

# LESC HEARING BRIEF

## BACKGROUND INFORMATION

**AGENCIES: National Conference of State Legislatures (NCSL) and The New Teacher Project (TNTP)**

**Colleges of Education – New Mexico Highlands University and Central New Mexico Community College**

**DATE: June 16, 2016**

**PURPOSE OF HEARINGS:**

**Addressing the teacher shortage dilemma: alternative pathways to teaching and pipeline trends in college of education programs**

**WITNESSES:**

**Michelle Exstrom, Education Program Director, NCSL; and Joseph Hettler, Partner, TNTP**

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**EXPECTED OUTCOME:**

**Improved understanding of ways to address the teacher shortage dilemma the state is facing and strategies to improve teacher pipeline issues**

Nationwide, enrollment in teacher preparation programs decreased 31 percent between the 2009-2010 school year and the 2012-2013 school year, while enrollment in overall postsecondary education only decreased by 3 percent in that same time period.

College of education (COE) teacher preparation programs across the country are facing challenges when it comes to declining enrollment, budget difficulties, and education reforms. According to the U.S. Department of Education (USDE) Office of Postsecondary Education, the number of candidates entering COE teacher preparation programs is declining. During the 2009-2010 school year, the total enrollment of students in traditional and alternative teacher preparation programs in the U.S. was 725,518, and the most recent data for the 2012-2013 school year indicates that only 499,800 students were enrolled in COE teacher preparation programs.

A 2015 research paper from the National Center for Education Statistics (NCES), *Public School Teacher Attrition and Mobility in the First Five Years: Results From the First Through Fifth Waves of the 2007–08 Beginning Teacher Longitudinal Study*, indicated more than 17 percent of public school teachers leave education within five years of starting teaching. According to a 2015 study from NCES, *Career Paths of Beginning School Teachers*, the combined percentage of teachers who move to different school districts (teacher mobility) with those who leave the profession after five years was 46 percent (29 percent move to other school districts or schools and 17 percent stopped teaching).

It is likely a growing number of new teachers will be needed in New Mexico over the coming years due to a growing student population, increasing number of retiring educators, and high teacher turnover. As teacher shortage needs become more apparent, the state will need new strategies to improve both the supply and quality of new teachers prepared by the state's COEs.

This brief highlights current statistics on national and state trends in COE teacher preparation programs, identifies national initiatives that are reducing teacher shortages, and recommends strategies New Mexico can consider to address teacher shortages in the state.

### **Trends in College of Education Teacher Preparation Programs.**

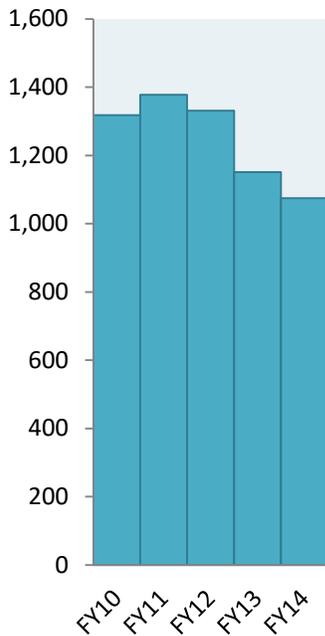
According to USDE, the disparity between the rate of decline in overall postsecondary education enrollment and teacher preparation program enrollment suggests that, proportionate to the overall college-age population, fewer individuals are choosing to pursue a career in teaching. Based on an ACT report, 16 percent fewer high school students over the past four years say they are pursuing a career in teaching.

### ***National Trends in COE Teacher Preparation Programs.***

Nationwide data show a steep decline in teachers entering COE teacher preparation programs. California, New York, and Texas, the states that produce the largest number of teachers, have seen the largest declines. According to USDE, the decrease in teacher preparation program enrollment follows a larger trend of declining enrollment in

A 2012 research paper from the Center for Education Data and Research, *The Gateway to the Profession: Assessing Teacher Preparation Programs Based on Student Achievement*, suggests teacher preparation programs have meaningful and measurable impacts on teacher quality and student learning. For example, where a teacher was prepared explains more of the variation in student learning than do other teacher characteristics, such as race, gender, or the type of degrees held.

**NM COE Program Completers FY10 to FY14**



Source: 2015 EARS Report

postsecondary education between the 2010-2011 school year and the 2012-2013 school year. However, teacher preparation program enrollment declined at a faster rate than overall postsecondary education enrollment.

***New Mexico Trends in COE Teacher Preparation Programs.***

According to the Educator Accountability Reporting System (EARS) report for the 2012-2013 school year, the most current data available, there were 4,343 students enrolled in traditional and alternative teacher preparation programs in the state, excluding information from New Mexico Highlands University (NMHU). However in the 2013-2014 school year, there were only 3,109 students enrolled in traditional and alternative teacher preparation programs in the state, including information from NMHU. Given FY13 data does not include NMHU, there was at least a 28.4 percent decrease in enrollment over the course of one school year.

The following chart shows the number of students who completed each institution’s teacher preparation program between FY10 and FY14, which shows an 18.3 percent decrease in the total number of students who completed a teacher preparation program in that time period.

**New Mexico Teacher Preparation Program Completers**

Institutions	FY10	FY11	FY12	FY13	FY14
NMSU	294	283	320	192	196
UNM	434	462	362	405	310
ENMU	86	97	127	97	101
NMHU	108	99	87	70	70
NNMC	36	26	22	24	29
WNMU	115	127	69	51	41
CNM	102	128	119	83	92
NMJC	-	-	-	13	13
SJC	17	22	21	31	19
SFCC	36	56	95	63	126
University of Phoenix (New Mexico)	57	44	64	67	55
University of the Southwest	21	23	25	39	2
Wayland Baptist	12	11	19	16	21
<b>Totals</b>	<b>1,318</b>	<b>1,378</b>	<b>1,330</b>	<b>1,151</b>	<b>1,075</b>

Source: 2015 EARS Report

**RECRUITMENT EFFORTS**

***New Mexico Highlands University (NMHU).*** NMHU was established as a normal school in 1893 by the Territorial Legislature of New Mexico. The school was established to train teachers for the public schools in the towns and villages of the region. Currently, NMHU has a student body that is 50.3 percent Hispanic, and thus is designated as a federally recognized Hispanic Serving Institution. NMHU is regularly ranked by Hispanic Outlook in Higher Education among the top institutions in the nation for Hispanic students. In the latest ranking, NMHU was 43<sup>rd</sup> in the nation in raw numbers of Hispanic students granted master’s degrees. Additionally, NMHU is known for its affordability and accessibility as it has a long history of serving

NMHU's recruitment efforts have focused on high-need areas and diverse populations.

Research from J.A. Gordon, *The Color of Teaching*, focused on what hinders students of color from entering the teaching profession found that minority students were not choosing teaching because of low pay, lack of encouragement, insufficient kindergarten through 12<sup>th</sup> grade instruction, negative school experiences, and low status of and lack of respect for teachers.

first-generation, low-income college students.

NMHU's recruitment strategies include fostering professional relationships with community college personnel, extensive marketing to students, and promoting community visibility by attending and sponsoring events to promote NMHU. The university also created cohort groups at NMHU's professional development schools in Rio Rancho and Albuquerque, which host practicum students and student teachers who are seeking a master's degree. NMHU also initiated a relationship with the special education department of Albuquerque Public Schools (APS) to teach courses for teachers and educational assistants who are seeking a special education license.

Research indicates that students of color make up more than 40 percent of the national public school population, while only 17 percent of the teaching profession are teachers of color. Research also shows students of color do better on a variety of academic outcomes if they are taught by teachers of color. According to Education Week's *The Minority Teacher Shortage: Fact or Fable*, students of color can benefit from having high-achieving teachers with cultural backgrounds similar to their own because such teachers provide real-life models of career success and academic engagement.

**Central New Mexico Community College (CNM).** Authorized by the Legislature in 1963, CNM (formerly Albuquerque Technical Vocational Institute, or TVI) was approved by district voters in 1964 to provide adults with the skills necessary to gain employment and succeed in the workforce. CNM was accredited by the North Central Association of Colleges and Schools in 1978. Degree-granting power was approved for CNM by the Legislature in 1986, signaling the college's transformation into a full-fledged community college. Currently, with an enrollment of more than 29 thousand, CNM is the largest higher education institution in New Mexico in terms of enrollment. CNM also has a strong reputation for providing high-quality, affordable instruction which prepares people for careers in the community.

CNM's teacher candidate recruitment efforts have focused on meeting the needs of the community, which involves working in close collaboration with school districts, charter schools, individual schools, and individual teachers. CNM's primary goal is to create, modify, and adapt programs to meet the needs of the educational community. Additionally, to support recruitment efforts, CNM partners with local high schools and their cadet programs to offer introductory coursework in pathways to the teaching profession, offers events and information sessions to promote teaching as a new or second career, and creates transfer agreements with four year institutions to allow students from CNM to transition seamlessly into the new institution to begin working on their bachelor's degree. CNM also regularly advertises its programs in the newspaper, on the radio, and online.

CNM has cultivated relationships with surrounding school districts, such as APS and Rio Rancho Public Schools, to facilitate school

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Hope Street Group and Urban Teacher Residency indicate that teachers want better clinical preparation.

districts hiring individuals who are not yet licensed by supporting their entry into the program. Specifically, CNM's alternative teacher licensure program works directly with school districts to support their need to hire teachers in hard-to-staff areas, such as science, technology, engineering, and math (STEM), special education, elementary, teaching English to speakers of other languages (TESOL), and bilingual.

According to an article in *Albuquerque Business First* from 2015, CNM's accelerated teacher licensure program started in 2007 and has grown exponentially over the last eight years. Applications to the program are on a rolling basis and run cohort-style, with three cohorts operating a year. Enrollment in CNM's program has remained steady since its inception and adds about \$1,000 per student enrolled in the program to the school's revenue each year. Additionally, CNM offers endorsement courses for current and new teachers in the areas of bilingual, gifted, and TESOL.

**National Initiatives to Address Teacher Shortage Concerns.**

Nationally, most states are experiencing a reduction in the number of teacher candidates obtaining a teaching license, whether through traditional or alternative routes, while the number of public school students is increasing. The teacher shortage dilemma is based on a number of factors, such as a decline in teacher satisfaction, an increase in teachers reporting job-related stress, instability surrounding school reforms, low pay, and insufficient classroom resources. To address these concerns, there are innovative approaches to addressing teacher shortages being developed nationally.

***Hope Street Group and Urban Teacher Residency.*** Hope Street Group, a think tank focusing on economic opportunities through education, health, and jobs, and Urban Teacher Residency, a teacher training program targeting specific high-needs school districts in urban areas, indicate that teachers want better clinical preparation. Generally, inexperienced teachers are placed in high-needs and persistently low-achieving schools where the need for more skilled and effective teachers is the greatest. Teachers are requesting better clinical preparation particularly in high-needs schools and there is considerable interest from traditional teacher preparation programs in expanding clinically oriented teacher preparation.

*U.S. News & World Report* reports authentic partnerships between school districts and teacher preparation programs could boast benefits for schools and school districts, including designing student-teacher and teacher-resident experiences so they are tailored to the needs of schools, including working with English learners, positive behavior management, and hands-on experience using college- and career-ready standards.

Another benefit from these clinical preparation programs is school districts will have access to better prepared teachers, probably also improving teacher retention. Under the federal Every Student Succeeds Act, school districts are able to enter into partnerships with

***New Federal Teacher Preparation Regulations.*** At the federal level, the Obama administration has proposed new teacher preparation regulations that would require states to evaluate preparation programs' performance based on completer and employer surveys, student growth or teacher evaluation ratings, and measures like placement and employment rates.

Research indicates teachers who feel better prepared to teach may remain in the profession longer.

institutions of higher education to implement any of the local uses of Title II funds, including developing and implementing initiatives to assist in recruiting, hiring, and retaining effective teachers.

**Strategies for New Mexico to Address Teacher Shortage Concerns.**

Like the majority of states in the country, New Mexico is also struggling to recruit and retain high-quality teachers. To address the state's teacher shortage concerns, partnerships between school districts and nonprofits or institutions of higher education have been established. For instance, APS, the Woodrow Wilson National Fellowship Foundation, and University of New Mexico's COE launched the first cohort in its one-year accelerated alternative licensure STEM program in 2015. The program allows for the alternative licensure of STEM professionals and military veterans within one year through an intensive field component, coursework, and mentoring. The following strategies also address ways the state can decrease teacher shortage concerns in New Mexico.

***Updated, Uniform Induction and Mentorship Program for Beginning Teachers.*** Under Section 22-10A-9 NMSA 1978, New Mexico requires all new level 1 licensed teachers to participate in a mentorship and induction program. However, this is district specific and it is not uniform across the state. School districts emphasize different components for their individualized mentoring programs, and some educators are missing key components that national research indicates are essential skills for beginning teachers.

A 2012 report by the New Teacher Center found that 27 states require some form of induction or mentoring support for new teachers and 11 states require two or more years of support. Three states – Connecticut, Delaware and Iowa – require schools and school districts to provide multi-year induction support to beginning teachers, require teachers to complete an induction program to obtain a professional teaching license, and provide dedicated state induction funding.

Research has shown that mentorship and induction programs improve teacher satisfaction, performance, and retention, and improve student learning. In addition, research also shows that beginning teachers who participated in some kind of induction program performed better at various aspects of teaching, such as keeping students on task, developing workable lesson plans, using effective student questions practices, adjusting classroom activities to meet students' interests, maintaining a positive classroom atmosphere, and demonstrating successful classroom management.

According to *Teacher Effectiveness: An Analysis of Licensure Screens*, teachers who feel better prepared to teach may remain in the profession longer. Furthermore, research suggests that enhancing support mechanisms, such as beginning teacher mentoring and induction programs, may increase retention and improve the quality of instruction. A comprehensive model for school district mentorship and induction programs for new teachers should be established. Although beginning teachers are required to complete one year of a mentoring

During the 2015 and 2016 legislative sessions, there were attempts to pass legislation that would allow subject matter experts to work as adjunct teachers under one year contracts without having to go back to school. These proposed bills would have allowed school districts to hire faculty in hard to fill areas such as STEM.

program, there is no evidence that these different first year mentoring programs are working to address the needs of beginning teachers.

***Grow Your Own Teacher Preparation Program Models.*** Research shows that most teachers accept jobs close to where they grew up and close to where they received their training. Schools and school districts have a strong interest in both the supply and the quality of candidates prepared by local programs. In addition, schools and school districts also have firsthand knowledge of the skills, experience, and mindsets that prospective teachers need in order to be successful when they enter the classroom.

Recruitment efforts for grow your own programs should start as early as high school or middle school because research indicates that students who aspire to teach while in high school become teachers at higher rates than student who did not express teaching aspirations.

***Educators Rising.*** In New Mexico, Educators Rising is a program that cultivates high skilled educators by guiding young people on a path to becoming accomplished teachers, beginning in high school and extending through college and into the profession. In its first year, Educators Rising established 30 chapters of its organization in the state, organized and hosted a state conference at New Mexico State University, created partnerships with the Public Education Department (PED) and Higher Education Department, and secured additional funding for FY17. Educators Rising is in the process of recruiting additional schools to participate and creating an advisory board.

***NMPrep.*** In addition, PED created NMPrep, which offered \$1.6 million in competitive funding in FY16 to collaborative partnerships between institutions of higher education, school districts, charter schools, and their partners to establish new and innovative teacher preparation programs that feature higher admission standards than current teacher preparation programs, practice-based curriculum and training programs designed to require significantly less time than traditional preparation programs, coaching support for new teachers extending into at least their first two years of teaching, and financial aid to remove monetary barriers to entering the classroom. Of the COEs participating in the June interim meeting, NMHU and Northwest Regional Education Cooperative #2 partnered with the special education department at APS to provide a rigorous training and ongoing on-site training for new special education teachers. PED has provided funding of \$337,589 to establish NMHU's initial cohort of 22 participants.

***Promoting the State's Alternative Licensure Routes as a Viable Option.*** Alternative licensure programs encourage a wide range of candidates to the teaching profession who may be changing careers, and they also increase the supply of diverse teachers into the state. According to the Education Commission of the States, research shows that alternative programs attract more minority and male recruits, and these recruits may be more likely to choose to work in urban or high-needs schools. Additionally, alternative programs specifically target

Research suggests that boosting class size for highly effective teachers would save money that could be used for bonuses for those educators taking on a larger workload.

hard-to-staff schools by placing new teachers in these schools during the programs. To address teacher shortage areas, the Legislature could pass legislation which provides support for individual teacher contracts or increase salary flexibility in those particular shortage areas. The Legislature could also pass legislation to provide incentives for STEM grant programs to focus resources in the most critical shortage areas and to provide for incentives for alternative licensure programs. Additionally, the establishment of a comprehensive annual summary of public school teacher needs by subject area and geographic location is needed so appropriate decisions can be made to increase teacher supply in shortage areas.

*Expanding the State's Teacher Loan Forgiveness Program.* The Legislature could consider the feasibility of expanding New Mexico teacher loan forgiveness programs or providing additional incentives for teachers teaching in a content shortage area or locality shortage area. The Legislature may also wish to consider the feasibility of policies which remove barriers to obtaining teacher licensure to encourage more reciprocity with other states.

*Increasing Class Size for Highly Effective Teachers.* An analysis from Georgetown University's Edunomics Lab suggests that boosting class size for highly effective teachers would save money that could be used for bonuses for those educators taking on a larger workload. Targeted increases in class size would require fewer teachers overall. It would also improve net student learning as more students would be taught by the most effective teachers.

According to research conducted by Legislative Finance Committee staff in 2013, staff noted some research indicates smaller class sizes make little to no difference in student achievement. A 2003 study of a North Carolina class-size reduction program found mixed results, while a 2003 study of the impact of a statewide class-size reduction policy in Florida found no increase in student achievement on standardized tests in third through eighth grades. A 2000 study examined data from the 1998 National Assessment of Educational Progress reading examination analyzed the effect of class size on academic achievement and found little to no impact.

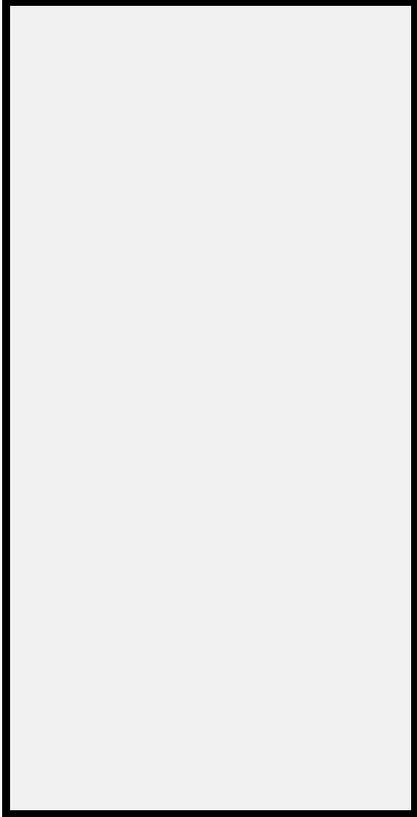
## QUESTIONS

What impact do various strategies related to teacher preparation have on teacher recruitment and retention?

Is there any significant difference between alternative route and traditional route programs in retention rates of the teachers they prepare?

What impact does raising preparation program entrance or completion requirements have on the recruitment and retention of teachers?

What is the efficacy of particular recruitment strategies and policies in bringing new teachers into the profession, including specifically



targeted populations?

Are programs that seek to recruit middle school, high school, or community college students into teaching effective in increasing the number of students who enter teaching or the subsequent success of these teachers and their rate of retention in the profession?

How effective are programs that offer scholarships or forgivable loans to college students who commit to going into teaching?

What examples can you provide from around the country where institutions of higher education are working to recruit and prepare teachers in shortage areas?

How many teachers are likely to retire in the next decade?

What policies are in place around the country to recruit teachers in high-need subjects and hard-to-staff areas and to recruit a diverse teaching force?

What are some policy examples that you are aware of to retain effective teachers?

HLM