was considering leaving his or her current position or the profession altogether.

¹¹ Percentages do not sum to 100 because respondents could select up to three reasons.

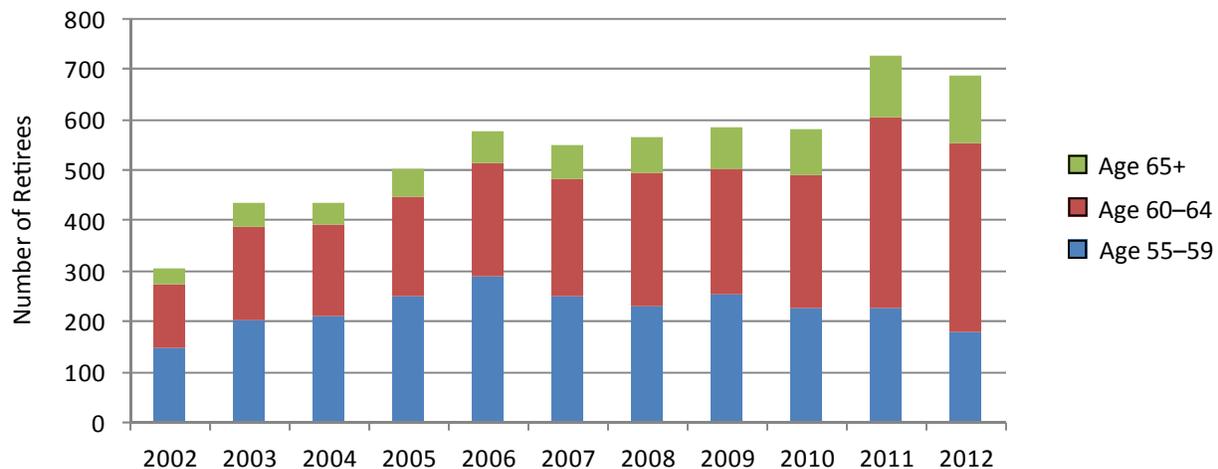
“We are losing many of our best teachers because they are overworked and underpaid so they take opportunities elsewhere.”

What Benefits Does PERSI Offer Teachers?

K–12 teachers in Idaho are general members of the Public Employee Retirement System of Idaho (PERSI).¹² PERSI applies the same rules to teachers that it applies to any other general member.¹³ The rules outline eligibility requirements and a formula that calculates retirement benefits. The date a member becomes eligible to retire depends on the member’s age and years of service.¹⁴ The benefit available at retirement is calculated by a formula that takes into account salary, years of service, and a benefit multiplier.¹⁵

An average of approximately 3 percent of teachers have retired each year from fiscal year 2002 to 2012—a total of approximately 6,000 teachers. Exhibit 4.2 shows the total number of teachers that have retired each year since fiscal year 2002.

EXHIBIT 4.2 NUMBER OF TEACHER RETIREES, FISCAL YEARS 2002–2012



Source: Data from PERSI.

¹² PERSI is a defined benefit plan into which both employees and employers pay contributions.

¹³ General members of PERSI have different rules than members who qualify as public safety officers.

¹⁴ Members accrue one month of service for each calendar month worked as an active member. Active members are those who work 15 or more days within one calendar month and, if you are a teacher, work half time or more. A member’s retirement benefit is based on 42 consecutive months during which a member earns his or her highest average salary.

¹⁵ The benefit multiplier for general members is 2 percent.

Idaho Code § 59-1342 defines the service retirement age as 65 for general members, including teachers. General members who retire at the age of 65 will receive their full retirement benefit. For a reduced retirement benefit, general members can retire at the minimum age of 55. Exhibit 4.2 depicts how many teachers retired at the service age versus how many retired before the age of 65.

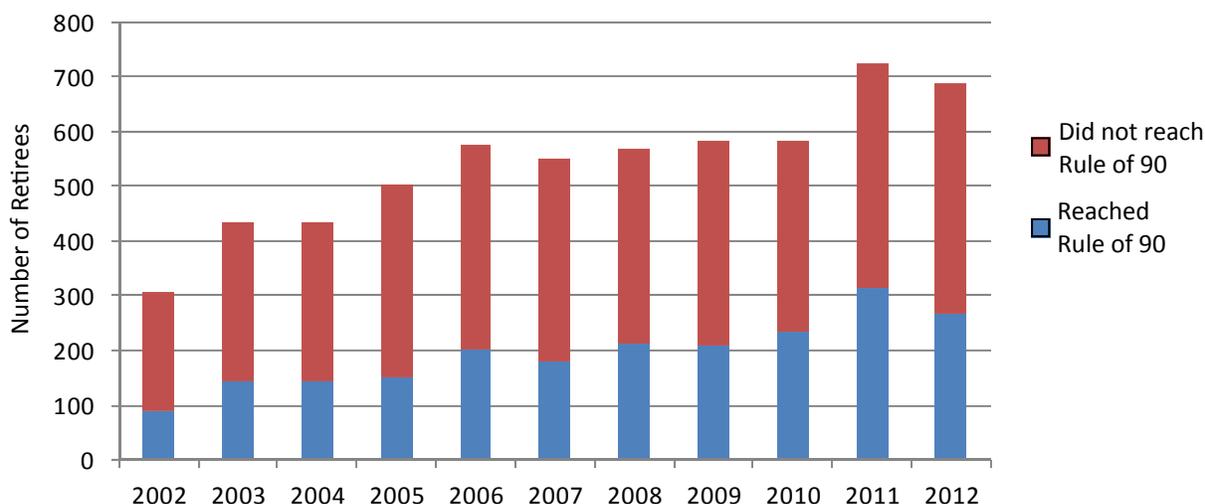
Early Retirement

The average retirement age for teachers in Idaho is 61, an average that falls between the service retirement age and the minimum retirement age. PERSI allows teachers and other general members to retire early and still receive their full retirement benefit if they have met their rule of 90.

Rule of 90: Member age plus years of service equals 90.

If general members retire before 65 or before reaching their rule of 90, their retirement benefit is reduced. Exhibit 4.3 depicts how many teachers had reached their rule of 90 when they retired. It shows that many teachers over the past decade had not yet reached their rule of 90 before retiring. The early retirement incentive made available to certified district staff (excluding administrators) may, at least in part, explain this trend.¹⁶

EXHIBIT 4.3 NUMBER OF TEACHER RETIREES WHO DID AND DID NOT REACH THEIR RULE OF 90 AT RETIREMENT, FISCAL YEARS 2002–2012



Source: Data from PERSI.

¹⁶ Certified staff can take the one-time incentive (based on a percentage of the employee’s salary and his or her age) if they meet certain criteria. Two of the criteria state that the employee (1) must not have met the rule of 90, and (2) must have been between the ages of 55 and 62.

Retirement and the Recession

Over the past decade, teacher retirement trends look about the same with no significant deviations from the norm. PERSI does not have any data to support the premise that teachers who are eligible for retirement are continuing to work because of the effect of the salary cuts on their PERSI base plan benefit or the effect of the recession on their elective 401K benefit.

According to PERSI's executive director, the effect of salary cuts on a teacher's base plan benefit depends heavily on when the cut took place and how much was cut. A teacher continuing to work may actually have very little effect on their base plan benefit because PERSI uses the highest average salary in a consecutive 42-month period.

The executive director also said, however, that the teachers PERSI tends to hear from are those who do not see the value in continuing to work. For example, a common scenario that PERSI officials have recently seen is a teacher who has experienced a salary cut and does not expect his or her salary to return to its highest point for another couple of years at best. In this case, the teacher often decides to retire.

A majority of the respondents (88.5 percent) to our teacher survey said they are not eligible to retire, but 9.2 percent indicated that they are.¹⁷ When those 9.2 percent were asked why they have not yet retired, they most often cited two reasons; 52.8 percent of them said they enjoy teaching and are not ready to retire, and another 54.8 percent said they cannot afford to retire.¹⁸ The next most common reason respondents mentioned for why they had not retired was that they intend to retire by the end of the current academic year (3.8 percent).

Leaving PERSI

Teachers can transfer within the state from one school to another or from one district to another without the transfer affecting their status in the retirement system. However, if a teacher transfers out of state, two things happen: (1) PERSI's retirement benefit would not transfer, making the teacher an inactive member, and (2) the teacher would presumably enter a different retirement system in his or her new state.

According to PERSI's executive director, the benefits that a teacher would be eligible for by accumulating years of service in two or more systems do not

¹⁷ About 2 percent of respondents were not sure if they are eligible to retire.

¹⁸ The 54.8 percent of respondents who said they cannot afford to retire is the combined response of 52.8 percent of respondents who indicated that they cannot afford to retire and 2.1 percent of respondents who selected the category "other" and specified that they cannot afford insurance.

equate to the benefits that the same teacher would be eligible for had the teacher accumulated all of his or her years of service in one system.

For example, if a teacher taught in an Idaho school district for 15 years and then transferred out of state where he or she taught for another 15 years, the teacher would have accumulated 30 years of service. Upon retirement, the teacher would draw benefits from two state retirement systems unless he or she claimed a separation benefit when leaving PERSI-covered employment.¹⁹ Whether the

The effect of out-of-state transfers on teacher retirement benefits can only be quantified case by case.

teacher is “penalized” for the transfer (i.e., not accumulating all 30 years of service in Idaho) would depend on his or her individual set of circumstances. The net effect (positive or negative) of any transfer in and out of different retirement systems would have to be determined on a case-by-case basis. Hence, any transfer among retirement systems would most certainly result in either a benefit increase or decrease because every retirement system has its own set of rules and offers different benefits.²⁰

Considerations for Policymakers

Notably, the data currently available on teacher turnover does not support assertions that turnover has experienced a marked increase or change over the past three years. Therefore, we conclude that a mass teacher exodus has not occurred but that fears about such an exodus occurring in the future may not be totally unfounded. In light of our discussion in two areas: (1) the recruitment and retention challenges detailed in this chapter and the previous one, and (2) the widespread tone of dissatisfaction expressed in our survey results, we suggest that policymakers consider turnover data as one more source of information available to identify and track recruitment, retention, and job satisfaction issues faced by districts and schools.

By understanding what is and is not included in turnover numbers (for example, only teachers versus certified staff versus all staff), policymakers can use the data provided in this chapter as a baseline to monitor trends going forward, especially as conversations begin anew about the direction and pace of education reform in Idaho. Keeping a watchful eye on teacher turnover trends will only serve to better inform policy decisions and improve policymakers’ ability to ascertain future teacher workforce needs—needs described in chapter 5.

¹⁹ A separation benefit is a withdrawal of the contributions made to your base plan account.

²⁰ The average monthly benefit collected by PERSI retirees are the eleventh lowest in the nation. Conceivably, a teacher could move to 39 other states and receive a benefit enhancement. Among neighboring states, only retirees in Wyoming and Montana have a lower average monthly benefit than retirees in Idaho.

Chapter 5

Future Teacher Workforce Needs

The discussions in chapters 3 and 4 on recruitment, retention, and turnover lend to a discussion of what the future supply and demand for teachers will be. This chapter highlights one other important factor affecting future teacher workforce needs: changing teacher duties. After discussing superintendent, principal, and teacher opinions about changes in teacher duties, this chapter concludes with an explanation of what resources are available to understand teacher supply and demand.

How Are Teacher Duties Changing?

By discussing factors that affect recruitment, retention, and turnover chapters 3 and 4 both outline concepts that will likely affect Idaho’s future need for teachers. One other important area that we identified as having the potential to affect the supply and demand of teachers is the changing nature of teacher duties. Policymakers expressed specific interest in understanding whether teacher duties may have changed due to a loss of support staff.

Our survey asked superintendents and principals to indicate the degree to which teachers in their district or school have experienced a change in duties due to a loss of support staff. We also asked teachers for their opinions on how much their duties have changed. Superintendent, principal, and teacher respondents had nearly identical responses, with approximately 47–48 percent of each set of respondents indicating the loss of support has caused a significant change in teacher duties.

Degree to Which Teachers Have Experienced a Change in Duties Due to a Loss of Support Staff

	Significant Change (%)	Some Change (%)	No Change (%)
Superintendents (N = 84)	47.6	40.5	11.9
Principals (N = 255)	47.8	43.9	8.2
Teachers (N = 2,467)	47.1	38.6	14.4

Likewise, in our district interviews, several administrators mentioned that the loss of paraprofessionals and other instructional or duty aides has had a burdensome effect on teachers' time and attention. For example, a few administrators explained that instead of teachers spending time preparing for class, developing curriculum, or mentoring a student one-on-one, they are performing lunch, recess, or bus duty.

Teachers, as well as district and school administrators, commented on the daily demands of teachers that extend beyond instructional duties.

District administrators we interviewed said that the reduced numbers of support staff coupled with increased demands are causing a shift in the nature of teacher duties. For instance, district administrators mentioned new initiatives, such as the Common Core or Students Come First, as examples of increased demands on teachers, as well as the concept of meeting the diverse needs of all students—to include not only academic needs but also social, emotional, and health needs. A few respondents to our teacher survey expanded on the expectation to do more with fewer resources:

“The continual pressure on public school teachers to do more and more with less and less is grinding me to dust. It’s not one big thing, it’s all the small-to-medium things, for the past three years, that is causing me to reconsider my career as a teacher.

“I have taught for 28 years. The last few years have been the most difficult of my career. I truly believe in accountability, but realistic accountability. We are expected to do more and more with less and less and no support. I will leave teaching soon.”

According to administrators we interviewed, teacher workload is increasing as teachers are asked to do more, change more, and change faster. One administrator explains the potential effect:

“Teaching is to some degree like an actor’s performance. What I mean is that it’s a craft. Teachers have to present information in a way that engages their students and it takes a high amount of energy to do that. There’s a need for them to have breaks and regroup... What is happening is that teachers are having to do more of the duties (recess, lunch, detention, etc.) and that limits their ability to get ready for their lessons...

...It affects the education of kids. If people really followed a master teacher for a good while of time, they would see the energy level required day in, day out to be present. I can read lines as an actor, but can I perform? That’s true with teaching; there’s a science and an art. You need to provide certain supports for the art.”

Because of the potential for teacher duties to change for any number of reasons, we also asked teacher respondents to our survey to identify up to three other factors that may have caused a change in their duties besides a loss of support staff. Interestingly, given the opportunity to list other factors, respondents reiterated a loss of staff as the most common factor affecting a change in duties followed by budgetary or funding factors and larger class sizes.

Teachers most commonly identified a loss of support staff as causing a change in their duties.

What Are Idaho's Future Needs?

Legislators expressed interest in developing a deeper understanding of Idaho's anticipated needs—an important matter in light of the perceptions of superintendents, principals, and teachers on a variety of K–12 issues outlined not only in this chapter, but also throughout the report. We learned that to make future need projections, we would have to rely substantially on assumptions and caveats to separate any long-term changes in teacher recruitment and retention patterns from the effects of recent economic conditions and the current K–12 policy environment. Furthermore, projections for the future statewide supply and demand for teachers in Idaho can be complex because the balance of supply and demand for teachers varies dramatically by district. Each district has its own challenges for recruiting and retaining teachers and should be examined individually.

As part of our effort to respond to legislators' questions and quantify Idaho's future need for teachers, we asked superintendent and principal respondents to our survey about their expectations for the number of open teaching positions. Specifically, we asked respondents to project whether open positions will be above, below, or about average over the next two years. Nearly half of both superintendent and principal respondents indicated they thought the number of open teaching positions would be average. The remaining respondents felt that the number of open teaching positions would be either below or above average. These respondents also provided a rationale:

Data currently available on teacher supply and demand does not lend itself to a straightforward conclusion that is applicable to the entire state.

- Approximately 15 percent of superintendent respondents said that they expected the number of open teaching positions will be lower than average over the next two years versus 25 percent of principal respondents. Superintendents cited three reasons in approximately equal proportions: decreased student enrollment, reduced workforce, and anticipated low turnover. On the other hand, most principals indicated that they expected fewer open positions because they anticipated low turnover rates.

- About one-third of superintendent respondents and one-fourth of principal respondents said that they expect the number of open teaching positions will be higher than average over the next two years. When asked to offer their opinion on why they thought there would be more open teaching positions than usual, both superintendent and principal respondents indicated they expected increased teacher retirement and voluntary turnover, including teachers leaving for other states, teachers leaving because they are dissatisfied or feel underappreciated, and teachers leaving because of low salaries.

Only about half of teacher respondents feel that their job is secure.

When we asked teacher respondents to comment on their level of job security, nearly half (48.9 percent) indicated they feel their job is secure. However, 22.8 percent said they did not feel their job was secure, and another 28.4 percent were unsure.

Current Efforts to Quantify Needed Positions

The Department of Labor calculates employment projections for a wide range of occupations, including teachers. Exhibit 5.1 displays the Department of Labor’s employment projections for elementary, middle, and secondary school teachers through 2020. The estimates project an annualized growth of 1.3 percent each year.

EXHIBIT 5.1 EMPLOYMENT PROJECTIONS FOR TEACHERS, 2010–2020

Type of Teacher	2010 Employment	2020 Employment	Net Change	Percentage Change (%)	Annual Growth ^a	Annualized Growth ^b (%)	Annual Replacements ^c	Annual Openings ^d
Elementary ^e	6,960	8,160	1,200	17	120	1.60	153	273
Middle School ^e	1,848	2,167	319	17	32	1.61	41	73
Secondary ^e	4,416	4,741	325	7	33	0.71	121	154
Total	13,224	15,068	1,844	14	185	1.31	314	499
All Education Occupations ^f	38,973	44,368	5,395	14	540	1.30	835	1,375

Source: Data from the Idaho Department of Labor’s 2010–2020 Occupation Projections.

^a Number of vacancies due to growth in the student population.
^b Average percentage of growth per year from 2010 to 2020.
^c Number of vacancies due to natural turnover such as retirement.
^d Openings due to growth and replacement needs.
^e Excludes special education and vocational teachers.
^f Includes all P–20 positions plus library and training positions.

The Department of Education compiled a detailed supply and demand report in the past but has significantly scaled back that report because it was, according to department officials, neither accurate nor useful. In order to complete the report, the department had to rely on district personnel to do cumbersome guesswork. Now the report only reflects districts' hard-to-fill positions—information that the department provides annually to the federal government.

Despite the lack of a robust teacher supply and demand report, the State Board of Education, in conjunction with the Department of Education and the Department of Labor, is taking several steps toward reaching a better understanding of teacher supply and demand issues—primarily by linking education data with workforce data. To help make this link, the State Board of Education secured federal grant money. Under the grant, the board is working with the Department of Education and the Department of Labor to meet three primary objectives:

1. The State Board of Education is working with the Department of Labor to develop the workforce database (maintained by the Department of Labor). The funds for this part of the project total \$2.5 million.
2. The Department of Education is responsible for enhancing the education unique ID system (EDUID) to enable the system to link students to the workforce database. The funds for this part of the project total \$250,000.
3. The State Board of Education will create a research request portal with funds totaling \$259,000.

Additionally, the Department of Labor received a Workforce Data Quality Initiative grant for \$1 million that will be used to determine the effectiveness of workforce development programs. The ultimate goal is for the state to have a robust longitudinal data system that links P–20 education data to workforce data.¹

Considerations for Policymakers

Teacher workforce needs can be difficult to predict, especially given the undetermined effect of recent economic conditions and the current K–12 policy environment. Although this chapter identifies some statewide themes that affect future need, not all districts or even schools within the same district face similar workforce needs. Our survey results show that future need is not consistent statewide. Some districts and schools expect significant numbers of open teaching positions; others expect relatively few open teaching positions.

Future teacher workforce needs are inconsistent among districts.

¹ P–20 refers to a system that integrates data from preschool through higher education.

When looking to ensure an adequate supply of high quality teachers in Idaho, policymakers should consider who is being priced into or out of the teaching workforce. Our study leads to a pointed question—to whom are policymakers appealing to enter the teaching profession?

If the state places enough demands on teachers' time and attention and if teachers perceive that they are given little credit for the work they do, then the state may experience negative effects. Examples of such negative effects could include erosion of the size and quality of the teacher workforce wherein teachers or potential teachers begin to favor professions that pay better, are more positively viewed, or both. Under these conditions, the state would run the risk of declines not only in the number of people who are willing to enter or remain in the profession, but also in the quality of the pool of prospective candidates.

Appendix A

Project Scope

June 2012

The Senate Education Committee has expressed interest in learning more about Idaho's public school teachers—a population of more than 15,000 who educate K–12 students in 115 districts and 43 charter schools across the state. The committee is particularly interested in studying what factors come together to bring quality teachers into classrooms and what factors keep them there.

During the 2012 session, on behalf of the Senate Education Committee, Chairman Goedde requested a study of teacher recruitment, retention, and attrition and a few other issues of interest to committee members. Senator Hammond then added a question about class size to the committee's request. On March 12, 2012, the Joint Legislative Oversight Committee approved the request, inclusive of Senator Hammond's addition.

Our evaluation will address each question and topic area presented in the request:

1. Educator recruitment – How do teachers find their way into this profession and why?
2. Teacher attrition – Why do teachers leave the profession, where do they go, and in what numbers?
3. Teacher retention – What keeps Idaho teachers in the classroom?
4. In the face of an aging teaching workforce and a growing population, what are Idaho's anticipated needs for future educators?
5. Are teachers graduating with the skills to be successful in today's classrooms and, if not, what are those deficiencies?
6. National statistics may support the theory that educators moving from one state to another lose about half their pension potential over their work careers. How does PERSI, Idaho's retirement system, treat educators moving from one pension system to another?
7. Identify the challenges and opportunities to attract new teachers and to retain current staff.

8. Provide a decade of historical data on the supply of educators versus job openings.
9. Because the ratio of students to certified staff does not necessarily reflect the number of students in a classroom, segregate certified teachers associated with a classroom and examine class size variations in Idaho.
10. Examine changes in duties of teachers and whether there are new burdens on time and attention created by a loss of community resource workers, counselors, and other support staff.

Projected completion date: January 2013

Appendix B

Survey of K–12 Public School Personnel

Purpose and Methods

In September 2012 we surveyed district and school personnel (specifically superintendents, principals, and teachers) to gather their perspectives on concerns that are of interest to policymakers (see study scope in appendix A).

We conducted ten interviews with district administrators across the state that helped inform the development of our survey. We pilot tested the superintendent and principal survey with a group of five superintendents, and we pilot tested the teacher survey with two current teachers, one former teacher, and a school counselor.

We e-mailed the survey to all superintendents and principals using a contact list provided by the Department of Education. Our e-mail asked principals to share the survey with their teachers. As a result, we received 2,826 survey responses: 84 superintendents, 256 principals, and 2,486 teachers. The survey results indicate that respondents are a diverse representation of a majority (about 72 percent) of Idaho districts and charters.

We automatically disqualified any district or school personnel who did not identify themselves as a superintendent, principal, or teacher from taking the survey. We purposely limited potential survey respondents to superintendents, principals, and teachers for two reasons:

1. These positions (and their basic descriptions and functions) are universal across districts. Other types of district administrators and certified school staff are inconsistent across districts and schools.
2. We did not have a complete contact list for any personnel except for superintendents and principals. No complete contact list for teachers exists. The Idaho Education Association maintains a list of their members' e-mail addresses, but this list does not include the addresses of teachers who are not members. However, because legislators expressed specific interest in learning more about teachers in the classroom, we decided to survey them by asking principals to forward the survey link to their teachers.

Limitations

We had some limitations to our survey:

- We chose to limit the final open-ended question to 50 words because the number of potential respondents to our survey was greater than 17,000 and office resources were not available to analyze lengthy responses for that large of a number.
- Given the varied nature of spam filters in districts and schools, we assume that some number of superintendents and principals did not receive our e-mail and link to the survey. We cannot quantify that number.
- Because a statewide list of teacher e-mails does not exist, we had to rely on principals to forward the survey link to their teaching staff.
- Our survey design criteria, particularly the criterion that outlined who was qualified to take the survey, could be classified as limited by those who expressed interest in taking the survey but did not qualify to do so.

Superintendent Responses

Please indicate the degree to which teacher turnover is a concern in your district. (N=84)

	Responses	Percentage of Respondents
Major concern	27	32
Somewhat of a concern	41	49
Not a concern	16	19

Please indicate which of the following teacher exit reasons are the most common in your district. Select up to three. (N=68)

	Responses	Percentage of Respondents
Retirement	41	60
Transfer to another district	35	51
Transfer to another school within my district	1	1
Transfer out of state	39	57
Personal reasons	7	10
Change of career	17	25
Reduction in force	12	18
Involuntary termination	4	6
Other, please specify	7	10

Note: Percentages do not sum to 100 because respondents could provide more than one response.

Over the next two years, do you expect the number of open teaching positions in your district to be (N=84)

	Responses	Percentage of Respondents
Higher than average	32	38
Average	39	46
Lower than average	13	15

Note: Percentages do not sum to 100 because of rounding.

I expect the number of open teaching positions to be higher than average because of
Select all that apply. (N=32)

	Responses	Percentage of Respondents
Student growth	8	25
Teacher retirement	23	72
Voluntary turnover	13	41
Class size reduction efforts	3	9
Other, please specify	15	47

Note: Percentages do not sum to 100 because respondents could provide more than one response.

Office of Performance Evaluations

I expect the number of open teaching positions to be lower than average because of
 Select all that apply. (N=13)

	Responses	Percentage of Respondents
Decreased student enrollment	4	31
Reduction in force	5	38
Anticipated low turnover	4	31
Other, please specify	5	38

Note: Percentages do not sum to 100 because respondents could provide more than one response.

During the hiring process, please indicate the degree to which your district has a sufficient pool of applicants for open teaching positions. (N=84)

	Responses	Percentage of Respondents
Our applicant pool is too small for most positions	37	44
We have a desirable number of applicants for most positions	14	17
We have an excessive number of applicants for most positions	1	1
The size of our applicant pool significantly varies depending on the type of position	32	38

During the hiring process, please indicate the degree to which your district has a quality pool of applicants for open teaching positions. (N=84)

	Responses	Percentage of Respondents
High quality pool	4	5
The quality of our pool is not particularly high or low, but generally meets our expectations	27	32
Low quality pool	12	14
The quality of our pool significantly varies depending on the type of position	41	49

Please indicate the degree to which your district generally has trouble finding qualified applicants to fill open teaching positions. (N=84)

	Responses	Percentage of Respondents
A lot of trouble	15	18
Some trouble in a few subject areas or specialties	63	75
No trouble	6	7

What are your district's most significant challenges in recruiting teachers? Select up to three. (N=84)

	Responses	Percentage of Respondents
Remote/rural location	42	50
Salary	64	76
Benefits package	20	24
Non-renewable contracts	3	4
Located near more competitive districts	29	35
Located near more competitive states	34	40
My district has no significant recruitment challenges	6	7
Other, please specify	6	7

Note: Percentages do not sum to 100 because respondents could provide more than one response.

Please identify your district's hard-to-fill positions. Insert up to three. (N=80)

	Responses	Percentage of Respondents
Math	50	63
Music	10	13
Science	41	51
Special education	40	50
My district does not generally have hard-to-fill positions	5	6
Other	37	46

Note: Percentages do not sum to 100 because respondents could provide more than one response.

Please indicate the degree to which teacher retention is a concern in your district. (N=84)

	Responses	Percentage of Respondents
Major concern	25	30
Somewhat of a concern	43	51
Not a concern	16	19

Which level of experienced teachers does your district have the most difficulty retaining? Select all that apply. (N=84)

	Responses	Percentage of Respondents
New teachers (0-2 years of experience)	29	35
Teachers frozen on the salary schedule	27	32
Midcareer teachers	18	21
Highly experienced teachers	14	17
No difference in the retention of teachers with different experience levels	27	32

Note: Percentages do not sum to 100 because respondents could provide more than one response.

Office of Performance Evaluations

Please indicate the degree to which your district’s teacher compensation package is competitive with neighboring districts, including districts in other states. (N=84)

	Responses	Percentage of Respondents
Competitive	21	25
Somewhat competitive	28	33
Not competitive	35	42

Please indicate the degree to which new teachers (0-2 years of experience) in your district are prepared to teach. (N=84)

	Responses	Percentage of Respondents
Most are prepared	48	57
Some are prepared, others are not	35	42
Most are unprepared	1	1

What is your overall level of satisfaction with new teachers (0-2 years of experience)? (N=84)

	Responses	Percentage of Respondents
Satisfied	59	70
Neither satisfied nor unsatisfied	21	25
Unsatisfied	4	5

Please indicate the degree to which class size (number of students per classroom teacher) is a concern in your district. (N=84)

	Responses	Percentage of Respondents
Major concern	20	24
Somewhat of a concern	34	40
Not a concern	30	36

What are the skills or credentials you would most like to see increased in new teacher hires?
Select all that apply. (N=84)

	Responses	Percentage of Respondents
Multiple certifications and/or endorsements	64	76
Familiarity with technology	27	32
Ability to integrate technology into the classroom	45	54
Classroom management	50	60
Subject area expertise	35	42
I'm generally satisfied with the skills and credentials of new teachers	6	7
Other, please specify	11	13

Note: Percentages do not sum to 100 because respondents could provide more than one response.

Please indicate the degree to which teachers in your district have experienced a change in duties due to a loss of support staff (such as paraprofessionals, duty aides, Community Resource Workers, counselors, etc.). (N=84)

	Responses	Percentage of Respondents
Significant change	40	48
Some change	34	40
No change	10	12

Principal Responses

What is the level of your school? (N=256)

	Responses	Percentage of Respondents
High school	62	24
Middle or junior high	44	17
Elementary	118	46
Other, please specify the grade range	31	12

Note: Percentages do not sum to 100 because of rounding.

Please indicate the degree to which teacher turnover is a concern in your school. (N=255)

	Responses	Percentage of Respondents
Major concern	45	18
Somewhat of a concern	107	42
Not a concern	103	40

Please indicate which of the following teacher exit reasons are the most common in your school. Select up to three. (N=152)

	Responses	Percentage of Respondents
Retirement	82	54
Transfer to another district	59	39
Transfer to another school within my district	20	13
Transfer out of state	68	45
Personal reasons	37	24
Change of career	39	26
Reduction in force	33	22
Involuntary termination	7	5
Other, please specify	15	10

Note: Percentages do not sum to 100 because respondents could provide more than one response.

Over the next two years, do you expect the number of open teaching positions in your school to be (N=255)

	Responses	Percentage of Respondents
Higher than average	65	25
Average	123	48
Lower than average	67	26

Note: Percentages do not sum to 100 because of rounding.

I expect the number of open teaching positions to be higher than average because of
Select all that apply. (N=65)

	Responses	Percentage of Respondents
Student growth	10	15
Teacher retirement	30	46
Voluntary turnover	20	31
Class size reduction efforts	6	9
Other, please specify	33	51

Note: Percentages do not sum to 100 because respondents could provide more than one response.

I expect the number of open teaching positions to be lower than average because of
Select all that apply. (N=67)

	Responses	Percentage of Respondents
Decreased student enrollment	11	16
Reduction in force	17	25
Anticipated low turnover	41	61
Other, please specify	13	19

Note: Percentages do not sum to 100 because respondents could provide more than one response.

During the hiring process, please indicate the degree to which your school has a sufficient pool of applicants for open teaching positions. (N=255)

	Responses	Percentage of Respondents
Our applicant pool is too small for most positions	73	29
We have a desirable number of applicants for most positions	68	27
We have an excessive number of applicants for most positions	19	7
The size of our applicant pool significantly varies depending on the type of position	95	37

During the hiring process, please indicate the degree to which your school has a quality pool of applicants for open teaching positions. (N=255)

	Responses	Percentage of Respondents
High quality pool	47	18
The quality of our pool is not particularly high or low, but generally	85	33
Low quality pool	42	16
The quality of our pool significantly varies depending on the type of position	81	32

Note: Percentages do not sum to 100 because of rounding.

Office of Performance Evaluations

Please indicate the degree to which your school generally has trouble finding qualified applicants to fill open teaching positions. (N=254)

	Responses	Percentage of Respondents
A lot of trouble	34	13
Some trouble in a few subject areas or specialties	165	65
No trouble	55	22

What are your school's most significant challenges in recruiting teachers? Select up to three. (N=255)

	Responses	Percentage of Respondents
Remote/rural location	75	29
Salary	170	67
Benefits package	54	21
Non-renewable contracts	36	14
Located near more competitive districts	76	30
Located near more competitive states	88	35
My school has no significant recruitment challenges	34	13
Other, please specify	31	12

Note: Percentages do not sum to 100 because respondents could provide more than one response.

Please identify your school's hard-to-fill positions. Insert up to three. (N=249)

	Responses	Percentage of Respondents
Math	82	33
Science	62	25
Special Education	118	47
My district does not generally have hard-to-fill positions	41	16
Other, please specify	130	52

Note: Percentages do not sum to 100 because respondents could provide more than one response.

Please indicate the degree to which teacher retention is a concern in your school. (N=254)

	Responses	Percentage of Respondents
Major concern	38	15
Somewhat of a concern	114	45
Not a concern	102	40

Which level of experienced teachers does your school have the most difficulty retaining? Select all that apply. (N=253)

	Responses	Percentage of Respondents
New teachers (0–2 years of experience)	77	30
Teachers frozen on the salary schedule	64	25
Midcareer teachers	34	13
Highly experienced teachers	33	13
No difference in the retention of teachers with different experience levels	103	41

Note: Percentages do not sum to 100 because respondents could provide more than one response.

Please indicate the degree to which your school’s teacher compensation package is competitive with neighboring districts, including districts in other states. (N=254)

	Responses	Percentage of Respondents
Competitive	62	24
Somewhat competitive	107	42
Not competitive	85	33

Note: Percentages do not sum to 100 because of rounding.

Please indicate the degree to which new teachers (0–2 years of experience) in your school are prepared to teach. (N=253)

	Responses	Percentage of Respondents
Most are prepared	143	57
Some are prepared, others are not	101	40
Most are unprepared	9	4

Note: Percentages do not sum to 100 because of rounding.

What are the skills or credentials you would most like to see increased in new teacher hires? Select all that apply. (N=255)

	Responses	Percentage of Respondents
Multiple certifications and/or endorsements	91	36
Familiarity with technology	68	27
Ability to integrate technology into the classroom	115	45
Classroom management	172	67
Subject area expertise	73	29
I’m generally satisfied with the skills and credentials of new teachers	32	13
Other, please specify	50	20

Note: Percentages do not sum to 100 because respondents could provide more than one response.

What is your overall level of satisfaction with new teachers (0–2 years of experience)? (N=254)

	Responses	Percentage of Respondents
Satisfied	178	70
Neither satisfied nor unsatisfied	68	27
Unsatisfied	8	3

Please indicate the degree to which class size (number of students per classroom teacher) is a concern in your school. (N=254)

	Responses	Percentage of Respondents
Major concern	106	42
Somewhat of a concern	97	38
Not a concern	51	20

What is the average class size (number of students per classroom teacher) in your district? (N=247)

	Responses	Percentage of Respondents
Less than 10	1	0.4
10–11	2	0.8
12–13	3	1
14–15	8	3
16–17	7	3
18–19	4	2
20–21	19	8
22–23	29	12
24–25	57	23
26–27	42	17
28–29	28	11
30–31	19	8
32–33	13	5
34–35	10	4
36 or more	5	2

Note: Percentages do not sum to 100 because of rounding.

Please indicate the degree to which teachers in your school have experienced a change in duties due to a loss of support staff (such as paraprofessionals, duty aides, Community Resource Workers, counselors, etc.). (N=255)

	Responses	Percentage of Respondents
Significant change	122	48
Some change	112	44
No change	21	8

Teacher Responses

How many years have you been teaching in Idaho? (N=2,480)

	Responses	Percentage of Respondents
0–2	263	11
3–5	336	14
6–10	552	22
11–20	725	29
21–30	476	19
More than 30	128	5

What is your highest level of education? (N=2,484)

	Responses	Percentage of Respondents
Associate’s degree	8	0.3
Bachelor’s degree	628	25
Some graduate credits	805	32
Master’s completed	350	14
Credit beyond masters	592	24
PhD (EdD) completed	19	0.8
Other, please specify	82	3

Note: Percentages do not sum to 100 because of rounding.

Which type of certification do you hold for your current position? (N=2,476)

	Responses	Percentage of Respondents
Regular	2,309	93
Provisional	35	1
Alternative, teacher to new	7	0.3
Alternative, content specialist	52	2
Alternative, ABCTE	56	2
Alternative, postbaccalaureate	7	0.3
No certification	10	0.4

Note: Percentages do not sum to 100 because of rounding.

What is your age? (N=2,479)

	Responses	Percentage of Respondents
29 or younger	289	12
30–39	556	22
40–49	690	28
50–54	375	15
55–59	341	14
60–64	191	8
65 or older	37	1

What is the level of your school? (N=2,487)

	Responses	Percentage of Respondents
High school	753	30
Middle/junior high	445	18
Elementary	1,065	43
Other, please specify the grade range	224	9

Which subject(s) do you teach? Select all that apply. (N=1,416)

	Responses	Percentage of Respondents
English (includes reading, writing, or language arts)	406	29
Math (algebra, statistics, geometry, calculus, etc.)	325	23
Science (biology, chemistry, physics, etc.)	290	20
Social studies (government, history, etc.)	283	20
Foreign language	57	4
Art	84	6
Physical education	95	7
Computers or other technology courses	115	8
Band, orchestra, music, choir	71	5
Professional/technical education	139	10
Special education	171	12
Other, please specify	230	16

Note: Percentages do not sum to 100 because respondents could provide more than one response.

In your current position, what is your average class size? (N=2,313)

	Responses	Percentage of Respondents
Less than 10	130	6
10–11	78	3
12–13	82	4
14–15	86	4
16–17	60	3
18–19	85	4
20–21	224	10
22–23	190	8
24–25	485	21
26–27	258	11
28–29	206	9
30–31	252	11
32–33	83	4
34–35	33	1
36 or more	61	3

Note: Percentages do not sum to 100 because of rounding.

How long have you taught in your current positions? (N=2,480)

	Responses	Percentage of Respondents
0–2 years	575	23
3–5 years	552	22
6–10 years	585	24
11–20 years	506	20
21–30 years	210	8
More than 30 years	52	2

Note: Percentages do not sum to 100 because of rounding.

Where did you hold your previous teaching position? (N=2,466)

	Responses	Percentage of Respondents
Same school, different position	412	17
Different school within the same district	570	23
Another school district within Idaho	525	21
Out of state	390	16
This is my first teaching position	569	23

Do you feel your job is secure? (N=2,483)

	Responses	Percentage of Respondents
No	566	23
Not sure	704	28
Yes	1,213	49

Do you plan to continue teaching in Idaho? (N=2,487)

	Responses	Percentage of Respondents
No	360	14
Yes	2,127	86

Are you likely to leave your current position to teach in another state? (N=362)

	Responses	Percentage of Respondents
Likely	192	53
Not sure	93	26
Unlikely	77	21

Are you likely to leave teaching for a different occupation? (N=362)

	Responses	Percentage of Respondents
Likely	158	44
Not sure	83	23
Unlikely	121	33

Are you likely to leave your current position to teach in another Idaho school within the same district? (N=2,129)

	Responses	Percentage of Respondents
Likely	118	6
Not sure	428	20
Unlikely	1583	74

Are you likely to leave your current position to teach in another Idaho district? (N=2,131)

	Responses	Percentage of Respondents
Likely	148	7
Not sure	425	20
Unlikely	1,558	73

Are you participating or have you participated in any kind of peer mentoring program while teaching in Idaho? Select all that apply. (N=2,487)

	Responses	Percentage of Respondents
Yes, I am mentoring someone or have mentored someone	1,212	49
Yes, I am being mentored or was mentored by someone	802	32
No	691	28

Note: Percentages do not sum to 100 because respondents could provide more than one response.

Please indicate the degree to which your participation in a peer mentoring program is/was important to your professional development. (N=1,783)

	Responses	Percentage of Respondents
Important	1,064	60
Somewhat important	576	32
Not important	143	8

Are you eligible to retire? (N=2,487)

	Responses	Percentage of Respondents
Yes	230	9
No	2,200	88
Not sure	57	2

Note: Percentages do not sum to 100 because of rounding.

Why have you not retired? Select all that apply. (N=288)

	Responses	Percentage of Respondents
I enjoy teaching and am not ready to retire	152	53
I am waiting until my current position can be filled	4	1
I cannot afford to	152	53
Other, please specify	59	20

Note: Percentages do not sum to 100 because respondents could provide more than one response.

Office of Performance Evaluations

Please indicate the degree to which you have experienced a change in duties due to a loss of support staff (such as paraprofessionals, duty aides, Community Resource Workers, counselors, etc.). (N=2,467)

	Responses	Percentage of Respondents
Significant change	1,161	47
Some change	952	39
No change	354	14

Responses to the Evaluation



C. L. "BUTCH" OTTER
GOVERNOR

January 2, 2013

Director Mohan,

I recognize that many of the elements made clear by this report are vital to how Idaho policy makers engage in the discussion about improving public schools.

The Office of Performance Evaluation's report includes a great job of identifying factors needed to ensure every Idaho classroom has an effective teacher. While I remain concerned about compensation for educators in general, I appreciate OPE's attention to those other factors involved in recruiting, retaining, and managing our valued school personnel.

In response to the recent election and the removal of the Students Come First laws, I have asked the Idaho State Board of Education to develop and facilitate a collaborative process driven by educators, stakeholders and policy makers to address the broader questions of school improvement. Among the issues to be discussed, I know that your data on teacher profile and class size, teacher preparation, recruitment, retention, turnover and future needs all will be valuable to participants in that process.

Thank you again for your office's hard work and research regarding this important matter. The thoughtful work done by OPE is appreciated.

As Always – Idaho, "Esto Perpetua"

A handwritten signature in black ink that reads "C.L. Butch Otter".

C.L. "Butch" Otter
Governor of Idaho

CLO/sp



IDAHO STATE BOARD OF EDUCATION

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January 2, 2012

Rakesh Mohan, Director
Office of Performance Evaluation
954 W. Jefferson St.
Boise, ID 83720

Dear Mr. Mohan:

On behalf of the Idaho State Board of Education, I would like to express my appreciation for the opportunity to formally respond to your office's Workforce Issues Affecting Public School Teachers report. The Office of Performance Evaluation staff made every effort to include the various stakeholder groups impacted in compiling their report findings. The report on Workforce Issues Affecting Public School Teachers is in alignment with issues and concerns that have also been identified by the State Board of Education and we look forward to the opportunity to address these issues with other state policy makers in the future.

In conclusion the Board would like to recognize the work done by the Office of Performance Evaluation staff and their efforts to quantify a complicated issue that varies significantly from district to district as well as between schools within districts.

Sincerely,

A handwritten signature in black ink that reads "Mike Rush".

Mike Rush
Executive Director



P.O. Box 83720
Boise, ID 83720-0027

STATE OF IDAHO
STATE SUPERINTENDENT OF PUBLIC INSTRUCTION
Mr. Tom Luna

Phone (208) 332-6815
Fax (208) 334-2228

January 2, 2013

Rakesh Mohan, Director
Office of Performance Evaluations
State of Idaho

Dear Director Mohan:

Thank you for the opportunity to review and to comment on OPE's report, "Workforce Issues Affecting Public School Teachers." This timely report and clear analysis will be an excellent guide for policy makers. I applaud OPE's work on this important subject and your staff's ability to dissect complex issues.

We all agree that a highly effective teacher is the most important factor in a student's academic success. OPE's report details many workforce challenges: hiring teachers in hard to fill subject areas, teacher retention and compensation.

I have long been concerned about the number of applicants for teaching positions, especially in hard to fill positions. OPE's study confirms that less than 5 percent of Superintendents believed there was a high quality applicant pool for all open positions and 75 percent of Superintendents responded they have trouble finding applicants in hard to fill areas particularly math, science and special education. This has been a concern in the education community for some time and I believe in order to improve there must be a combination of technology through the use of the Idaho Education Network, improvement in teacher preparation, and compensation. I was glad to see teacher preparation and changes to pre-service requirements as an area included in the report.

I appreciated OPE's analysis on the number of teachers leaving the profession. As opposed to the "dramatic increase" portrayed in media reports in the amount of teacher turnover, the report shows "only a moderate increase" in the number of Idaho teachers leaving the profession.

Compensation issues are certainly an undertone of the report. While average teacher pay is well above average income for Idahoans, Idaho's teacher compensation compared to neighboring states ranks five out of seven. Particularly, Idaho's entry level base pay for teachers is low. I am committed to improving teacher pay including differential pay for teachers who work in hard to fill positions.

Thank you again for the well-researched and organized report. I look forward to its release.

Sincerely,

Superintendent Tom Luna

Office of Performance Evaluations Reports, 2010–Present

Publication numbers ending with “F” are follow-up reports of previous evaluations. Publication numbers ending with three letters are federal mandate reviews—the letters indicate the legislative committee that requested the report.

Pub. #	Report Title	Date Released
10-01	Operational Efficiencies in Idaho’s Prison System	January 2010
10-02	Increasing Efficiencies in Idaho's Parole Process	February 2010
10-03F	Use of Average Daily Attendance in Public Education	March 2010
10-04	Governance of EMS Agencies in Idaho	November 2010
10-05F	Governance of Information Technology and Public Safety Communications	November 2010
11-01	Distribution and Sale of Liquor in Idaho	January 2011
11-02	Coordination and Delivery of Senior Services in Idaho	February 2011
11-03F	Increasing Efficiencies in Idaho’s Parole Process	February 2011
11-04F	Idaho Transportation Department Performance Audit	March 2011
11-05	Delays in Medicaid Claims Processing	March 2011
11-06	Higher Education Funding Equity	November 2011
11-07	End-Stage Renal Disease Program	November 2011
11-08F	Distribution and Sale of Liquor in Idaho	November 2011
12-01	Reducing Barriers to Postsecondary Education	January 2012
12-02F	Delays in Medicaid Claims Processing	January 2012
12-03	Lottery Operations and Charitable Gaming	February 2012
12-04	Establishing an Efficiency Commission	February 2012
12-05F	Coordination and Delivery of Senior Services in Idaho	February 2012
12-06F	Operational Efficiencies in Idaho’s Prison System	February 2012
12-07F	Idaho’s End-Stage Renal Disease Program	March 2012
12-08F	Idaho Transportation Department Performance Audit	March 2012
12-09F	Delays in Medicaid Claims Processing	November 2012
12-10F	Increasing Efficiencies in Idaho’s Parole Process	November 2012
13-01	Workforce Issues Affecting Public School Teachers	January 2013

Reports are available from the OPE website at www.legislature.idaho.gov/ope/
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