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***Quality Educators:
The Best Opportunity for Maine Children***

**Final Report of the
K-12 Educator Recruitment and Retention Commission**

March 2001

Maine citizens have increasing expectations of our public schools. Because of this it is critically important to have qualified and quality people in every K-12 educator position. At the same time, Maine and the nation face educator shortages. Addressing the complexity of these issues will require public commitment to extensive study and interventions.

**Established by:
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FINAL DRAFT

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Educator Recruitment and Retention Commission

We, the members of the K-12 Educator Recruitment and Retention Commission believe that all Maine students are entitled to having the highest quality teachers and administrators guiding their education so they will meet the standards defined by the *Maine Learning Results*. We envision a learning environment in which educators are both professionally and fiscally well supported throughout their careers. All parties - the Legislature, Department of Education, University of Maine System, administrators, teachers, parents, private sector, and the citizens of Maine - will need to play an active role for this to become a reality. Each of these groups must work both individually and in combination with others to promote the ongoing development of quality educators by enhancing all parts of the educational system. We believe this represents the best opportunity the citizens of Maine can give to our children.

Francis Eberle, Commission Chair

J. Duke Albanese	Richard Barnes
Sandra Bernstein	Dan Breton
Robert Cobb	Patricia Conant
Donn Davis	Dana Evans
Peter Geiger	Jean Gulliver
Idella Harter	David Holt
Don Kanicki	Judith Lucarelli
Carl Lusby	Sally Mackenzie
Judith Malcolm	Karen Maxell
Norm Pelletier	Phyllis Shubert
Joyce Tugel	Nelson Walls

Part 1. Introduction

Over the past two years Maine has been recognized nationally as the best state in the nation to raise children and the leading state on progress on the nation's Education Goals. This respected status, combined with Maine's *Learning Results*, has created a climate of increasing expectations for Maine schools. Education is recognized as being essential to Maine's future social and economic success. Clearly, it is critical to have qualified and quality people educating the children in each public school. At the same time, Maine and the nation are entering a period of crisis in the employment of teachers and administrators.

"Teacher" is used in this report to mean all classroom and special subject teachers, librarians, guidance counselors, and special education teachers including speech therapists. "Administrator" is used to mean principals, superintendents, special education directors, vocational directors, curriculum directors, assistant principals, assistant directors, and assistant superintendents. Incumbents are nearing retirement age in much larger numbers than can be replaced by current sources of supply: the traditional educator preparation programs in Maine and the Northeast, and the few second career programs available. Certain subject areas, grade levels, and parts of the state are already experiencing severe shortages. Local districts report that increasing numbers of vacancies must be filled each year and that traditional recruiting practices no longer suffice. New solutions are needed if Maine is to continue to have well-qualified teachers and administrators in every district and school.

The Commission was established during the second regular session of the 119th Legislature by Resolve Chapter 130 as amended by PL 1999 Chapter 790 Part M (see Appendix B for a full statement of the Resolve). The 23-member Commission included representation from the State Board of Education, the Maine Departments of Education and Labor, the Maine Leadership Consortium, the Maine School Superintendents Association, the Maine Education Association, the Maine Principals Association, the Maine School Boards Association, the Maine Association of School Business Officials, the Colleges of Education at the University of Maine and the University of Southern Maine, the Maine Chamber of Commerce, the Maine Municipal Association, and the Maine School Leaders Network. Efforts were made to include a parent from the Maine Parent Teachers Association and the Special Education Parent Network, but neither organization was successful in identifying a member who could participate.

Education is recognized as being essential to Maine's future social and economic success. Clearly, it is critical to have qualified and quality people educating the children in each public school.

To address the issues specified in the Legislative Resolve, the Commission convened on September 27, 2000 and held six additional meetings on the following dates: October 24, November 17, December 11, 2000, January 12, February 5, and March 2, 2001. The scope of the work was established in the first meeting, outlining four categories of data for analysis:

- Teacher and Administrator supply and demand;
- Retention of Teachers and Administrators;
- Recruitment of Teachers and Administrators; and
- Strategies used or considered in other states.

Given the economic and geographic diversity of this state, the variety of positions involved, and the importance in Maine of locally based decisions, the Commission was instructed to think more broadly than searching for a single best solution. A complete listing of data considered is included as Appendix C. The Commission based its work on a review of current data and research from Maine and the nation. The findings and recommendations presented herein to the 120th Legislature represent the best work the Commission could produce given the resources of time and monies available.

The importance of this work cannot be overstated. Research has repeatedly found that the superintendency is the keystone for reform efforts in school systems. The leadership of the principal is the greatest single factor in the effectiveness of a school. And studies in Massachusetts, Tennessee, and Texas over the past five years have all addressed the impact of teacher effectiveness on student achievement: “a qualified teacher can have a dramatic effect on student achievement” (National Alliance of Business Databook, p6-7). Quality educators are essential to high-performing students.

Part 2. The National Context

“Today’s employment market is marked by mobility, job churn, high turnover. At no time in our history have people had so many job choices, or been such career nomads” (Price Pritchett, p30). At the same time, the nation’s schools will need to hire as many as 200,000 new teachers each year over the next decade as the “baby-boomers” retire (Darling-Hammond, August 1999, p6), and 4,000 principals a year through 2005 (Fenwick 2000, p10). This profile of the labor market, combined with the projected educator workforce needs, suggests a new career orientation for the educator workforce that will challenge the thinking and actions of school systems around the nation. “In the past few years more than 25 states have enacted legislation to improve teacher

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recruitment, education, certification, or professional development” (Darling-Hammond, December 1999, p5).

Shortages

Most school systems are facing some type of shortage in filling teacher vacancies, but not across all positions. According to a recent study by Public Agenda, “few [administrators] say the shortage is widespread.” 76% of administrators facing shortages describe it as a “serious but manageable” challenge, while 62% say it is limited to specific types of teachers. (Public Agenda 2000, p12) For example, some positions, such as elementary classroom teachers, have had a surplus nationally for many years. Other positions - special education, science and mathematics teachers - are in short supply across the nation. Contributing to the teacher recruitment problem is the historic lack of teacher mobility: most teachers have made their careers within 100 miles of where they earned their teaching certificates (National Association of State Boards of Education, August 1999). This creates teacher shortages and surpluses that are simply a matter of the supply and demand existing in different places.

It is difficult to quantify the shortage of principals. New York City schools began the 99-00 school year with 195 principalships vacant and 144 filled by interim or acting principals (Fenwick 2000, p9). Half of superintendents who had hired a principal in 1997 reported that there was a shortage of qualified candidates (Institute for Educational Leadership, p2). But most states report large numbers of people holding principal certification who are not working as principals, and nationally a high percentage of the master’s degrees held by teachers are in administration (Fenwick 2001, p1). The National Association of State Boards of Education found that “the most common source of principal candidates is teachers who self-select the field of school administration for graduate study” (NASBE June 2000). It appears that there is no shortage of individuals qualified to be principals, but rather a shortage of applicants for these positions (Fenwick 2000, p37). Based on this, it appears that many shortages of principals could be addressed by purposeful recruitment combined with affirmative steps to improve the position.

Compensation

Financial rewards and incentives are usually discussed as part of the solution to educator shortages. In a survey of Teachers of the Year, “a significant number identified financial incentives [specifically, higher beginning salaries, scholarship programs, loan forgiveness, and signing bonuses] as the most effective recruitment strategies for new teachers” (Chief Council of State School Officers, October 2000, p6). Public Agenda conducted focus

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groups of new teachers and of young college graduates who did not choose teaching as a career, and surveyed a national sample of superintendents and principals.

Large majorities of both administrators and new teachers say teachers are underpaid. But new teachers do not believe money is the magic bullet that is guaranteed to improve teacher quality – they rate several other measures, such as reducing class size, as more effective. Moreover, by very high margins, most would sacrifice higher pay if it meant they could work in schools with well-behaved students, motivated colleagues and supportive administrators. (Public Agenda 2000, p18)

In a trend similar to the Public Agenda Study, the CCSSO study found that 43% of experienced teachers identified salaries of beginning teachers very important today for individuals making the decision to become a teacher, while only 3.8% said that beginning salary had been important in their own decisions to become a teacher (CCSSO, p23-24). 80% said higher beginning salaries was a great need in retaining beginning teachers (CCSSO 2000, p7).

There are many aspects to the issue of teacher compensation. Salaries alone will not solve shortages - the high salaries of Connecticut teachers have not insulated that state from experiencing the teacher shortages that face the nation. Districts can experience high turnover if there are inequities in compensation across districts. One means of addressing compensation equity within a state is for the state to implement statewide salary schedules. In 1997, 23 states had done so (Education Commission of the States, 2000). The ECS has analyzed the current structure of teacher salary schedules and identified pros and cons of this approach to compensation, which recognizes performance based only on years of experience and formal education. Several states are trying short-term strategies such as signing bonuses. The Commission did not find research linking approaches to compensation and student learning.

It is commonly believed that teachers are poorly paid compared to occupations requiring the same education level. Nationally, teachers are paid 82% of other occupations requiring a bachelor's degree (National Alliance of Business Databook, p48). This is in proportion to the days worked in a year between teaching and the private sector. However, a comparison of the movement of teacher salaries and all other salaries requiring a bachelor's degree over time reveals a relative loss for teachers: in 1980 teachers earned \$33,000 on average compared to other occupations earning \$38,000; in 1997 teachers had increased to \$38,000 but other occupations had increased to \$48,000, twice the teacher increase (National Alliance of Business Databook, p17).

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Inadequate salaries are cited as a major factor in the shrinking administrator candidate pool. The national average per diem pay is \$249 for elementary principals and \$286 for high school principals, compared to \$241 for teachers with a master's degree - an insufficient pay differential for the difference in responsibilities. Superintendents who had difficulty filling a principalship cited as reasons "compensation insufficient compared to responsibilities, job generally too stressful, and too much time required." (Fenwick 2000, p10)

Standards

Most states are raising standards for certification of teachers and administrators. This trend could compound the shortage of educators if it discourages people from pursuing careers in education. An analysis of the history of educator shortages indicates that it is possible to raise standards and still increase the supply of teachers (Darling-Hammond August 1999, p5). One reason for this is that raising standards is an indicator of the increased prestige of a profession, which in turn attracts people to the profession. There is evidence that certain kinds of teacher preparation are linked with better student results and greater retention of teachers. Student performance is better when their teachers are fully certified with a major in their teaching field, and have at least three years of teaching experience (Darling-Hammond December 1999, p9 & 29). Nationally only 40-44% of those trained to teach stay in teaching more than five years (National Alliance of Business Databook, p22). Teachers prepared in extended 5-year teacher preparation programs are twice as likely to still be teaching at the end of three years than teachers prepared in traditional undergraduate programs, and four times as likely as teachers prepared in "truncated" second career programs (Darling-Hammond August 1999, p13-14).

Alternative pathways to certification for teachers and principals are subject to criticism, especially programs that shortchange essential elements of educator preparation. Both content and pedagogy are essential for teachers in today's classrooms. Specifically, principals identify teaching experience as an essential part of their own pre-service preparation (Fenwick 2001, p1). It may not be a problem to drop the teaching requirement for superintendent certification, since in some large districts this is comparable to a corporate chief executive officer position. But the principal has to be an effective coach and judge of teaching, and therefore needs to have taught to be credentialed as a principal (Fenwick 2001, p4).

Preparation programs for teachers and administrators should be based in the reality of today's schools. The study of new

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approaches to classroom management and student discipline was cited as a shortcoming of preparation programs in both state and national studies. (Public Agenda 2000).

Reasons for Leaving

In 1994-95 the U.S. Department of Education conducted a follow-up survey of people who left teaching. The four most common responses were: Lack of Recognition and Support (31.6%), Student Discipline Problems (16.6%), Poor Student Motivation (15.5%), and Poor Salary (10.3%). The other seven reasons cited totaled 26.1%. (National Alliance of Business Databook, p22).

The CCSSO study of experienced teachers (October 2000, p36) identified conditions that experienced teachers need “to encourage them to remain in the classroom.” Three of the top four conditions could be achieved in most school systems without a significant increase in cost:

- 1st School administrator support (82.8%)
- 2nd Better pay scales (82.5%)
- 3rd Active role in school decision making (72.5%)
- 4th More planning time with peers (71.8%)

The next two conditions were related to ongoing professional development and sabbatical opportunities (65.3% and 64.2%, respectively). This suggests school system action that can reduce turnover of experienced teachers.

The Harvard Principals Center has studied the reasons that principals leave their positions. “Increased job stress and responsibilities have caused principals to retire earlier” while at the same time fewer teachers desire to become principals (Fenwick 2000, p10). Participants in the Principals Leadership Summit held in Washington, D.C., in July 2000, identified five reasons that people do not seek a principalship: “the changing demands of the job; salary; time; lack of parent and community support and the negativity of the media and the public toward schools; and lack of respect” (Institute for Educational Leadership, p7).

Strategies

The U.S. Department of Education, in its report “Eliminating Barriers to Improve Teaching (2000), recently provided comprehensive, locally-focused strategies for both states and local school systems in six areas:

- Recruitment of Quality Teachers
- Preparation of Quality Teachers
- Certification of Effective Teachers
- Professional Development for Teachers

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Retention of Quality Teachers
Development of Effective Leaders

The Resource List (Appendix D) has the web address for obtaining a copy of this full report.

Numerous research groups and national education organizations have produced reports with plans to address the problem of educator shortages. The Milken Family Foundation has presented a five-point plan entitled “A Strategy for Assuring the High Caliber of America’s Teachers” (1999) as follows:

- 1st Our model provides all teachers with *multiple career paths*.
- 2nd *Broad market-driven compensation ranges* provide flexibility to reward performance and to negotiate salaries.
- 3rd An *expanded pool of high quality teachers* is ensured by a comprehensive approach to enlisting the best [people to become teachers].
- 4th High standards are maintained through *performance-based accountability*.
- 5th *Ongoing, applied professional growth* consists of less seat time and more analysis of clinical, school-based experience.

This plan is closely aligned with the suggestions of Susan Moore Johnson of Harvard University and Linda Darling-Hammond of the National Commission on Teaching and America’s Future.

The Task Force on the Principalship found that 20 years of research on effective schools established the principal as the ‘keystone’ of good schools. “Without the principal’s leadership, efforts to raise student achievement cannot succeed.” (Institute for Educational Leadership, p6) The Task Force identified three “strategies for reinvention:” fill the pipeline with effective school leaders; support the profession; and guarantee quality and results.

Writing in *Education Week* (11/8/00), Thomas Glass recommends seven points to address superintendent shortages:

- Job Security: renewable 6-year contracts
- Fair Compensation Packages
- External Evaluation of the Board
- Incentives for Prospective Applicants
- Professional Development and Satisfaction
- Budgets for Central Office Staff Positions
- Controls on Board Micromanagement

There is no shortage of studies to identify the source of today’s educator shortages: a mismatch between supply and demand; cumbersome hiring procedures; late budget decisions; lack of pension portability; lack of support for beginners; lack of incentives to motivate and energize veterans; inadequate compensation; difficult teachers, administrators, board members, citizens, parents and children. The list is long and daunting.

“Fill the pipeline with effective school leaders; support the profession; and guarantee quality and results.”

However, it is critically important to remember that the academic performance of children is the key to the future well being of our economy and our society. "The recruitment and retention of quality teachers, in other words, is everybody's business." CCSSO, October 2000, p4)

"The recruitment and retention of quality teachers, in other words, is everybody's business."

Part 3. The Condition of Maine's Educator Workforce

The Commission analyzed a great deal of information available from the Maine Department of Education's databases, as well as information from the Department of Labor, the Maine School Management Association, and the American Federation of Teachers (See list in Appendix C. Recent reports from the Maine Leadership Consortium on this topic were considered as well. In addition, a search of other states' websites yielded material for analysis.

Educator Demographics

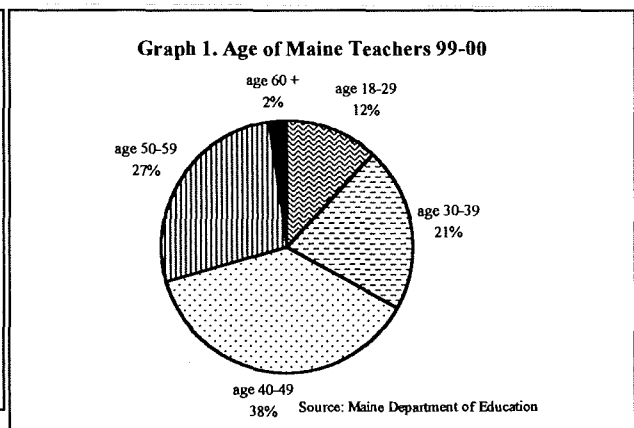
During the 99-00 school year, Maine public schools employed 15,690 classroom teachers. The profile of a typical teacher is a white female, 43 years old, with close to 16 years of teaching experience, and some education beyond a bachelor's degree, which was earned in Maine. The data behind each of these statistics have implications for strategies to address the current shortage of educators.

- ❖ Over 99% of Maine teachers are white. This is less diverse than the overall population of the state, which is 98.4% white.
- ❖ 71% of Maine teachers are women (Table 1). The fact that women now have many alternatives to the traditional professions of teaching and nursing contributes to the shortage of teachers.

Table 1: Maine Public School Teachers 99-00

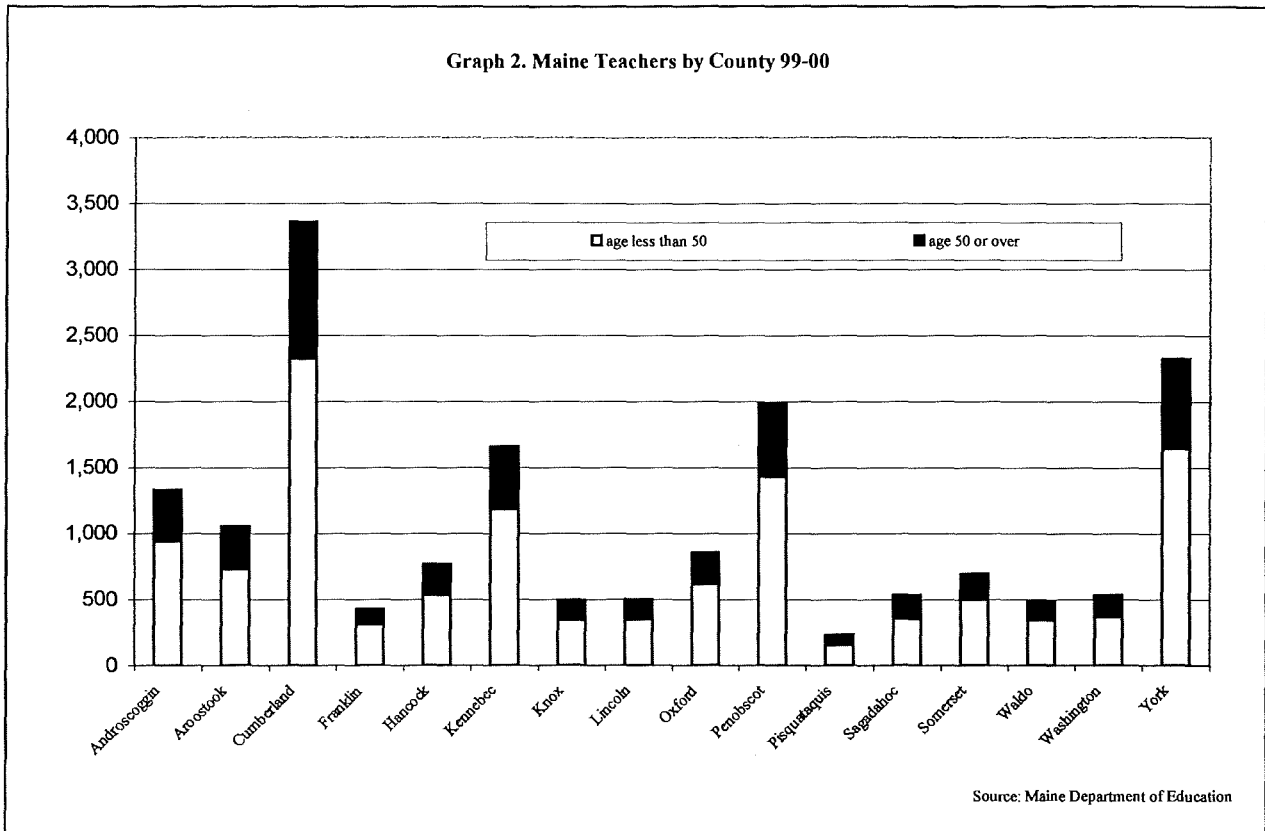
	elementary	secondary*	K-12	%
Full Time				
Women	8,204	2,990	11,194	71.3%
Men	1,766	2,730	4,496	28.7%
TOTALS	9,970	5,720	15,690	
Part Time				
Women	625	260	885	81.3%
Men	70	134	204	18.7%
TOTALS	695	394	1,089	

*Includes those who teach at both elementary & secondary level.
Source: Maine Department of Education

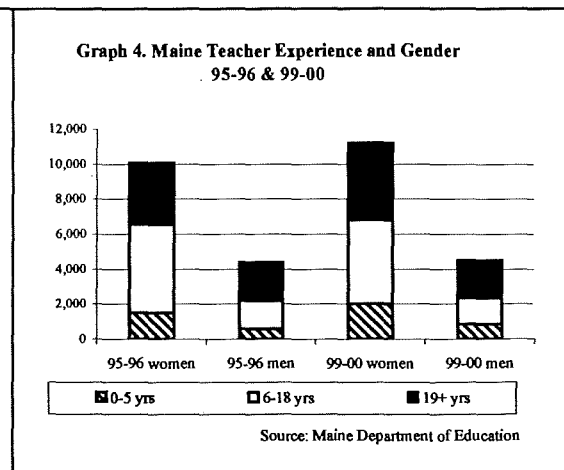
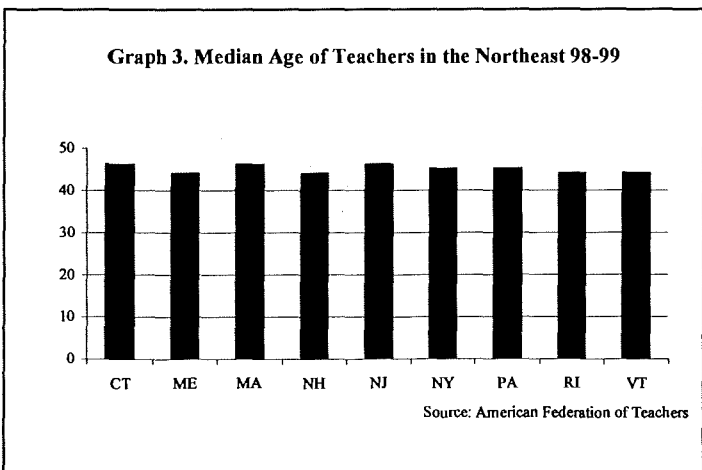


- ❖ The average age of Maine teachers is in the low-to-mid-40's in all subject areas and in all counties in the state (Graphs 1, 2 and 12). For teachers who were employed in Maine prior to statutory changes in the Maine State Retirement System in the mid-1990's, optimal retirement age is 55. The percentage of teachers age 50 or over varies by county from a low of 27.8% in Oxford County to a high of 33.3% in Pisquataquis County (Graph 2). This suggests that we will face high numbers of retirements in the near future in all regions of the state. This will be compounded by the age of teachers in northeastern states (Graph 3).

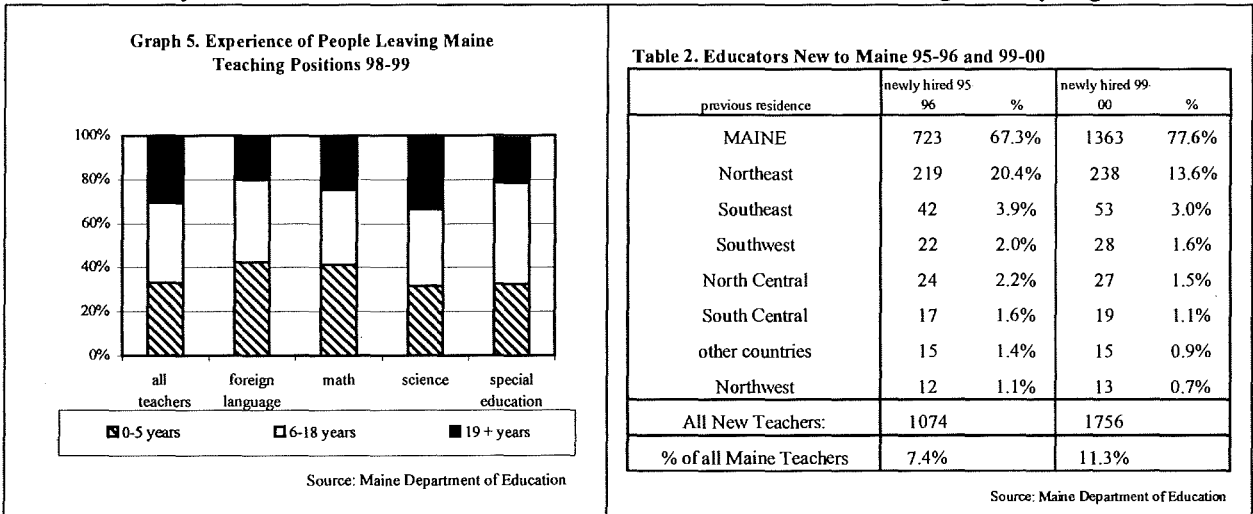
According to the American Federation of Teachers, the median age in 98-99 was in the mid-40's in all northeastern states. Since the small states, including Maine, are on the younger end of this we can anticipate pressure from the larger states to adversely impact Maine's efforts to keep our teachers.



❖ 42% of Maine teachers have 19 or more years of experience (Graph 4). This varies by gender: 39% of women teachers and 48% of men teachers have 19 or more years of experience. 30% of those who left their teaching position in 98-99 were in this experience category (Graph 5).



- ❖ Maine higher education programs play a critical role in addressing teacher shortages. 69% of Maine teachers earned their bachelor's degree from the more than 16 higher education institutions in this state. 78% of the 1756 teachers hired in 99-00 came from Maine, in contrast to 67% in 95-96 (Table 2). In the class of 1999, all Maine colleges and universities preparing education majors produced a total of 588 graduates. Half of those majored in elementary education, an area that has not been identified as a shortage in any region.



- ❖ 33% of all Maine teachers have a Masters degree (Table 3). The Essential Programs and Services research has shown a correlation between student performance and the education level of teachers. This suggests that efforts should be undertaken to increase this percentage. All of the Maine colleges and universities offering graduate degrees in education awarded a total of 430 graduate degrees in 1999.

Table 3. Education Level of Maine Public School Teachers 99-00

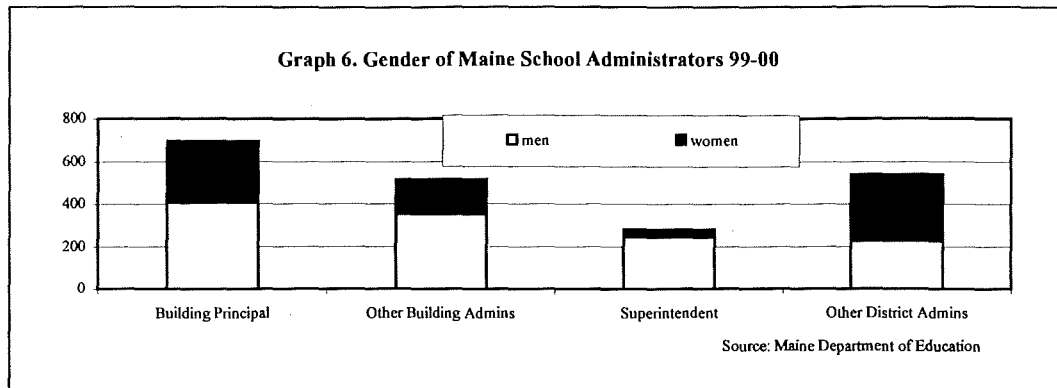
Educational Attainment	Women		Men		Total	
	number	%	number	%	number	%
Less than Bachelors Degree	31	0.3%	132	2.9%	163	3.1%
Bachelors Degree	5,028	44.9%	1,828	40.7%	6,856	43.7%
Bachelors + 15 or more credits	2,471	22.1%	972	21.6%	3,443	21.9%
Masters Degree or more	3,664	32.7%	1,564	34.8%	5,228	33.3%
T O T A L S:	11,194		4,496		15,690	

Source: Maine Department of Education

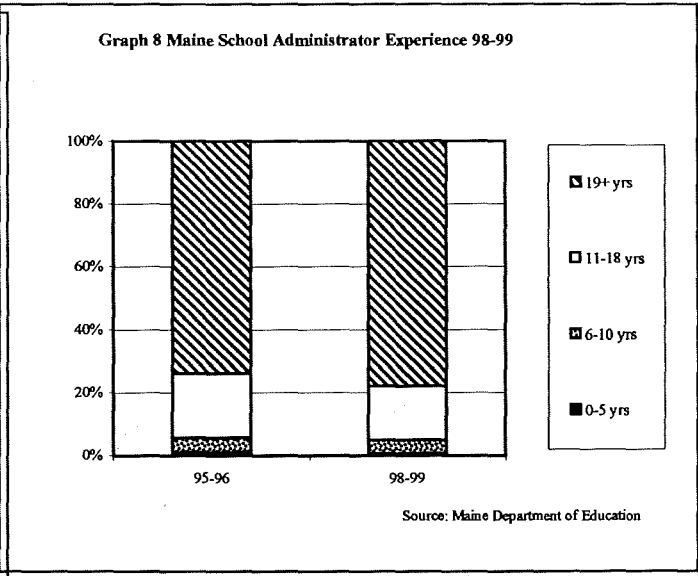
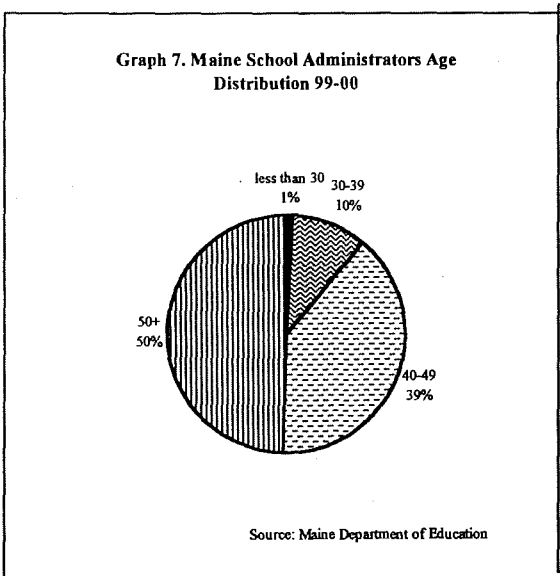
The demographic patterns are not as distinct for administrators as they are for teachers, but some similar patterns exist. The following data is from the Maine Department of Education and the Maine Education Policy Research Institute.

- ❖ In 99-00 there were 1493 Maine school administrators, counting individuals employed as an administrator more than 50% of the day. In addition there were over

500 individuals who held administrative positions on a part-time basis, or a combination of several part-time administrative positions.



- ❖ Over 99% of Maine school administrators are white. 60% are male, with the highest proportion of females serving as principals (40%) and the lowest serving as superintendents (12%) (Graph 6).
- ❖ In general, Maine school administrators are older and more experienced than teachers (Graphs 7 and 8). In 99-00, 49% of administrators were 50 or older and 72% had 19 or more years of experience. This changed substantially from 98-99, when 40% were 50 or older and 78% had 19 or more years of experience. This suggests large numbers of experienced administrators could leave in the next few years, which would be consistent with national projections.

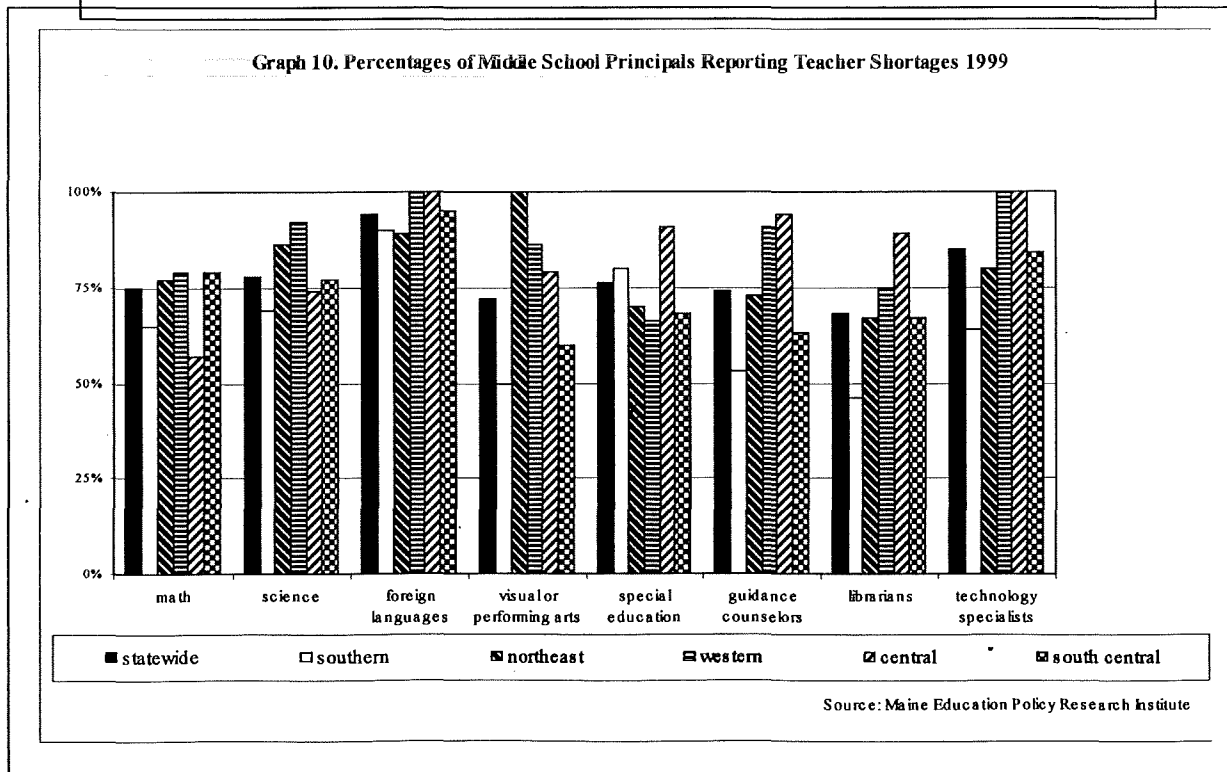
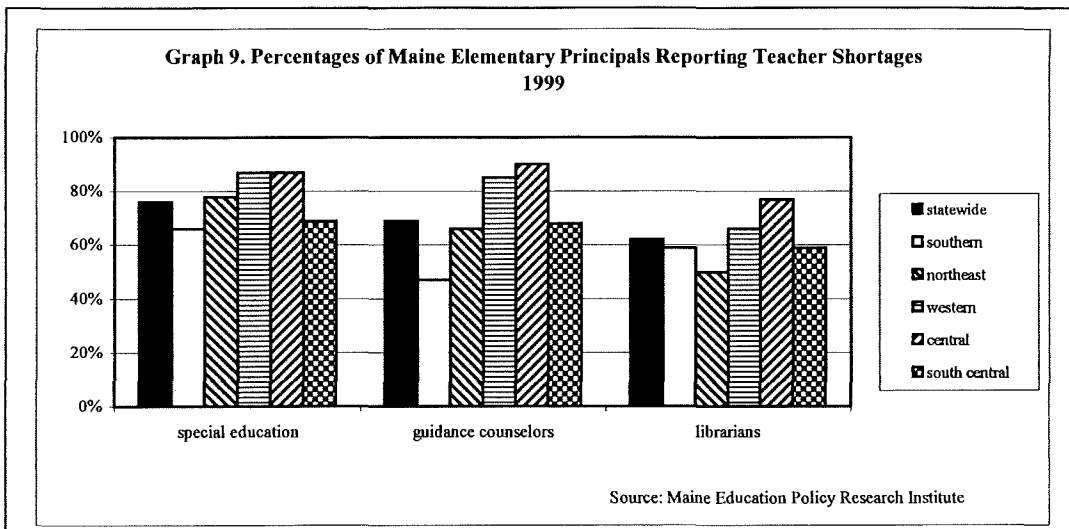


- ❖ The number of Maine school administrators is no longer decreasing, as it did in the first half of the last decade. From 95-96 to 99-00 the number of administrators increased by over 200. The ratio of full-time staff to administrators in 99-00 was back down to the 90-91 level of 22.3 to 1, and the ratio of teachers to administrators was just under 12 to 1.

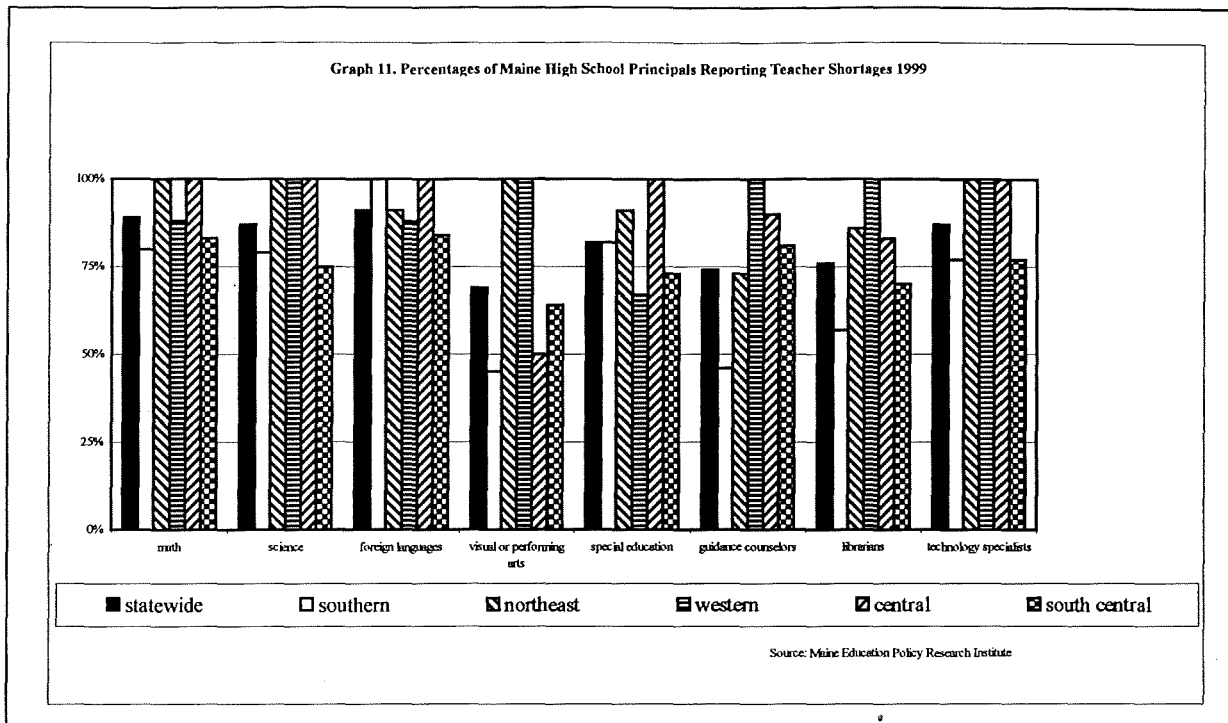
- ❖ Almost all Maine school administrators have a master's degree, since this is required for certification as a principal or superintendent. Many superintendents have a degree beyond a master's degree.

Shortages

The Maine Education Policy Research Institute (MEPRI) conducted a survey of school principals in the spring of 1999 to determine the extent and nature of the teacher shortage in Maine as perceived by principals. 70% of principals responded to questions about the supply of qualified educators for vacancies in the past three years. The responses were analyzed by level (elementary, middle and high school), and by five regions of the state. Results are summarized in Graphs 9 - 11.



At least 74% of principals reported that there is no shortage of elementary classroom teachers, except in the northeast region where just 57% reported no shortage. A shortage of special education teachers was reported at all levels and in all regions. Middle and high school foreign language teachers, followed by math, science and visual or performing arts teachers, then guidance counselors and librarians at all levels are also in short supply but with wide variation across the state. (MEPRI, July 2000)

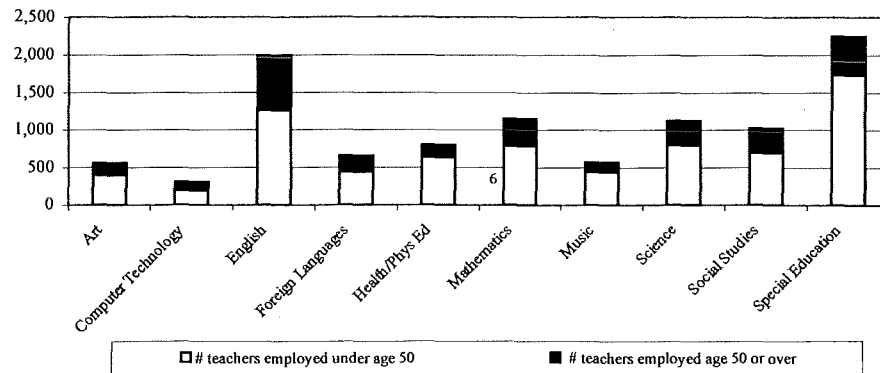


One indicator of shortage is the percentage of teachers with no major in the subject they teach. The National Alliance of Business (Databook, p8) reports that in 93-94 28% of math teachers nationally were not math majors, compared to 32% of math teachers in Maine. In the same year, 26% of science teachers nationally were not science majors, compared to 33% in Maine. This contrasts with English teachers, where the number teaching without a major was 22% nationally and 19% in Maine.

Even in subjects that have not had shortages in the past, the age of the teaching force may result in shortages in the near future. Almost 39% of English teachers are age 50 or over, and 31% of social studies teachers (Graph 12). The subjects with the lowest percentages of teachers over 50 are Health/Physical Education, Music and Special Education. While the average age of special education teachers is lower than other shortage subject areas, there are still more special education teachers over the age of 50 than in the other shortage areas. This is compounded by factors such as the intensity of the needs of this student population, changing federal and state requirements, increasing legal issues, and high demands for paperwork.

As Maine moves toward implementation of *Learning Results*, shortages in two of the three content areas where implementation is currently postponed could become critical. There will be a sharp increase in the demand for teachers in the visual and performing arts, and as many as 300 new teaching positions will be created in modern and classical languages.

Graph 12. Maine Teachers by Subject and Age 99-00



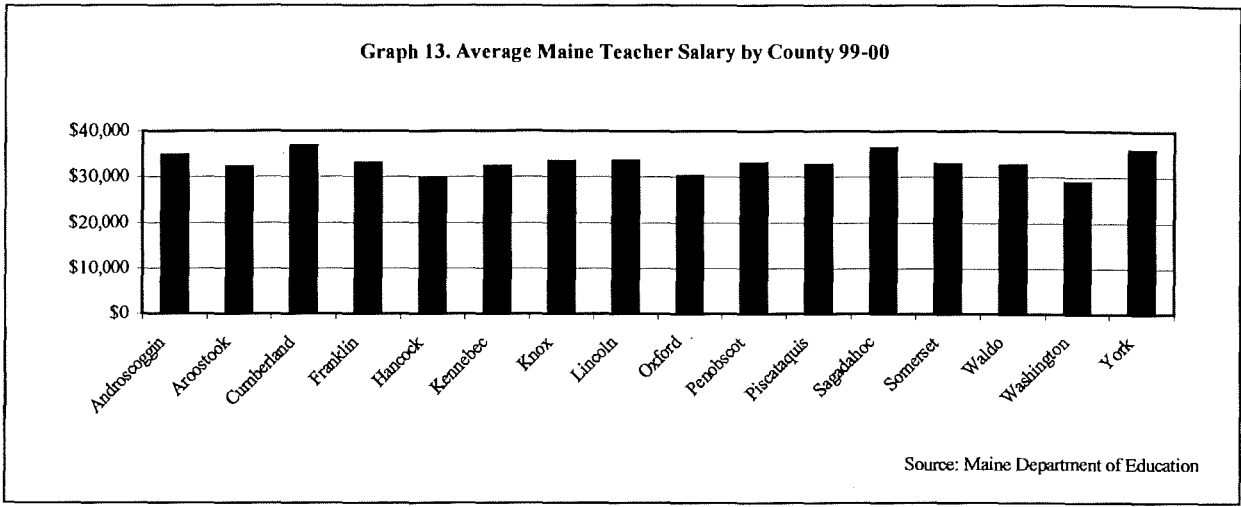
Source: Maine Department of Education

Most Maine superintendents have experienced shortages when filling principal and special education director positions. In recent years, it is not unusual to have fewer than five candidates for a high school principalship. The Maine School Management Association (1998) compiled data on 100 superintendent vacancies from 1995 through 1998. Most candidate pools had fewer than 20 applicants, with the range from a high of 30 to a low of 5. Given the age of superintendents and the fact that the University study (Maine School Management Association, 1998) only yielded a net increase of 3 potential superintendents, this is likely to be the most severe shortage of all positions discussed.

Compensation

Teachers are paid based on a salary schedule, with both the structure of the salary schedule and the amount of compensation determined through negotiations in each local school unit. In 99-00 there were 188 different agreements, 92% of them following traditional steps (Appendix F). Typically this means that for each year of teaching experience there is an increase in pay up to a specified number of years of experience (the average is between 17 and 18 steps). There are also columns (known as lanes) in the agreements for increasing levels of education. Maine statute established the minimum starting salary for certified teachers at \$15,500, effective in 1987 (Title 20-A MRSA §13404). In 99-00, fourteen years later, most local negotiated agreements began at more than \$20,000, with the 99-00 state average at \$21,939. For the 15 agreements providing a PhD lane, the top pay at that level averaged \$46,933. In addition, all 188 of current agreements provided health insurance. The average district cost of this was \$5712 for teachers requiring family coverage. Less than half of the 188 agreements provided dental or life insurance.

Given the experience levels of Maine teachers, the actual average salary is far above the base pay. This varies statewide, with the lowest county average in Washington County at \$28,882 and the highest in Cumberland County at \$36,741 (Graph 13). Behind these average figures are great variations across the state: there is one district where the top of the pay scale is less than the bottom in another district.



differentiated pay only if there is a clear differentiation in the work or qualifications of the higher paid position. One example of this is differentiation based on length of work year. Statute requires a minimum of 175 student days in each school year and a minimum of 5 teacher days in addition to the student days (MRSA Title 20-A §13404). The teacher work year currently is 181 days on average (of the 188 units whose collective bargaining agreements were referenced above). Individual teachers required to work more than the number of days their local agreements specify are compensated accordingly.

The second example of differentiated pay for teachers support by the union is higher compensation for teachers who have earned National Board Certification. This is a rigorous assessment of teaching knowledge and skills that often requires more than a year to complete. Twenty states are providing additional compensation for teachers who have earned National Board Certification, sometimes as a one-time bonus and sometimes as a multi-year addition to locally negotiated compensation. At this time a few local negotiated agreements provide additional compensation for National Board Certification, but there is no state policy.

Table 4. Wages for Occupations in Maine Requiring a Bachelor's Degree 1998

occupation	Maine average		US average
	average	per day*	average
Accountants & Auditors	\$38,210	\$166	\$41,870
Chemists	\$44,824	\$195	\$49,504
Civil Engineers	\$50,315	\$219	\$54,662
Dietitians & Nutritionists	\$34,195	\$149	\$36,130
Economists	\$45,781	\$199	\$53,206
Elementary School Teachers	\$33,440	\$185	\$38,600
Human Resources Specialists	\$35,942	\$156	\$40,498
Instructional Coordinators	\$37,357	\$162	\$41,309
Lab Technologists	\$34,986	\$152	\$38,189
Public Relations Specialists	\$33,093	\$144	\$38,792
Secondary School Teachers	\$32,680	\$181	\$40,350
Social Workers	\$30,784	\$134	\$32,282
Technical Writers	\$37,357	\$162	\$44,179
Writers and Editors	\$35,298	\$153	\$39,333

*Maine average work year assumptions:
 Teachers 181 days
 Other occupations 230 days

Source: Maine Department of Labor

Table 5. National Beginning Salaries of College Graduates 1999

occupation	beginning salary	
	beginning salary	per day*
Accounting	\$35,555	\$148
Business Admin	\$36,886	\$154
Chemistry	\$36,252	\$151
Computer Sciences	\$42,500	\$177
Economics/Finance	\$38,234	\$159
Engineering	\$44,362	\$185
Liberal Arts	\$34,776	\$145
Math or Statistics	\$41,698	\$174
Sales/Marketing	\$36,278	\$151
Teaching	\$26,639	\$144

*National work year assumptions:
 185 days for teachers
 240 days for other occupations

Source: American Federation of Teachers

The level of pay for those entering the profession is important as an attraction to bring people to teaching, especially in fields that have better paying career opportunities like mathematics and science. The Commission reviewed wage information from the Maine Department of Labor for other occupations requiring a bachelor's degree (Table 4), and beginning salaries compared to other occupations from the American Federation of Teachers (Table 5). These tables also show per diem pay, assuming that the non-education occupations require 230 workdays each year. Even if per diem comparisons suggest that teacher pay is in line with other fields, the competition for teachers requires consideration of what teachers are paid in other states.

Maine ranked 33rd in the nation with an average teacher salary of \$34,906 in 98-99, and fell to 37th when adjusted for cost of living. All states in the northeast region had higher average teacher salaries than Maine, and five were in the top ten in the nation (Table 6). Adjusted for cost of living, New Hampshire and Rhode Island fell below Maine. Four states in the region are in the top ten in the nation in starting teacher salary, compared to Maine at 28th, with only New Hampshire lower than Maine. Included among the states with better teacher compensation were states with the most aggressive teacher recruitment and retention financial packages (Connecticut, Maryland, and Massachusetts).

Table 6. Maine Teacher Salaries Compared to the Nation and Region 98-99

indicators	Nation ave salary	Maine ave salary	rank	% of US ave salary	Region* rank
Per Capita Income	\$28,542	\$24,603	37th	86.0%	all above ME, 6 in top 10
Beginning Teacher Salary	\$26,639	\$24,962	28th	71.5%	7 above ME, 4 in top 10
Average Teacher Salary	\$40,574	\$34,906	33rd	86.0%	all above ME, 5 in top 10
Average Teacher Salary, COLA Adjusted	\$40,574	\$36,010	37th	88.8%	7 above ME, 5 in top 10
% Education Spending on Teacher Salaries	38.0%	40.3%	15th	106.1%	1 above ME, 1 in top 10

*Region includes 6 New England states, New York, New Jersey, and Pennsylvania

Source: American Federation of Teachers

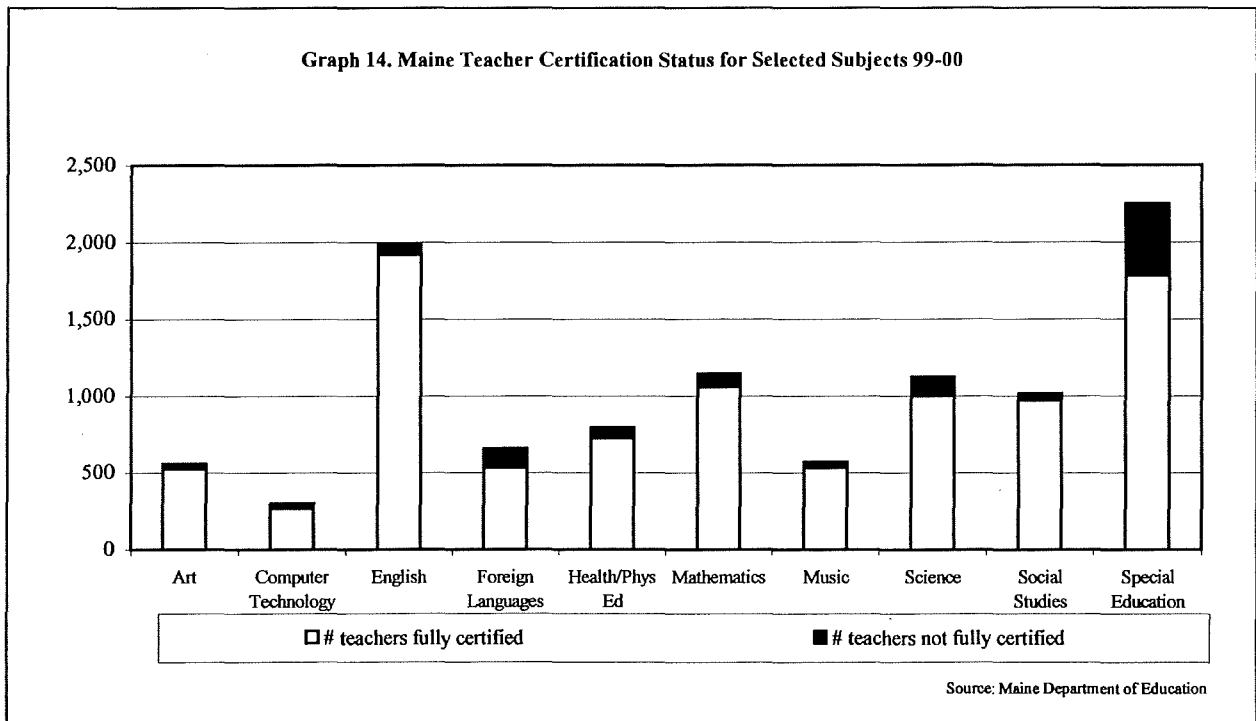
A significant compensation statistic is the amount of debt that education graduates accrue compared with other majors. At the University of Maine, it is not unusual for an education major to graduate with \$25,000 in outstanding student loans, in contrast to engineers who can graduate debt-free thanks to the extensive scholarship assistance available. Endowed scholarships at the Colleges of Education at the University of Maine and the University of Southern Maine total \$44,000 and \$39,000, respectively. This contrasts sharply with \$2,086,000 in endowed scholarships at the University of Maine for Engineering, Natural Sciences/Forestry and Business/Public Policy at the University of Maine and \$143,000 for all colleges except the Law School at the University of Southern Maine. Teachers must make the same car loan and rent payments as engineers at half the starting salary, with the added burden of college loans. It is small wonder, then, that 22-year-olds are staying away from teaching in large numbers.

The Paul Douglas Teacher Scholarship Program provides forgiveness of loans in shortage subject areas. The Department of Education annually determines which positions qualify, considering the number of vacancies, the number of teachers currently with less than full certification, and the percentage these reflect of total teaching positions in these subjects. For 00-01 teachers of special education including speech, French, Spanish, chemistry and physics, mathematics, and computer technology all qualify for loan forgiveness under this program.

Administrator salaries appear to be more on a par with other occupations. However, controlling for days worked, Maine principals are not paid much more than teachers, even though the average principal has more education and experience than the average teacher. Salary is the leading reason why teachers holding principal certification choose not to apply for administrative positions; this is followed closely by the time demands of the position and the increasing intensity of legal issues (Downs, Oct 1999, p2). The labor market determines salaries of superintendents: what salary and benefit package will be needed to attract the best superintendent for a school system. Once employed, the superintendent's salary is determined locally based on Board perceptions of the superintendent's performance. The compensation of principals may be determined in a manner similar to superintendents, or may involve a salary schedule, depending on the size of the school system and local personnel practices.

Standards

Certification is the minimum licensure, under Maine law, for individuals to teach in Maine. When there is a shortage of fully certified candidates for a vacancy, school districts can employ individuals without full certification, subject to certain conditions. Thus the frequency of employment without full certification is one indicator of shortage. As can be seen in Graph 14, special education, foreign languages and sciences have the highest percentages of teachers employed without full certification.



There are changes in certification underway for both teachers and administrators. Teacher certification changes are described in Appendix G. Administrator certification standards will be aligned with the Interstate School Leaders Licensure Consortium standards, described in Appendix H. Changes being considered are intended to move towards applicants for initial certification demonstrating that they meet standards, rather than counting credits of college coursework. Certification changes are also intended to provide flexibility for individuals wishing to enter teaching or administration from other careers or states.

There are far more certificates to teach issued by the Maine Department of Education than there are teaching positions. This is due in part to the large number of people holding multiple certificates. Table 7 shows that for high school content areas, 16,448 people hold 26,751 teaching certificates. Of the 16,448 people, 11,784 are employed using their certificate(s), which means there are 4,664 people holding Maine teaching certificates who are not teaching in Maine. It is likely that many of these people are retired, since the average age of certificate holders is 2 to 5 years older than the average age of current teachers. This is true across all content areas listed, including the subjects with the most severe shortages.

Table 7. Comparison of Maine Certification and Employment by Subject 99-00

	number of certificates	people certified	employed	available	average age
Art	800	796	597	199	46
English	4,009	3,406	2,258	1,148	48
Foreign Languages	1,390	1,036	771	265	47
Health/Phys Ed	2,417	1,238	851	387	43
Mathematics	1,838	1,061	757	304	44
Music	755	745	588	157	44
Science	3,247	1,238	851	387	43
Social Studies	5,214	2,736	1,886	850	46
Special Education	7,081	4,192	3,225	967	44
Total Teachers	26,751	16,448	11,784	4,664	
Administrators		2,426	1,816	610	51

Source: Maine Department of Education

A study was conducted in 1999 of individuals certified as principals, superintendents and special education directors (Downs, 1999). 42% of respondents held at least two administrative certificates. This study supported national findings that there are many individuals certified as principals and special education directors who do not hold these positions, a possible source of candidates for future vacancies.

Maine State Retirement System

The Commission explored several issues with the Maine State Retirement System. A representative of the Retirement System attended a meeting of the Commission to respond to questions, as follows.

1. Explain the structure of the retirement system for Maine educators.
2. What is retirement based on: impact of age, salary, years of service, and so on?
3. What is the current average retirement age of teachers?
4. What impact have statute changes in 1991 and 1993 had on retentions/retirements?
5. Is it a break-even for teachers to retire at age 55 even with the penalty?
6. What is the portability of retirement systems across states?
7. Explain the social security penalty in Maine; why is Maine one of six states with this requirement?
8. How do requirements and benefits compare across the different groups covered by the State retirement system?
9. Are there any trends so far in numbers of educator retirements each year, any regional trends?
10. How many people select “retirement” status? What does retirement mean?

Responses to these questions partially clarified the understanding of Commission members of several aspects of Maine’s Retirement System. However, it is not possible for the Retirement System to determine the average retirement age of teachers (question 3), since the category of “teacher” includes teachers, administrators, educational technicians II and III and some secretarial positions. This missing data hinders the Commission’s ability to predict how many individuals will be retiring as teachers, as principals and as superintendents. Similarly, there are no data available on trends in the number of educator retirements or on trends by region of the state (question 9).

Statutory changes in Maine’s Retirement System in 1991 and 1993 created a two-tiered system, with some able to retire sooner than others based on the number of years of service in the Retirement System prior to the changes in statute (see Appendix I for detail). Current statute requires individuals to work longer in the Retirement System in order to retire without penalty. Educators see this as a penalty rather than as an incentive to continue working.

In a time of shortage, retired educators could provide short-term or part-time assistance. Currently, there are penalties from the Retirement System for those considering a return to part-time employment. Some states are revising retirement system statutes to allow for this in designated shortage positions. The intent of these changes is not to force people to work more years, but to not penalize those who would like to teach a class a day, for example, when course enrollment becomes unacceptably high, or to fill in for a long-term leave for the physics teacher recovering from surgery.

Maine is one of fourteen states where retirees cannot participate in both social security and state retirement systems, and one of six states with the specific restrictions that apply. This situation is known as “the social security general pension offset,” which means that the federal government subtracts the amount of Maine retirement payments from the individual’s social security check. In addition, individuals covered by the Maine’s Retirement System cannot collect spousal benefits under social security; this is known as “the spousal offset.”

There is a lack of portability of the retirement benefits among states. This greatly restricts the ability of Maine school districts to attract mid-career educators from other states. It also penalizes individuals entering teaching as a second career. Individuals leaving the system can withdraw the monies contributed as a payroll deduction to invest in another plan, so the educator retirement system offers no barrier to individuals leaving the system. At present at least four

principals who began careers in other states are planning to leave Maine because of the lack of retirement portability.

Reasons for Leaving

The Maine Department of Education collects some basic information on the Staff Information Form EFM-15 (Appendix J) for every person who is not teaching in the district where employed in the previous year. In 98-99 there were 1603 teachers in this category, or 10% of all full and part-time teachers (Table 8). 20% of them left for retirement, with an average age of 57 and average of 30 years experience. Teachers leaving for each of the other reasons had an average of 10-11 years experience and an average age of 37-39. The largest category of those leaving (36%) consisted of those individuals who left to teach in another Maine school system. While this “domino effect” does not impact the number of teachers available, it does have a cost in terms of recruitment and hiring.

Table 8. Reasons for Leaving Teaching Positions in Maine 98-99

<u>Reason for Leaving</u>	<u>number of teachers</u>	<u>% of those leaving</u>	<u>average experience</u>	<u>average age</u>
Work in Another System Outside Maine	101	6.3%	11	37
Work in Another System Within Maine	582	36.3%	11	38
Non-School Employment	153	9.6%	11	39
Retirement	321	20.0%	30	57
Other, Personal, Unknown	445	27.8%	10	37
Total Teachers Leaving	1,602		14	42
% of Total Teacher Population		10.0%		

Source: Maine Department of Education

18.2% of Maine teachers have up to five years of experience. 18.6% of teachers with up to five years of experience left their positions in 98-99, which is one third of all teachers who left their positions and twice the turnover rate of more experienced teachers (Graph 5). Some of these individuals left teaching altogether, and some changed teaching positions, a common phenomenon at the beginning of teaching careers. Turnover of beginning teachers could be reduced by improvements in induction programs.

Reasons for leaving teaching were explored further for the four areas of greatest shortage: special education, science, foreign languages, and mathematics. 42% of those leaving foreign language positions were in the first five years of teaching, as were 45% of those leaving mathematics positions. Special education teachers are more mobile over their careers than teachers in other shortage areas, with a higher percentage of mid-career teachers leaving. Foreign languages and special education have higher turnover percentages than the others, with one in eight teachers leaving each year.

The Maine School Management Association (MSMA) has researched the reasons superintendents leave their positions. 91% of superintendents report that they work more than 50 hours per week, including 38% who work more than 60 hours per week (MSMA, p7). 54% reported that they spent too much time on federal and state paperwork, and 53% on collective bargaining (MSMA, p8-9). “Nearly 43% of superintendents reported three of the most frustrating

aspects of the job were related to the school board: the tendency of some members to micro-manage; the individual agendas of some school board members; and the high turnover of local school board members” (MSMA, p10). The agendas of individual board members were identified as a factor by a quarter of superintendents who left their position (MSMA, p10). When asked why they left their positions, “47% indicated politics and local attitudes, including but not limited to municipal officials, parents and school board members; and 40% stated they were ready to retire for reasons which included health and family issues” (only half of these have actually retired) (MSMA, p14).

The reasons that people leave teaching or administrative positions are essential considerations in any plan to reduce turnover. Currently, what the person leaving is intending to do can be identified, but not why the decision was made to leave. Having information about why people left their positions would help local and state policymakers determine what strategies would be most effective to reduce turnover. More accurate and thorough data should be collected from each person leaving a position. This is an area needing further research.

Initiatives in Other States

The Commission reviewed recruitment and retention strategies in place or proposed in six states (Appendix K). Maryland and Massachusetts were chosen for their reputations regarding use of aggressive approaches and their proximity to Maine, making it likely that these strategies could affect the Maine education workforce. North Carolina was chosen because it is regarded as a model of innovation in this area, with a variety of strategies and great investment of state resources. Iowa, Montana and Texas were chosen because their resources for education appear to be similar to Maine. Many of the innovative strategies from these states, summarized in Appendix L, are incorporated in the Recommendations section of this report (Part 4).

Part 4. Recommendations and Strategies

In establishing the Educator Recruitment and Retention Commission, the 119th Legislature sought an understanding of the issue of Maine’s teacher shortage and potential policies and initiatives to consider for action. The Commission deliberated extensively and developed recommendations for action by the Legislature and our Congressional delegation, the State Board of Education, the Department of Education, the University of Maine System, and local districts and schools. Addressing the crisis in educator recruitment and retention requires the commitment of all levels of the educational system.

The Commission established six focus areas for its recommendations. They are:

- A. Educator Compensation Recommendations
- B. Educator Recruitment Recommendations
- C. Educator Induction Recommendations
- D. Educator Retention Recommendations
- E. Recommendation on Raising the Status of the Education Profession
- F. Recommendations for the Congressional Delegation

These areas of focus are crafted to address the complexity of this issue through multiple strategies, rather than identifying a few simplistic “silver bullets.” Multiple recommendations are stated for most focus areas. With the limited timeframe and resources of the Commission, not all areas could be studied thoroughly, so recommendations for further research are also included.

A. Educator Compensation Recommendations

For many people, the obvious solution to shortages is to raise the pay of teachers and administrators. Educators in Maine work hard, have challenging jobs, and have demonstrated strong positive student results on national tests. So why not pay them both in keeping with these results and to be competitive with other states? After extensive discussion, the Commission identified three types of financial incentives that will address both the current and potential workforce: salaries; retirement options; and scholarships and loan repayments. There are specific recommendations in each of these areas.

Compensation is often seen as a disincentive for individuals considering education as a career. As reported in Appendix L, many states offer financial incentives, including signing bonuses in shortage areas or positions, and several offer bonuses for teachers in schools achieving high scores on state tests. The Commission discussed educator compensation extensively including the amount of teacher pay, the length of the teacher work year, and the structure of compensation systems in light of changes in the teacher workforce.

One conclusion of the Commission was that beginning teacher pay would have to be raised to \$30,000 if starting salary is to be removed as a reason a new college graduate would not choose teaching as a career. Raising the salary level to a lesser amount would not be an attraction, although it might serve to retain currently employed teachers. Presently the statutory minimum salary for a full-time teacher in Maine is \$15,500 (Title 20 M.R.S.A. §13404). While very few school systems base beginning pay on this amount, there is a message being sent about the value of teaching as long as this amount stays in statute. Raising the minimum pay sends a message to citizens about beginning teachers that would guide local decisions about pay for all educators. This can be done in two ways: a straight increase in minimum pay for all teachers, or an optional increase for beginning teachers based on additional work days.

Scholarships and loan forgiveness are also financial incentives. These options help new graduates decide to enter teaching by reducing their debt, with the same impact as a raise in pay. A parallel incentive for experienced teachers is the underwriting of National Board Certification costs and compensation for achieving this status.

While not all of the recommendations of this report have an immediate cost, the recommendations in this section will require money. This can be provided in part through reallocation of existing state and local monies, but new funds will be needed as well.

The Commission recommends:

1. Increase the salary of teachers:

- Increase the statutory minimum teacher salary to \$25,000 by 9/1/02 and create a statutory requirement to review the minimum teacher salary at the beginning of each biennium to determine its adequacy as a recruitment strategy. *In 99-00 this would have affected 1,898 full-time teachers who earned less than \$25,000, for a cost of \$3.9 million per year.*
- Increase the teacher work year by three days and fund block grants for teacher salaries to school units based on \$1000 for each full-time equivalent teacher, to be distributed to teachers through local bargaining. After two years these days could be converted to student days with approval of the Commissioner. *This affects 15,000 full-time equivalent teachers, for a cost \$15 million per year.*

2. **Establish a Blue Ribbon Commission on administrator compensation and incentives** to conduct further research and make recommendations to the Legislature by January 15, 2002.
3. **Create new dedicated state revenue sources** to meet the fiscal requirements of this report.
4. **Undertake a study of the Maine State Retirement System** to analyze statute and rules and make recommendations to the second session of the 120th Legislature by January 15, 2002 to:
 - Increase utility of the data about educator retirement;
 - Provide incentives for individuals to become and stay educators;
 - Provide flexibility and remove barriers for individuals entering the System from other states or careers;
 - Permit education retirees to provide further service (part-time or short-term) after retirement without penalty;
 - Consider providing additional service credit for educators who work more than the minimum school year; and
 - Maintain or improve the financial soundness of the Retirement System.
5. **The Maine Education Association and Maine School Management Association undertake a study of local salary schedules, including:**
 - Analysis of approaches that promote retention of teachers; and
 - Dissemination of findings to local school bargaining units.

B. Educator Recruitment Recommendations

Teacher shortages fluctuate over time, as documented in the multitude of studies and reports in the mid-1980's (Rydell). A significant difference between that time and the present is that the Maine Department of Education had a Teacher Placement Unit that was able to conduct research about shortages and support school unit efforts to address the problem. Restoration of such a service should be a high priority. It is estimated that about half of the 200,000 new teachers each year nationwide will be newly prepared teachers, and half will be migrants from other states or individuals returning to teaching (Darling-Hammond August 1999, p6). This scenario will require a multi-faceted targeted marketing strategy, targeting a variety of people, roles and regions to meet the diverse needs of Maine's 250+ school systems. Competition for people is fierce, and there are educator shortages in subjects, roles, school levels and regions of Maine.

The cost of teacher preparation is also a significant factor in recruitment of educators. The Commission discussed loan and scholarship programs, and contrasted those available in education with those in other professional preparation programs. Given the educator shortages we face, this must also be a high priority for action.

Alternate pathways into teaching come with mixed results and controversy. Research studies on effectiveness of teachers credentialed through alternate routes, such as one cited in Texas, compared beginning teachers from traditional preparation programs to alternate path teachers with seven years of experience, so results are inconclusive. Another study found that alternative path teachers were less academically able and lacked the "knowledge and skills to reach all

students” (Berry, p22). The dilemma is that young people today are unlikely to invest the time and resources to become fully credentialed before trying out the position of teacher, given the low beginning pay and the negative perceptions about teaching. This was affirmed in the Public Agenda focus groups of young professionals, who indicated that they could not give up good-paying jobs to participate in full-time preparation programs since they still had outstanding car loans and student loans (Public Agenda 2000, p28). These were academic high achievers who were very interested in teaching.

There are many people who have had a career in the private sector who are eager to take up the stimulating and meaningful work of becoming an educator. The challenge is finding a way to accommodate the motivation of this group of potential teachers while ensuring that they have pre-service programs to prepare them for the work. The Education Commission of the States reports “a growing consensus among experts that a solid alternative preparation program with good candidate screening, supervision of beginning teachers and collateral coursework can be as effective as other programs” (Education Commission of the States Oct-Nov 2000). Berry (p24) suggests a framework for such a program:

- Duration of 9-15 months;
- Strong academic and pedagogical coursework linked to state standards;
- Intensive field experience under supervision of an expert veteran teacher; and
- Requirement to meet all state certification standards.

Maine would not be unique in pursuing second career people, since 41 states (including Maine) offer some type of alternative certification and thousands of current teachers entered through such a route. The Commission believes that there is a market for such second career teachers in Maine.

The Commission recommends:

- 1. Establish the Educator Recruitment and Retention Unit** within the Department of Education to administer all recruitment and retention initiatives. *Fund \$200,000 annually for personnel, website maintenance, targeted studies, recruitment efforts, and other related costs.*

The Unit would address the following (detail in Appendix N):

- Conduct a multi-faceted information campaign focusing on recruitment of individuals to become well-qualified Maine educators;
- Develop a system of data collection and retrieval to support educator recruitment; and
- Conduct targeted recruitment activities to increase participation and retention.

- 2. Provide scholarships for students who commit to three years of teaching in Maine**, through the Finance Authority of Maine:

- *Fund \$500,000 for 250 scholarships each year for individuals pursuing teaching in shortage positions or regions.*
- *Fund \$200,000 for 200 scholarships each year for individuals pursuing any teaching position.*
- Expand loan forgiveness programs for new teachers in specified shortage positions or regions.

- 3. Finalize, without further delay, development of alternative routes to certification for teachers and administrators by the State Board of Education as described in Appendices G and H.**

C. Educator Induction Recommendations

Nationally, individuals in the first five years of teaching leave their positions at twice the rate of experienced teachers. New teachers cite factors such as local job responsibilities, the lack of support from other educators, poor compensation, industry recruitment, or poor preparation for the actual job (LAB at Brown, 1998). Some attrition is appropriate, as people who are not fit or able to do the work should leave. However, given the cost, in both time and resources, of preparing and hiring a teacher, steps should be taken to support beginning teachers so they stay in the profession. Programs to address the early years of teaching are called “Teacher Induction Programs,” and they serve five purposes (Fideler, p13-14):

- Meeting new teachers’ needs for support and assistance;
- Establishing accountability measures in the form of teacher assessment and evaluation;
- Improving new teacher skills and performance through training;
- Easing the transition from teacher preparation into the classroom; and
- Increasing teacher retention.

Several initiatives are already underway to slow the attrition rate of Maine educators:

- The Maine State Board of Education is in the process of developing rules for standards-based initial teacher certification, including the provision of alternate pathways into teaching and administration (see Appendix G and H);
- The University of Southern Maine has a teacher induction initiative underway in Cumberland County; and
- The Department of Education is starting implementation of a grant to support teacher induction.

Although these initiatives will help, they are inadequate to address all of the issues identified as factors for new educators leaving the profession. These and additional actions need to be taken.

Supporting new administrators is different from supporting new teachers, since they are often the only person in the building (and sometimes in the district) holding this position. However, there is no statewide system being planned for induction support for new administrators.

The Commission recommends:

- 1. Provide induction support during transitions into teaching.** Suggested school system action:
 - Monitor progress of the Teacher Induction Grant and apply learnings on a statewide basis;
 - Require a paid mentor for each beginning teacher;
 - Provide additional supports for teachers who are on alternative pathways to certification; and
 - Make structural changes in the assignment of beginning teachers, including:
 - ◆ Reduce or eliminate non-instructional duties;

- ◆ Reduce class size for first year teachers;
 - ◆ Pair new teachers with an experienced teacher for integrated teaching and common planning time; and
 - ◆ Provide focused support for new teachers.
2. **Provide induction support during transitions into administration.** Suggested school system action:
 - Provide a paid mentor for each beginning principal;
 - Provide additional supports for administrators who are on alternative pathways to certification; and
 - Require beginning administrators to immediately start work on a recertification plan based on Interstate School Leadership Licensing Consortium standards (Appendix H).
 3. **Fund the added cost of induction of individuals new to teaching or administration using a mechanism such as weighted staff count in Essential Programs and Services.** Such an approach would provide resources for each unit to provide induction supports as specified in local policy. The amount and mechanism would be determined as the Essential Programs and Services research is completed.

D. Educator Retention Recommendations

In the past, many teachers stayed in the profession for the duration of their careers. Such continuity provided role models for the next generation of educators, enticing students to follow the example of their teachers. Today, national trends indicate that young people are more mobile and want more flexibility in their lives than one career will give them. Since current research shows that teachers reach their peak professional performance after five to seven years, a generation of young people “dropping in” to teach for less than five years may never realize its potential. In order to address retention issues, both state and local education systems have to rethink and support teachers in new ways.

North Carolina’s experienced teacher academies serve this purpose. Currently, Maine and its University campuses offer many such opportunities. While the explicit purpose of these programs is school improvement, participants identify an increase in personal motivation to do their jobs as an ancillary benefit of participation. Additionally, National Board Certification can be a focal point for professional growth of individual teachers.

The Commission recommends:

1. **Provide opportunities for flexibility in the jobs of educators** in terms of type of assignment, and number and length of days. Suggested school system action:
 - Expand opportunities for veteran teachers to serve as mentors, which involves both training for mentors and paid leave for a specified time period to serve as mentors;
 - Expand opportunities for leaves and sabbaticals for educators, including leaves for administrators, to continue their own learning; and
 - Provide opportunities to reshape the role of teacher (e.g., the Milken proposal).
2. **Support teachers seeking National Board Certification** by providing a specified number of \$2000 scholarships toward the cost of this certification, and a one-time

\$5000 recognition award on receiving certification. *Fund awards for 30 teachers each year for a cost of \$210,000 per year.*

3. **The University of Maine System expand accessibility to specialized coursework**, both in breadth (graduate degree programs in the Colleges of Education) and in depth (content courses in the Colleges of Arts & Sciences).
4. **Establish a Center for Inquiry on School Leadership** to build on the learnings of Maine's past and current initiatives, as well as on models from other states.
 - Support and develop leadership in all educational personnel;
 - Develop a comprehensive plan for school and district leadership development;
 - *Provide \$100,000 annual funding for the Maine School Leaders Network to provide equal access to this program for all leaders; and*
 - Seek grant funding to create a Center for Inquiry on School Leadership.
5. **Examine governance structures and models** for school boards, school systems and schools to promote retention of school administrators.

E. Recommendation on Raising the Status of the Education Profession

Marketing is a concept that is infrequently applied to the public sector, although more and more it is applied to address the competition for scarce human and fiscal resources. Today's youth are growing up in a world of information constantly provided in ever-shrinking bits. If educators are to raise the professional image of teaching above what is portrayed in television dramas and news sound bites, accurate and positive images and information have to be provided to our youth and potential new teacher applicants.

The role for all citizens is important in this focus area of the report. How many parents have said to their children, "You can be a business person, scientist, doctor, lawyer or real estate broker, but why would you want to be a teacher"? The public perception is that the job of teaching is difficult and poorly paid, so why would we want it for our children with their expensive baccalaureate degrees? This negative attitude has been discouraging to current educators and a deterrent to prospective teachers. If we want to increase the status of teachers, then policy makers, parents, business people, teachers, and community members have to spread the positive aspects of teaching as a profession. We must change public perception of teachers and administrators, and create a climate for education support and enhancement.

The Commission recommends:

1. **Charge the State Board of Education to improve the image of educators in Maine** through establishment of a panel to design and implement a marketing campaign, working with the Maine Leadership Consortium. *Fund \$250,000 to secure a firm to carry out a marketing campaign.*

Strategies should focus on:

- Enhancing public perception of the profession of teacher and administrator;
- Highlighting the critical importance of the role of educator both in the lives of children and in Maine's economic future; and
- Identifying the advantages of being an educator in Maine.

F. Recommendations for the Congressional delegation

Two aspects of educator recruitment that the Commission discussed cannot be resolved by state or local action: these require changes at the federal level. These recommendations should be pursued through Maine's Congressional delegation to achieve the desired results.

The Commission recommends:

- 1. Review and revise the Social Security system** to eliminate “the general pension offset” and “the spousal offset.”
- 2. Review and revise immigration requirements** to permit qualified foreign nationals to teach in Maine.

5. Conclusion

The K-12 Educator Recruitment and Retention Commission wrestled with these issues in over 32 hours of meetings plus countless hours of reading, study, conversation and writing between meetings over the past six months. Of all the ideas discussed, the recommendations presented in Part 4 represent a greatly reduced list of possible solutions to a complex problem. Because most states are facing the same shortages as Maine, efforts in other states have the potential to overshadow our efforts as they aggressively recruit educators. The Commission took a thoughtful approach to selecting the areas to target, after learning from other states, and chose what we believe to be core leverage areas to be targeted for state and local efforts.

The recommendation areas were identified and selected to address the complexity of this issue and then to propose multiple strategies, rather than identifying a smaller number of “silver bullets” to solve the problem. From the beginning, every effort was made to not quickly jump to any single solution but to consider what actions could be taken to relieve the pressure on existing educators to keep them from leaving, while opening the system to new educators. The problem of shortages of qualified educators will not go away for at least a decade, and will only intensify as the education workforce gets older each year.

Many factors contribute to the quality of the education workforce in Maine. Sound pre-service programs, schools small enough so each person feels empowered to contribute to the school community, classes small enough that educators can see the impact of their efforts, accessible and focused graduate degree programs, effective ongoing professional development, strong collegial relations, mutually supportive teachers and administrators, and, above all, the ability, motivation and commitment to children by individual educators. The Commission identified areas needing improvement: compensation, attracting new people as the current workforce leaves for retirement and other reasons, supporting people new to their positions, sustaining educators over their careers, and raising public perceptions of the profession.

The Commission believes it is imperative to address these areas. Without this, the improved performance of Maine students in recent years could recede, public confidence and support could be eroded, and a downward spiral replace today's upward spiral of student achievement and public support. Long-term problems of this magnitude are difficult to address, but this Commission strongly urges the Legislature, the Governor and Department of Education, the University of Maine System, local school systems, and citizens to take action.

Appendix A. Commission Member List and Affiliation

<u>name</u>	<u>affiliation</u>	<u>position/location</u>
J. Duke Albanese	Maine Department of Education	Commissioner, Augusta
Richard Barnes*	University of Maine System	Dean, USM College of Education
Sandra Bernstein*	Maine School Superintendents Association	Superintendent, Fort Kent
Dan Breton	Maine State Chamber of Commerce and Industry	Verizon, South Portland
Robert Cobb	University of Maine System	Dean, UM College of Education
Patricia Conant	Maine Principals Association	HS Principal, Falmouth
Donn Davis*	Maine Association of School Business Officials	Business Manager, Portland
Frances Eberle*	Maine Mathematics and Science	Executive Director, Augusta
Dana Evans	Maine Department of Labor	State Labor Economist, Augusta
Peter Geiger*	Maine Coalition for Excellence in Education	Geiger Brothers, Lewiston
Jean Gulliver	Maine State Board of Education	State Board Chair, Falmouth
Idella Harter	Maine Education Association	President, Augusta
David Holt	Maine Municipal Association	Town Manager, Norway
Don Kanicki	Maine School Superintendents Association	Superintendent, Rockland
Judith Lucarelli*	Maine Department of Education	Deputy Commissioner, Augusta
Carl Lusby*	Maine Principals Association	Elementary Principal, Ellsworth
Sally Mackenzie*	Maine School Leaders Network	Facilitator/Trainer, southern Maine
Judith Malcolm*	Maine Department of Education	Support Systems Team Leader, Augusta
Karen Maxell	Maine Education Association	Art teacher, Westbrook
Norm Pelletier	Maine Education Association	HS math teacher, Greenville
Phyllis Shubert	Maine School Boards Association	School Committee, Bangor
Joyce Tugel*	Milken Educators	HS chemistry teacher, South Berwick
Nelson Walls	National Commission on Teaching and America's Future	Maine Leadership Consortium, Augusta

* Named by Commissioner of Education (all others were named by their organization).

Appendix B. Legislative Action that Established the Commission

RESOLVES: Second Regular Session of the 119th Legislature

CHAPTER 130. H.P. 1658 - L.D. 2327

Resolve, to Establish a Commission to Study Kindergarten-to-grade-12 Educator Recruitment and Retention

Emergency preamble. Whereas, Acts and resolves of the Legislature do not become effective until 90 days after adjournment unless enacted as emergencies; and

Whereas, it is necessary and vital to the people of the State that the cause of teacher shortages and ways of recruiting and retaining teachers be determined; and

Whereas, in the judgment of the Legislature, these facts create an emergency within the meaning of the Constitution of Maine and require the following legislation as immediately necessary for the preservation of the public peace, health and safety; now, therefore, be it

Sec. 1. Commission established. Resolved: That the Commission to Study Kindergarten-to-grade-12 Educator Recruitment and Retention, referred to in this resolve as the "commission," is established; and be it further

Sec. 2. Commission membership. Resolved: That the commission consists of the following 14 members:

1. The Commissioner of Education or the commissioner's designee;
2. The Commissioner of Labor or the commissioner's designee from the Division of Labor Market Information Services;
3. Three members representing teachers who are public school teachers in the State, appointed by the Maine Education Association;
4. One member representing superintendents in the State, appointed by the Maine School Superintendents Association;
5. One member representing school principals in the State, appointed by the Maine Principals Association;
6. One member representing school boards in the State, appointed by the Maine School Boards Association;
7. One member representing the National Commission on Teaching and America's Future or the Maine Leadership Consortium Steering Committee on the National Commission on Teaching and America's Future, appointed by the chair of the Maine Leadership Consortium's National Commission on Teaching and America's Future Steering Committee;
8. One member representing postsecondary education institutions in the State involved in teacher preparation and professional development programs, appointed by the Chancellor of the University of Maine System;
9. One member representing the State Board of Education, appointed by the State Board of Education;
10. One member representing businesses in the State, appointed by Maine State Chamber of Commerce;

11. One member representing the Maine Municipal Association, appointed by Maine Municipal Association; and
12. One member representing parents of public school students in the State, appointed by the Maine Parent Teachers Association; and be it further

Sec. 3. Chair. Resolved: That the commission shall elect a chair from among its members at the first commission meeting; and be it further

Sec. 4. Appointments; meetings. Resolved: That all appointments must be made no later than 30 days following the effective date of this resolve. The Executive Director of the Legislative Council must be notified by all appointing authorities once the selections have been made. When the appointment of all members has been completed, the Commissioner of Education or the commissioner's designee shall call and convene the first meeting of the commission no later than 15 days after the final member is appointed; and be it further

Sec. 5. Duties. Resolved: That the commission shall study teacher supply and its alignment with hiring needs, hiring practices, teacher salaries and benefits and comparability with competing careers, assignments of new teachers, supervisory and support systems provided new teachers and attractiveness of the profession. The commission shall also study the causes of administrator shortages in the State.

The commission shall also study and report to the Legislature its findings on:

1. The causes of teacher shortages in the State;
2. The persistence of new teachers in positions for which they are hired and the reasons for any attrition;
3. The types and numbers of new teachers Maine schools will need to hire during the next decade;
4. The specific reasons why experienced teachers are leaving the profession or retiring early;
5. The types of financial incentives, including loan forgiveness, that may lead to the recruitment and retention of teachers;
6. The conditions and practices that lead to the recruitment and retention of an adequate supply of highly qualified teachers at the kindergarten-to-grade-12 level;
7. Recommendations of both local-level and state-level actions to achieve those conditions and practices; and
8. The causes of administrator shortages in the State, the types and numbers of new administrators that Maine schools will need to hire during the next decade and recommendations of both local-level and state-level actions to recruit and retain these new administrators; and be it further

Sec. 6. Staff assistance. Resolved: That the Department of Education shall provide staffing assistance and research services to the commission; and be it further

Sec. 7. Reimbursement. Resolved: That the members of the commission shall serve without compensation; and be it further

Sec. 8. Report. Resolved: That the commission shall submit its report, together with any necessary implementing legislation, to the joint standing committee of the Legislature having jurisdiction over education and cultural affairs during the First Regular Session of the 120th Legislature no later than December 1, 2000; and be it further

Sec. 9. Appropriation. Resolved: That the following funds are appropriated from the General Fund to carry out the purposes of this resolve.

P.L.1999 Chapter 790 PART M

Sec. M-1 Resolve 1999, c. 130 §2 is amended to read:

Sec. 2. Commission membership. Resolved: That the commission consists of at least the following 14 members:

1. The Commissioner of Education or the commissioner's designee;
2. The Commissioner of Labor or the commissioner's designee from the Division of Labor Market Information Services;
3. Three members representing teachers who are public school teachers in the State, appointed by the Maine Education Association;
4. One member representing superintendents in the State, appointed by the Maine School Superintendents Association;
5. One member representing school principals in the State, appointed by the Maine Principals Association;
6. One member representing school boards in the State, appointed by the Maine School Boards Association;
7. One member representing the National Commission on Teaching and America's Future or the Maine Leadership Consortium Steering Committee on the National Commission on Teaching and America's Future, appointed by the chair of the Maine Leadership Consortium's National Commission on Teaching and America's Future Steering Committee;
8. One member representing postsecondary education institutions in the State involved in teacher preparation and professional development programs, appointed by the Chancellor of the University of Maine System;
9. One member representing the State Board of Education, appointed by the State Board of Education;
10. One member representing businesses in the State, appointed by Maine State Chamber of Commerce;
11. One member representing the Maine Municipal Association, appointed by Maine Municipal Association; and
12. One member representing parents of public school students in the State, appointed by the Maine Parent Teachers Association; ~~and be it further~~

The Commissioner of Education may appoint additional members representing the different types of school administrative units in the State and geographic regions of the State; and be it further

Sec. M-2 Resolve 1999, c.130 §3 is amended to read:

Sec. 3. Chair. Resolved: That the ~~commission shall elect a chair from among its members at the first commission meeting~~ Commissioner of Education shall select a chair in consultation with each of the appointing authorities named in section 2; and be it further

Appendix C. Data Compiled for Consideration by the Commission

Administrators

- Age Distribution
- Experience Distribution
- Gender
- Numbers
- Salary

Certification

- Distribution of types of certification by Subject
- Numbers of certificates held by subject

Education Level of School Personnel

Majors of University Graduates

Race of Educator Workforce

Recruitment and Retention Strategies for Selected States

Scholarships for Education Majors at UM and USM

Teacher Age

- Distribution by County
- Distribution by Subject and County

Teacher Experience

- By Gender
- For Those Leaving Positions
- By Subject

Teachers Leaving Positions

- Distribution by Shortage Subjects
- Distribution by Age and Experience

Teachers New to Maine

Teacher Numbers

- Total Personnel
- Major Position
- Full Time Equivalent
- Distribution by Subject

Teacher Salary and Benefits

- National rankings
- Beginning Salaries
- Average Salaries
- State Averages Based on Education and Experience
- Averages by County
- Averages by Subject and County

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Appendix F. Analysis of 188 Maine Teacher Collective Bargaining Agreements 99-00

<u>Salary Step Format</u>		<u># units</u>	<u>% units</u>	<u>ave contract days</u>
	Common % raise	1	1%	180.00
	Compressed scale	14	7%	180.50
	Traditional steps	173	92%	181.09
	TOTAL:	188		181.04

<u>Salary Schedule Format</u>	<u># units</u>	<u>low salary</u>	<u>high salary</u>	<u>steps</u>	<u>years to high</u>
BA schedule	187	\$21,939	\$37,421	17.65	20.27
BA+9 schedule	1	\$21,750	\$38,550	18.00	18.00
BA+15 schedule	68	\$22,913	\$38,231	17.09	19.57
BA+18 schedule	2	\$22,216	\$36,816	17.50	18.00
BA+27 schedule	1	\$21,750	\$38,550	18.00	18.00
BA+30 schedule	15	\$22,799	\$39,744	17.87	20.73
BA+33 schedule	6	\$23,311	\$38,357	17.83	19.17
MA schedule	184	\$23,712	\$39,957	17.97	20.69
MA+15 schedule	32	\$25,574	\$42,526	18.00	24.59
MA+30 schedule	35	\$26,772	\$44,887	17.40	22.23
CAS schedule	54	\$24,854	\$41,932	18.67	21.61
CAS/PhD schedule	4	\$25,630	\$42,016	17.00	20.25
PhD/EdD schedule	15	\$28,979	\$46,933	17.73	23.07

<u>Insurances</u>		<u># units</u>	<u># cash in lieu</u>	<u>ave unit cost</u>
Health Insurance	Aetna	17	57/188	\$5,711.92
	BC/BS	170		
	other	1		
Dental Insurance		<u># units</u>	<u># cash in lieu</u>	<u>ave unit cost</u>
	PAI	26	1/92	\$430.66
	Delta Dental	49		
	other	17		
Life Insurance		<u># units</u>	<u># cash in lieu</u>	<u>ave unit cost</u>
	Aetna	1	2/19	\$118.73
	MSRS	15		
	other	3		

<u>Other Benefits</u>		<u>ave unit cost</u>
Retirement Cash	14 years	\$5,268
	<u># units</u>	<u>ave unit cost</u>
Education Reimb	157	\$1,432
		<u>unlimited</u>
		31 units

Source: Maine School Management Association

Appendix G.

Overview of Proposed Alternative Routes to Teacher Certification

Targeted Need Certificate

This new certification is designed to impose requirements on individuals who are teaching without full certification. Currently an individual can be hired to teach with a waiver of certification or as a long-term substitute without meeting the full requirements of certification. This status is approved on an annual basis, but there is no provision in rules for the approval to be contingent upon the individual taking courses or otherwise reducing the number of certification deficits that apply. This can result in an individual teaching for several years without making any movement toward full certification.

The Targeted Need Certificate will initially be used for teacher shortage areas such as special education, foreign languages, sciences, and mathematics. It will be renewable twice. The State Board of Education will be presenting the Legislature with rules for final action during the spring of 2000. This new certification is being designed to greatly reduce the number of waivers and long-term substitutes approved annually.

The State Board of Education is preparing rules for this certificate for consideration by the Joint Standing Committee on Education and Cultural Affairs in the spring of 2001.

Initial Teacher Certification: Alternate Route

This new certification is establishes the requirements for individuals who have not completed an approved program within a college of education, but seek certification through an alternative route prior to employment. This certification will assure superintendents that the individual has met the same requirements as candidates who hold the new standards-based initial teacher certificate. Alternate route candidates must have a bachelors degree to be considered, and must pass both an assessment of basic literacy and an assessment of content area mastery. In addition, alternate route candidates who have not completed student teaching will be required to pass an assessment of basic pedagogical knowledge. There must be a mentor to support alternate route candidates during their first year of teaching, as part of a formal induction program.

The State Board of Education is preparing rules for this certificate for consideration by the Joint Standing Committee on Education and Cultural Affairs in the spring of 2002.

APPENDIX H.

Overview of Interstate School Leaders Licensing Consortium Standards

The Interstate School Leaders Licensure Consortium (ISLLC) is a program of the Council of Chief State School Officers. From 1994 to 1996 the Consortium worked to craft model standards for school leaders. The Consortium's goal was to raise the bar for the practice of school leadership by stimulating vigorous thought and dialogue about quality educational leadership among stakeholders in the area of school administration and by providing raw material to help education stakeholders enhance the quality of educational leadership throughout the nation's schools.

Forged from research on productive educational leadership and the wisdom of colleagues, six standards were drafted by personnel from 24 state education agencies and representatives from various professional associations. The standards present a common core of knowledge, dispositions, and performances that will help link leadership more forcefully to productive schools and enhanced educational outcomes. There are a total of 43 knowledge items, 43 dispositions and 96 performances for the six standards.

A school administrator is an educational leader who promotes the success of all students by:

- Standard 1 Facilitating the development, articulation, implementation, and stewardship of a vision of learning that is shared and supported by the school community;
- Standard 2 Advocating, nurturing, and sustaining a school culture and instructional program conducive to student learning and staff professional growth;
- Standard 3 Ensuring management of the organization, operations, and resources for a safe, efficient, and effective learning environment;
- Standard 4 Collaborating with families and community members, responding to diverse community interests and needs, and mobilizing community resources;
- Standard 5 Acting with integrity, fairness, and in an ethical manner; and
- Standard 6 Understanding, responding to, and influencing the larger political, social, economic, legal, and cultural context.

Council of Chief State School Officers
November 2, 1996

APPENDIX I. Two Tiers in the Maine State Retirement System

Appendix J.

MAINE DEPARTMENT OF EDUCATION STAFF INFORMATION SYSTEM

DATE PRINTED		1 NAME		2 SOCIAL SEC NO		3 TEL. NO (HOME)		4 SCH YEAR		5 ACTION							
INDICATIVE DATA		FIRST NAME		M I LAST NAME		SUFFIX		6 STREET & NO (RFD OR P.O. BOX) (HOME ADDR.)		7 EXTRA ADDR LINE (IF NEEDED)							
INDICATIVE DATA		8 CITY OR TOWN		9 STATE CODE (TABLE 1)		10 ZIP CODE		11 DATE OF BIRTH		12 SEX							
INDICATIVE DATA		13 RACE		W WHITE		N BLACK		O ORIENTAL		A AM. INDIAN							
INDICATIVE DATA		S M MALE		F FEMALE		X OTHER		D DELETE		T TERMINATE (COMPLETE ITEM 67)							
BACKGROUND DATA	15. HIGHEST LEVEL OF ATTAINMENT		17. SUBJECT MATTER AREA (TABLE 2)		22. NUMBER OF FULL YEARS WORKED IN PUBLIC EDUC.				23. NUMBER OF FULL YEARS WORKED IN PRIVATE EDUC.								
	A LESS THAN H.S.		18. STATE CODE (TABLE 1)		25. NO. YEARS WORK EXPERIENCE (NON-EDUC.) IN MAJOR VOC ED SUBJ. MATTER AREA				CAMPUS CODES								
	B HIGH SCHOOL		19. YEAR EARNED		01-BATES				31-UMA								
	C 1ST YR COLLEGE		20. TYPE OF INSTITUTION WHICH GRANTED DEGREE		02-BOWDOIN				32-UMF								
	D 2ND YR COLLEGE GRAD.		CO STATE COLLEGE		03-COLBY				33-UMFK								
	E ASSOC. DEGREE		UN STATE UNIVERSITY		04-HUSSON				34-UMM								
	F 3RD YR COLLEGE		PR PRIVATE INST.		05-NASSON				35-UMO								
	G 3 YR SCHOOL GRAD.		21. CAMPUS CODE		06-RICKER				36-USM (UMPG)								
	H 4TH YR COLLEGE		(USE IN ITEM 21)		07-ST. JOSEPH				37-UMPI								
	J BACHELOR'S DEGREE				08-UNIV. OF N.E.				77-OTHER								
	K BACHELOR'S + 15 HRS				09-THOMAS				ME. INST.								
	L BACHELOR'S + 30 HRS								88-NON-ME INST.								
M MASTER'S DEGREE								NEW TO EDUCATION IN MAINE (STATUS LAST YEAR)									
N MASTER'S + 15 HRS								27. STATE CODE (TABLE 1)									
O MASTER'S + 30 HRS.								31. POS TITLE (TABLE 6)									
P ADV. STUDY CERT. DOCTORATE																	
EMPLOYMENT DATA	36. SYS-TEM (TBL 8)		38. RATE OF WORK IN THIS SYSTEM		39. YEARS WORKED FOR THIS SYSTEM		40. LOCAL-1		41. LOCAL-2		42. LOCAL-3		43. DATE STARTED		44. DATE ENDED		
	F FULL-TIME EMPLOYEE		P PART-TIME EMPLOYEE														
	49. CURRIC CATEGORY		50. POSITION TITLE (ENTER CODE FROM TABLE 6)					51. LEVEL OF ASSIGN (TABLE 4)		52. SUBJ-MAT (TABLE 2)		53. SALARY FOR THIS POSITION		54. DAYS SCHED TO WORK		55. HOURS PER DAY	
	A R V																
	B R V																
	C R V																
D R V																	
CLASS ASSIGNMENT DATA	67. CURRIC CATEGORY		58. SUBJECT (ENTER CODE FROM TABLE 7)					61. GRADE (TABLE 5)		66. SCHOOL NUMBER		67. REASON FOR LEAVING					
	A R V											(COMPLETE FOR DELETE OR TERMINATE ONLY)					
	B R V											A TO WORK IN SCHOOL SYSTEM OUTSIDE OF MAINE					
	C R V											B TO WORK IN SCHOOL SYSTEM ELSEWHERE IN MAINE					
	D R V											C TO PURSUE NONSCHOOL RELATED EMPLOYMENT					
	E R V											D RETIREMENT					
	F R V											E MATERNITY					
	G R V											F MARRIAGE					
	H R V											G ILLNESS					
I R V											H DEATH						
											I MILITARY SERVICE						
											J FURTHER STUDY, SABBATICAL, INCL. PEACE CORPS						
											K NOT RE-ELECTED OR DISMISSED						
											L POSITION DISCONTINUED						
											M OTHER, PERSONAL, UNKNOWN						
											PLEASE RETURN TO DEPARTMENT OF EDUCATION DIVISION OF MANAGEMENT INFORMATION STATE HOUSE STATION # 23 AUGUSTA, MAINE 04333						
											SIGNATURE OF PERSON COMPLETING FORM						

EF-M-15 (REVISED 10-85)

Appendix K. State Reports Analyzed by the Commission

- Iowa: “Teacher Compensation” memo from Ted Stilwell, Iowa Department of Education to CCSSO, September 2000.
- Maryland: “Incentives to Recruit and Retain Quality Teachers in Maryland” by Lawrence Leak, Assistant State Superintendent, Maryland State Department of Education, August 2000. Lleak@msde.state.md.us
- Massachusetts: “Excellent Teachers for Massachusetts: Report of the Joint Commission on Educator Preparation” The Board of Education/Board of Higher Education, July 2000. www.doe.mass.edu
- Montana: “Certification & Licensure” www.metnet.state.mt.us
- North Carolina: “Employment and Licensure” www.NCPublicSchools.org
- Texas: “Learner-Centered Schools for Texas: A Vision of Texas Educators” State Board for Higher Education, July 1997. www.sbec.state.tx.us

Appendix L. Strategies in Six Selected States for Addressing Educator Recruitment and Retention						
	<u>Massachusetts</u>	<u>Maryland</u>	<u>North Carolina</u>	<u>Iowa</u>	<u>Texas</u>	<u>Montana</u>
98-99 national rank in average teacher salary (Maine was 33rd)	11	14	26	32	37	47
Marketing: website optimization			excellent			good
Establish comprehensive system of data collection & analysis for educators	needed					exists
Shortage positions: home mortgage interest		5%				
Shortage positions: increased collaboration with higher ed	✓					✓
Shortage positions: retrain current teachers						✓
Shortage positions: second career certification path	✓	✓	✓			
Shortage positions: second career teachers need not be education majors	✓					
Shortage positions: second career teachers paid pre-service stipend	\$17.5K					
Shortage positions: signing bonus	\$12K	\$1K		10% of base		
Shortage positions: teacher preparation scholarships	✓	✓	✓			
Recruitment: plan for shortage of principals			✓		✓	
Beginning teachers: additional days			3 days			
Beginning teachers: adjust load			✓			
Beginning teachers: increased standards for teacher prep			✓			
Beginning teachers: increased years to professional certification	3to5	2to3	2to3 one time			
Beginning teachers: induction & mentoring	✓	✓	✓	✓	✓	
Beginning teachers: induction stipend for mentor teacher		\$2K			\$500	
Compensation: establish statewide minimum teacher salary	\$35K		\$25K	40th %ile of nat'l ave		
Compensation: optional extended year for teachers	\$5K					
Compensation: raises for all teachers or at specified career points		10%/2yr	✓			
Compensation: teacher stipend for student success			\$1.5K	✓		
Retention: develop career ladders	✓			✓		
Retention: National Board Certification fee support		300/yr	+3days			
Retention: National Board Certified teachers: pay stipend		\$4K	12%	15%		
Retention: state monies for training for all teachers			✓			
Retention: state sponsored Academy for experienced teachers			✓			
Retention: tuition tax credit for teacher continuing education		\$1.5K				
Retirement system: cap teacher contribution	5%					
Retirement system: review of pensions & benefits	✓					
Exempt retired principals from earnings limitation in shortage positions		✓				
Exempt retired teachers from earnings limitation in shortage positions		✓				
						Source: State Reports

THE JOINT STANDING COMMITTEE ON EDUCATION
MAINE LEGISLATURE

STUDY OF TEACHER RETENTION AND RECRUITMENT
ACTIVE TEACHER QUESTIONNAIRE

INTRODUCTION

This questionnaire is part of a multi-phased state-wide study of teacher recruitment and retention. It has been designed to identify factors of job satisfaction or dissatisfaction among elementary and secondary school teachers in Maine.

The questionnaire has been designed for easy completion with most of the items requiring only a circled response or checkmark. Your responses will be kept STRICTLY CONFIDENTIAL. Thank you in advance for your cooperation.

I. FIRST, WE WOULD LIKE TO ASK YOU A FEW QUESTIONS ABOUT YOUR CURRENT POSITION AS A TEACHER.

1. What is your position? (check one)
 1. REGULAR CLASSROOM TEACHER
 2. SPECIAL EDUCATION
 3. OTHER (please specify) _____
2. Are you a full-time or part-time teacher? (check one)
 1. FULL-TIME 2. PART-TIME
- 2A. If you work PART-TIME, how many hours/week do you normally work? _____ HOURS
3. At what school level do you currently teach? (check one)
 1. ELEMENTARY
 2. MIDDLE
 3. JUNIOR HIGH SCHOOL
 4. SENIOR HIGH SCHOOL
 5. OTHER (please specify) _____
4. What grade level or major subject areas do you teach:
1. _____
2. _____
3. _____
5. How many students attend the school in which you teach? (check one)
 1. LESS THAN 50 STUDENTS
 2. 50 - 100 STUDENTS
 3. 101- 300 STUDENTS
 4. 301- 500 STUDENTS
 5. MORE THAN 500 STUDENTS

6. How many years have you been teaching? _____ YEARS
7. How many school systems have you taught in? _____ SYSTEMS
8. If you have taught in more than one school system, what were your major reasons for changing?
1. _____
 2. _____
 3. _____
9. Beyond your regular school day, approximately how many HOURS PER MONTH do you spend on:
1. Class preparation and grading..... _____ HOURS
 2. Paid extra-curricular activities.... _____ HOURS
 3. Unpaid extra-curricular activities. _____ HOURS
 4. Meetings: faculty, district, department, curricular, PET..... _____ HOURS
 5. Professional development. _____ HOURS
 6. Extra help sessions with students.... _____ HOURS
 7. After-school detention..... _____ HOURS
 8. Parent contact..... _____ HOURS
 9. Teacher certification support teams.. _____ HOURS
 10. Union activities..... _____ HOURS
 11. Other school-related activities..... _____ HOURS

II. REASONS FOR COMING TO YOUR PRESENT SCHOOL DISTRICT.

Please circle the response which best reflects the impact each item listed below, had on ATTRACTING you to this district. A space is available for you to add other reasons not listed

REASONS FOR COMING TO YOUR PRESENT DISTRICT	NOT A REASON	MINOR REASON	MAJOR REASON
1. It was close to my (or my spouse's) family	1	2	3
2. Offered an attractive and challenging teaching assignment..1		2	3
3. Spouse was transferred into the area.....1		2	3
4. Liked the local geographic characteristics of the area.....1		2	3

	NOT A REASON	MINOR REASON	MAJOR REASON
5. Enjoyed the leisure time activities available in the area.....1		2	3
6. Desirable payscale.....1		2	3
7. Desirable fringe benefits.....1		2	3
8. Small class size.....1		2	3
9. School district's reputation for educational excellence....1		2	3
10. Local administrative support for education.....1		2	3
11. Team-oriented teaching climate..1		2	3
12. Provided enough resources to do the job right.....1		2	3
13. Staff in building appeared to work together in creative and supportive ways.....1		2	3
14. Community and voter support for quality education.....1		2	3
15. I did not really know much about this district but there was a position open and I was hired.1		2	3
16. Other factors attracting you to the district: (please specify) _____			

III. NEXT, WE WOULD LIKE TO ASK YOU SOME QUESTIONS ABOUT WHY YOU FIRST ENTERED THE TEACHING PROFESSION.

Please circle the appropriate number which reflects the extent to which each of the following items DETRACTED you from teaching or ATTRACTED you into the profession. Please note that 3 indicates a NEUTRAL effect.

- | | STRONGLY
DETRACTED | | | | STRONGLY
ATTRACTED |
|---|-----------------------|---|---|---|-----------------------|
| A. Opportunity to perform a socially important job..... | 1 | 2 | 3 | 4 | 5 |
| B. Opportunity to work with children or young people..... | 1 | 2 | 3 | 4 | 5 |
| C. Opportunity to determine the moral development of the next generation.. | 1 | 2 | 3 | 4 | 5 |
| D. Opportunity during summers to pursue other interests and family obligations..... | 1 | 2 | 3 | 4 | 5 |
| E. Opportunity during summers to pursue a second career or other employment.. | 1 | 2 | 3 | 4 | 5 |
| F. Job security..... | 1 | 2 | 3 | 4 | 5 |
| G. Teachers' starting salary levels for new college graduates..... | 1 | 2 | 3 | 4 | 5 |
| H. Fringe benefits (health, retirement) for teachers..... | 1 | 2 | 3 | 4 | 5 |
| I. Availability of positions in the area(s) or communities you expected to live in..... | 1 | 2 | 3 | 4 | 5 |
| J. Opportunity to enter a professional job with a Bachelor's degree..... | 1 | 2 | 3 | 4 | 5 |
| K. Desire to work in an educational setting..... | 1 | 2 | 3 | 4 | 5 |
| L. Wanted to continue to be involved in your subject field..... | 1 | 2 | 3 | 4 | 5 |
| M. Opportunity for professional advancement in education..... | 1 | 2 | 3 | 4 | 5 |
| N. Desire to work with sports, drama, and other extra-curricular activities..... | 1 | 2 | 3 | 4 | 5 |
| O. Teachers are respected members of their communities..... | 1 | 2 | 3 | 4 | 5 |
| P. Opportunity to earn a sufficient income while looking for a better job..... | 1 | 2 | 3 | 4 | 5 |

IV. WE WOULD NOW LIKE TO ASK YOU SOME QUESTIONS ABOUT YOUR FEELINGS REGARDING TEACHING AS A PROFESSION.

1. Please indicate (by circling the number that best reflects) HOW SATISFIED OR DISSATISFIED you were (are) with your teaching career at the following points in time:

A. 5 YEARS AGO: (OR when you FIRST BEGAN teaching if less than 5 years)

VERY DISSATISFIED					VERY SATISFIED
1	2	3	4	5	

B. CURRENTLY:

VERY DISSATISFIED					VERY SATISFIED
1	2	3	4	5	

2. On a scale of 1 to 5 what is your overall opinion of teaching as a profession?

WOULD NOT RECOMMEND TO OTHERS					WOULD RECOMMEND HIGHLY TO OTHERS
1	2	3	4	5	

V. MORE SPECIFICALLY, WE WOULD LIKE TO ASK YOU ABOUT THE FACTORS YOU FIND SATISFYING OR DISSATISFYING ABOUT TEACHING AS A PROFESSION.

For each item, please circle the appropriate response which indicates:

1. Whether the item is IMPORTANT to you as a SOURCE OF PERSONAL SATISFACTION?
2. If YES, in your CURRENT TEACHING POSITION is the item a source of:

GREAT DISSATISFACTION					GREAT SATISFACTION
	1	2	3	4	5

<u>A. PERSONAL ASPECTS</u>	IMPORTANT?	IF YES, SOURCE OF: GREAT DISSAT GREAT SAT				
1. Opportunity to work with children or young people.....	NO YES	1	2	3	4	5
2. Opportunity to perform a socially important job.....	NO YES	1	2	3	4	5
3. Opportunity to determine the moral development of the next generation.....	NO YES	1	2	3	4	5
4. Opportunity to work with sports, drama and other extra-curricular activities..	NO YES	1	2	3	4	5
5. Teachers are respected members of the community.....	NO YES	1	2	3	4	5
6. Opportunity to have summers off to pursue other interests or family obligations.....	NO YES	1	2	3	4	5
7. Teachers are visible members of the community.....	NO YES	1	2	3	4	5
8. Teachers' families are visible members of the community.....	NO YES	1	2	3	4	5
9. Acceptance and participation in community organizations...	NO YES	1	2	3	4	5
 <u>B. PROFESSIONAL ASPECTS</u>						
1. Helping your students develop their talents and skills.....	NO YES	1	2	3	4	5
2. Freedom to grow intellectually.....	NO YES	1	2	3	4	5

3.	Availability and quality of continuing education opportunities for teachers.....	NO	YES	1	2	3	4	5
4.	Flexibility in deciding how to run your classroom.....	NO	YES	1	2	3	4	5
5.	Opportunity to discuss educational issues and problems with other teachers and administrators in your school.....	NO	YES	1	2	3	4	5
6.	Low levels of stress.....	NO	YES	1	2	3	4	5
7.	The amount of help available to you from teachers' aides and other support staff.....	NO	YES	1	2	3	4	5
8.	Opportunity to participate in curriculum and program development.....	NO	YES	1	2	3	4	5
9.	Quality of administrative evaluations of your performance for the purpose of contract renewal.....	NO	YES	1	2	3	4	5
10.	Professional feedback available to you on performance evaluations.....	NO	YES	1	2	3	4	5

C. WORKING CONDITIONS

1.	Student behavior in your classes.....	NO	YES	1	2	3	4	5
2.	Procedures used to handle student misbehavior in your school.....	NO	YES	1	2	3	4	5
3.	Number of students in your class or size of your teaching load.....	NO	YES	1	2	3	4	5
4.	Job security....	NO	YES	1	2	3	4	5
5.	Earning opportunities in teachers' salary schedules..	NO	YES	1	2	3	4	5
6.	Fringe benefits (health, retirement) offered teachers.....	NO	YES	1	2	3	4	5

7.	Federal and state rules and regulations.....	NO	YES	1	2	3	4	5
8.	Continuing education requirements for recertification....	NO	YES	1	2	3	4	5
9.	Opportunity to pursue second career or other employment during the summer vacation...	NO	YES	1	2	3	4	5
10.	The time spent on school work after hours.....	NO	YES	1	2	3	4	5
11.	The time spent on clerical and record-keeping duties....	NO	YES	1	2	3	4	5
12.	The time spent supervising students outside of class....	NO	YES	1	2	3	4	5
13.	The collegial support you receive from other teachers in the school.....	NO	YES	1	2	3	4	5
14.	Rapport among those who work in the school.....	NO	YES	1	2	3	4	5
15.	The practical support you receive from your principal..	NO	YES	1	2	3	4	5
16.	The parents support for your decisions.....	NO	YES	1	2	3	4	5
17.	The support you receive from teachers' organizations.....	NO	YES	1	2	3	4	5
18.	School board and voter support for quality education...	NO	YES	1	2	3	4	5
19.	The opportunity to participate in the decision-making process in your school.....	NO	YES	1	2	3	4	5

VI. NEXT, WE WOULD LIKE TO ASK YOU A FEW QUESTIONS ABOUT YOUR (CURRENT AND FUTURE) PERSONAL AND PROFESSIONAL GOALS.

1. First, based on what you had expected when first entering the teaching profession, please indicate how dissatisfied or satisfied you are with the following areas of your personal lifestyle? (Please circle the number which best reflects your response.)

A. STANDARD OF LIVING

VERY DISSATISFIED					VERY SATISFIED
1	2	3	4	5	

B. LEISURE TIME

VERY DISSATISFIED					VERY SATISFIED
1	2	3	4	5	

C. ROLE IN THE COMMUNITY

VERY DISSATISFIED					VERY SATISFIED
1	2	3	4	5	

D. SENSE OF PERSONAL WORTH

VERY DISSATISFIED					VERY SATISFIED
1	2	3	4	5	

E. SENSE OF PROFESSIONAL WORTH

VERY DISSATISFIED					VERY SATISFIED
1	2	3	4	5	

F. OTHER (Please specify)

VERY DISSATISFIED					VERY SATISFIED
1	2	3	4	5	

2. How many years do you plan to remain in teaching? _____ YEARS

2A. If you plan to REMAIN IN EDUCATION until retirement, please indicate for each of the following whether it is a career goal. (circle YES or NO)

- A. REMAIN IN MY CURRENT POSITION/GRADE LEVEL.....YES NO
- B. WOULD LIKE TO MOVE TO A SIMILAR POSITION IN ANOTHER SCHOOL UNIT.....YES NO
- C. WOULD LIKE TO MOVE TO A POSITION IN ANOTHER SUBJECT AREA.....YES NO
- D. WOULD LIKE TO MOVE TO A POSITION AT A DIFFERENT GRADE LEVEL.....YES NO
- E. WOULD LIKE TO MOVE TO A COUNSELING POSITION.....YES NO
- F. WOULD LIKE TO BECOME A MASTER TEACHER, STAYING IN THE CLASSROOM WITH OPPORTUNITY TO INCREASE MY SKILLS AND RESPONSIBILITIES.YES NO
- G. WOULD LIKE TO MOVE TO AN ADMINISTRATIVE POSITION.....YES NO
- H. OTHER (Please specify)_____

2B. Why have you chosen these goals? _____

2C. Do you feel there are other occupational choices available to you outside of education? YES NO

IF YES, in what field(s) and what type(s) of position(s)?

- | 1. Field | 2. Type of Position |
|----------|---------------------|
| A. _____ | A. _____ |
| B. _____ | B. _____ |

3. At present, are you seriously considering leaving teaching for another occupation?(circle one) YES NO

3A. If you are looking for another type of job, please indicate what TYPE of jobs you are looking for and what you think the PROSPECTS are of finding jobs in that field.

1.Field	2.Type of Position	3.PROSPECTS		
		(1)	(2)	(3)
_____	_____	POOR	FAIR	EXCELLENT
_____	_____	POOR	FAIR	EXCELLENT
_____	_____	POOR	FAIR	EXCELLENT

3B. Why are you considering a change of profession or field.

VII. REGARDLESS OF YOUR FUTURE CAREER PLANS, WE WOULD LIKE TO ASK YOU TO REVIEW YOUR TEACHING EXPERIENCE FROM AN OBJECTIVE PERSPECTIVE.

1. What factors about your job as a teacher would you like to have CHANGED to IMPROVE your job satisfaction?

- A. _____
- B. _____
- C. _____

2. If you could go back and start over, would you become a teacher? (circle one)

YES NO

Please briefly describe your reasons:

9. What is the highest educational degree you have earned?
(check one)

- 1. BACHELOR.
- 2. BACHELOR PLUS _____ HOURS.
- 3. M.A./M.S./M.Ed.
- 4. C.A.S.
- 5. Ph.D. or Ed.D.

10. Have you taken any college courses in administration since you began teaching? (circle one) YES NO

11. What is your parents' educational background: (check level for each.)

	A. MOTHER	B. FATHER
1. LESS THAN HIGH SCHOOL....	_____	_____
2. HIGH SCHOOL.....	_____	_____
3. SOME COLLEGE.....	_____	_____
4. BACHELORS DEGREE.....	_____	_____
5. M.A. or HIGHER.....	_____	_____

12. What percent of your total family income does your teaching salary represent? _____ PERCENT

Please return this completed questionnaire to:
Teacher Retention and Recruitment Study
Office of Legislative Assistants
State House Station 13
Augusta, Maine 04333

A postage-paid, pre-addressed envelope has been included for your convenience.

THANK YOU FOR YOUR COOPERATION.

Appendix N. Proposed Educator Recruitment and Retention Unit

The K-12 Educator Recruitment and Retention Commission recommends the establishment of a Unit within the Department of Education to administer all Department of Education Recruitment and Retention initiatives in cooperation with other educator recruitment initiatives. The following is the sum of ideas discussed by the Commission that the Unit could address.

1. **The Unit will conduct a multi-faceted information campaign focusing on recruitment of individuals to become well-qualified Maine educators.** Specifically:
 - Promote Maine as a place with an excellent quality of life and successful innovative educational programs, and a great place to be an educator, drawing on the experience and expertise of other agencies (Labor and Tourism).
 - Make better use of technology, improving the Department's web site and linking to national job posting sites, to increase access by educators and non-educators to Maine's educator vacancies.
 - Disseminate information on expected shortage and non-shortage positions using web pages, bulletins, and advertisement, and by becoming visible at trade shows and career events used by private sector.
 - Provide an information clearinghouse on financial aid for those pursuing careers in education, especially in shortage positions or areas.
 - Provide information and encouragement for current elementary teachers to gain certification in shortage positions.
 - Entice and support second career applicants as potential educators.
 - Draw upon recent retirees from education to fill vacancies in part-time and shortage areas by creating "emeritus status" and reducing the Maine State Retirement System's restrictions on these educators.
 - Participate in regional and federal initiatives, such as Troops to Teachers and Northeast Regional Credential, and private sector career fairs.
 - Promote service on local school boards as a critically important part of the education system.

2. **The Unit will develop a system of data collection and retrieval to support educator recruitment.** Specifically:
 - A database tracking mobility of teachers, shortages, years of experience of new hires.
 - Electronic collection of Staff Information Forms so data is more retrievable.
 - A periodic recruitment and retention survey to determine the scope of the problem, including supply and demand for educator positions, and the implications of decreasing teacher and administrator longevity. The Legislature's Joint Standing Committee on Education and Cultural Affairs conducted a teacher recruitment and retention survey in 1985 that should be repeated to collect longitudinal data.
 - A determination of the effectiveness of interventions, and the dissemination of best practices in educator recruitment, hiring practices, induction support, and retention efforts.

3. The Unit will conduct targeted recruitment activities.

- Increase available pool of certified teachers and administrators:
 - ◆ Establish reciprocity in certification and retirement, including interstate agreements beyond New England.
 - ◆ Focus on well-qualified educators who left education for other careers.
 - ◆ Identify retirees as potential teachers, with modifications in the state's retirement system.
 - ◆ Actively promote incentives for new teachers to stay in Maine.
- Actively pursue middle and high school students as potential teachers and maintain contact with them through college:
 - ◆ Provide opportunities to participate in teaching experiences such as peer tutoring, cross-grade tutoring, service learning, and library programs.
 - ◆ Provide small grants to start future teacher clubs in middle and high schools.
 - ◆ Offer a menu of scholarships, mentoring, and ambassador programs.
 - ◆ Convene on-campus activities to stimulate interest in teaching.
- Target second career applicants:
 - ◆ Expand the capacity of programs designed for second career applicants.
 - ◆ Design program delivery approaches based on their needs including: a year-round program for shortage areas with courses offered on evenings and weekends; summer academies; full use of distance learning; web-based programs.
- Target potential administrators:
 - ◆ Support promising models for new pathways for entry into administration currently underway, such as Maine School Leaders Network and Portland Partnership's Leadership for Tomorrow's Schools.
 - ◆ Pursue grant funding for administrator recruitment and induction.
- Target the need for more diversity:
 - ◆ Recruit individuals certified in other countries.
 - ◆ Recruit in other states and Puerto Rico.
 - ◆ Provide additional support systems for individuals from other states and countries as they acclimate to Maine life.
- Target people already teaching in a community to support them becoming certified in areas of shortage (Montana model):
 - ◆ Pay the teacher a stipend during recertification.
 - ◆ Support higher education offering specialized courses in outlying areas.
- Target educational technicians and other support personnel in a community to support them becoming certified in positions of shortage:
 - ◆ Pay a stipend to participants while they prepare to teach in areas or subjects of shortage.
 - ◆ Develop a "Maine Teacher Corps"
- Recruit in regions with similar climates and living conditions, linking with national job placement services.