

# Addressing California's Growing Teacher Shortage

2017 Update



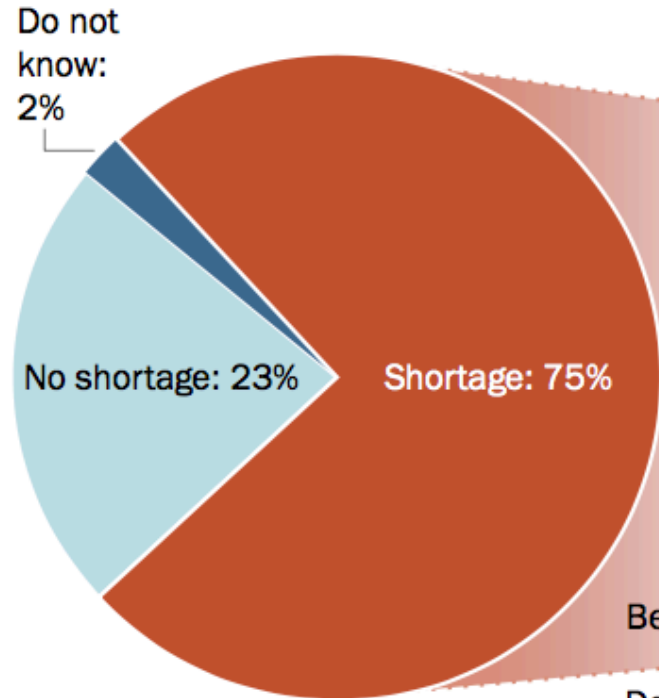
## Addressing California's Growing Teacher Shortage *2017 Update*

Desiree Carver-Thomas and Linda Darling-Hammond

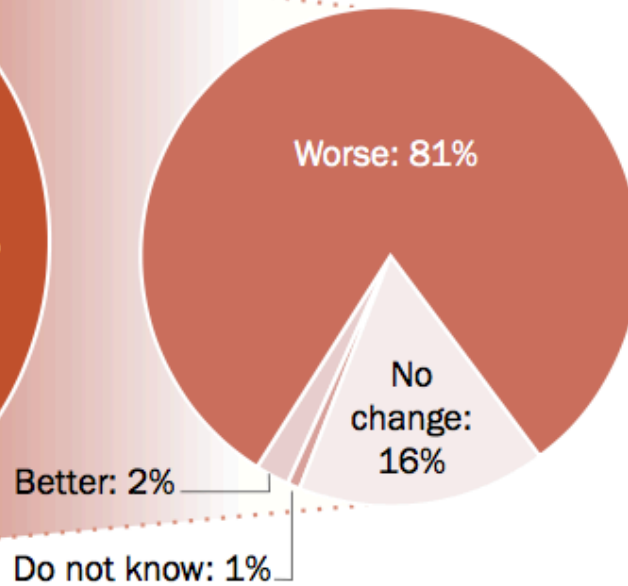
# 75% of CA Districts Report Teacher Shortages in 2016-17

## Teacher Shortages Are Getting Worse

Percent of Districts Reporting Shortages



Percent of Districts with Shortages Reporting Change in Shortages



LPI analysis of CSBA Survey of Delegate Assembly Districts (2016).

## Major Shortage Areas:

Special Education (88%)

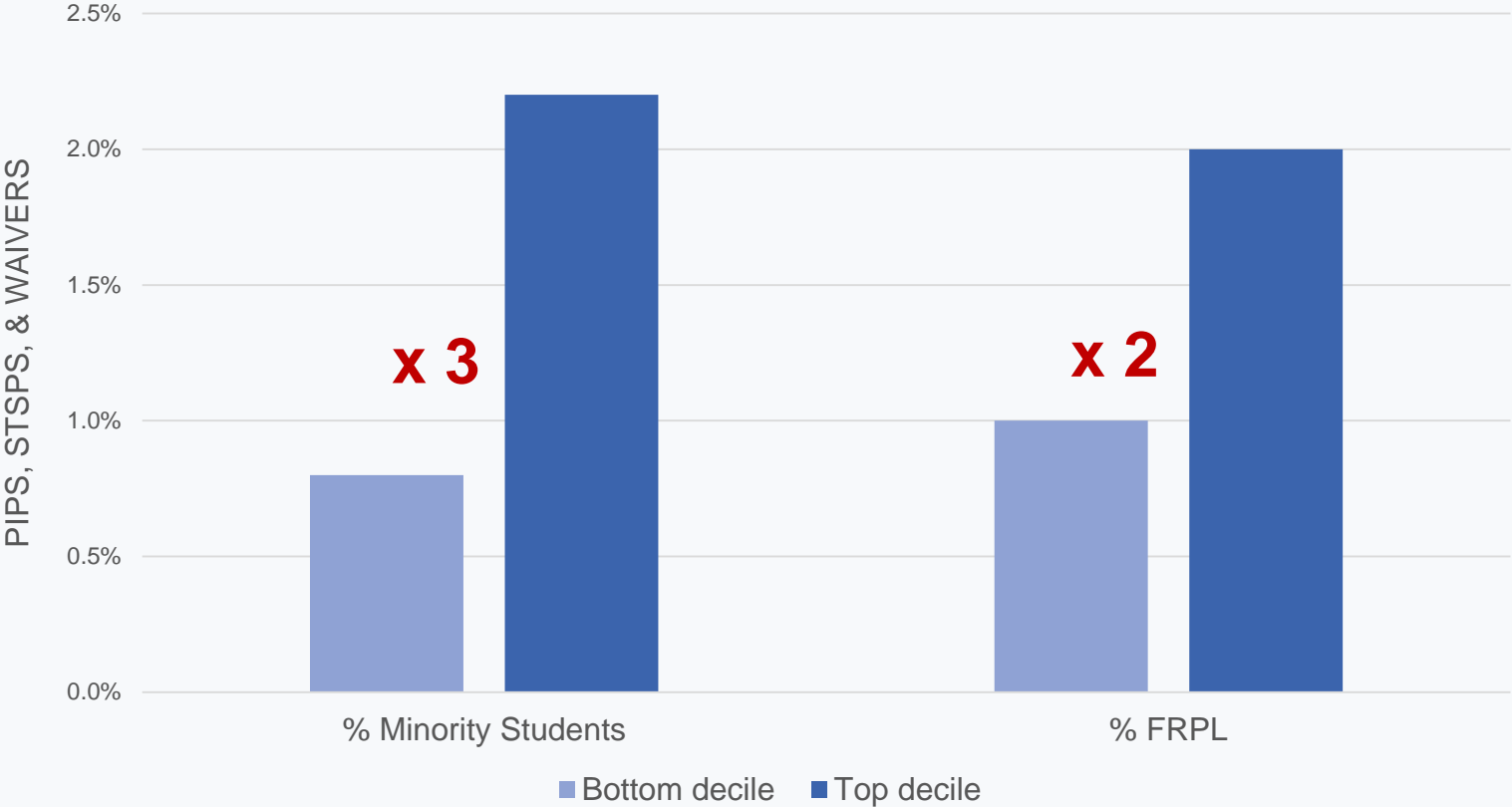
Mathematics (58%)

Science (57%)

Elementary (37%)

Districts with most high-need students (83%)

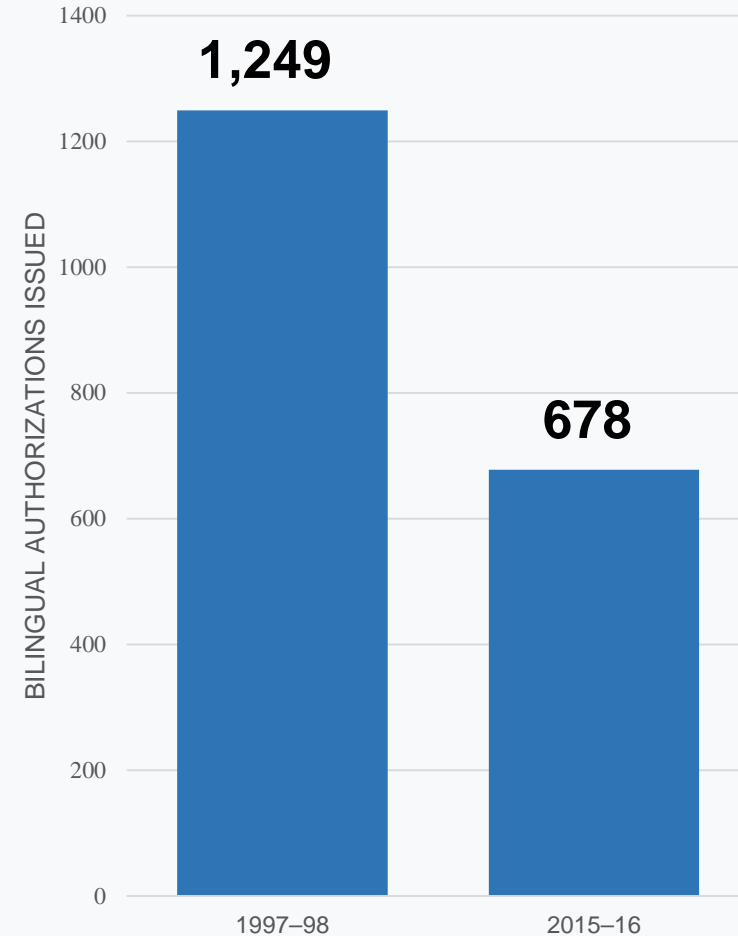
# Teachers on emergency-style authorizations are three times as common in high-minority schools and twice as common in high-poverty schools



Source: California State Plan to Ensure Equitable Access to Excellent Educators (2016)

# With the Passage of Proposition 58 Bilingual Teacher Shortages are Likely

CA now issues about half as many bilingual authorizations as it did before Prop 227, and only 30 programs prepare bilingual teachers

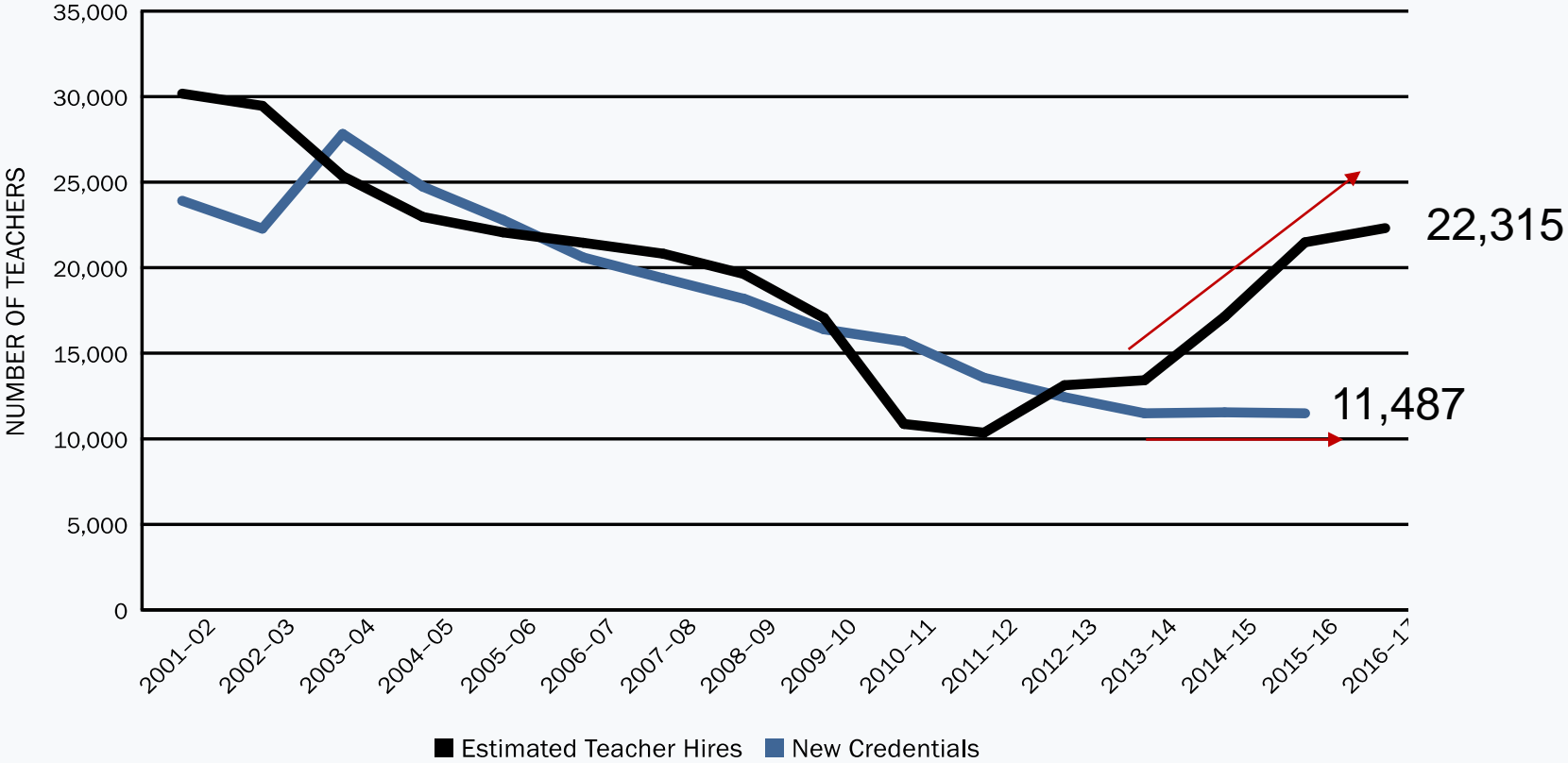


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*Having gone through a teacher shortage in the mid-90s, I worry that we're going to be in that era again where we are desperate for a warm body, and that they're not given the proper training and setup to be successful. And who is affected by that is kids; and that's a huge worry to me.*

—California district superintendent

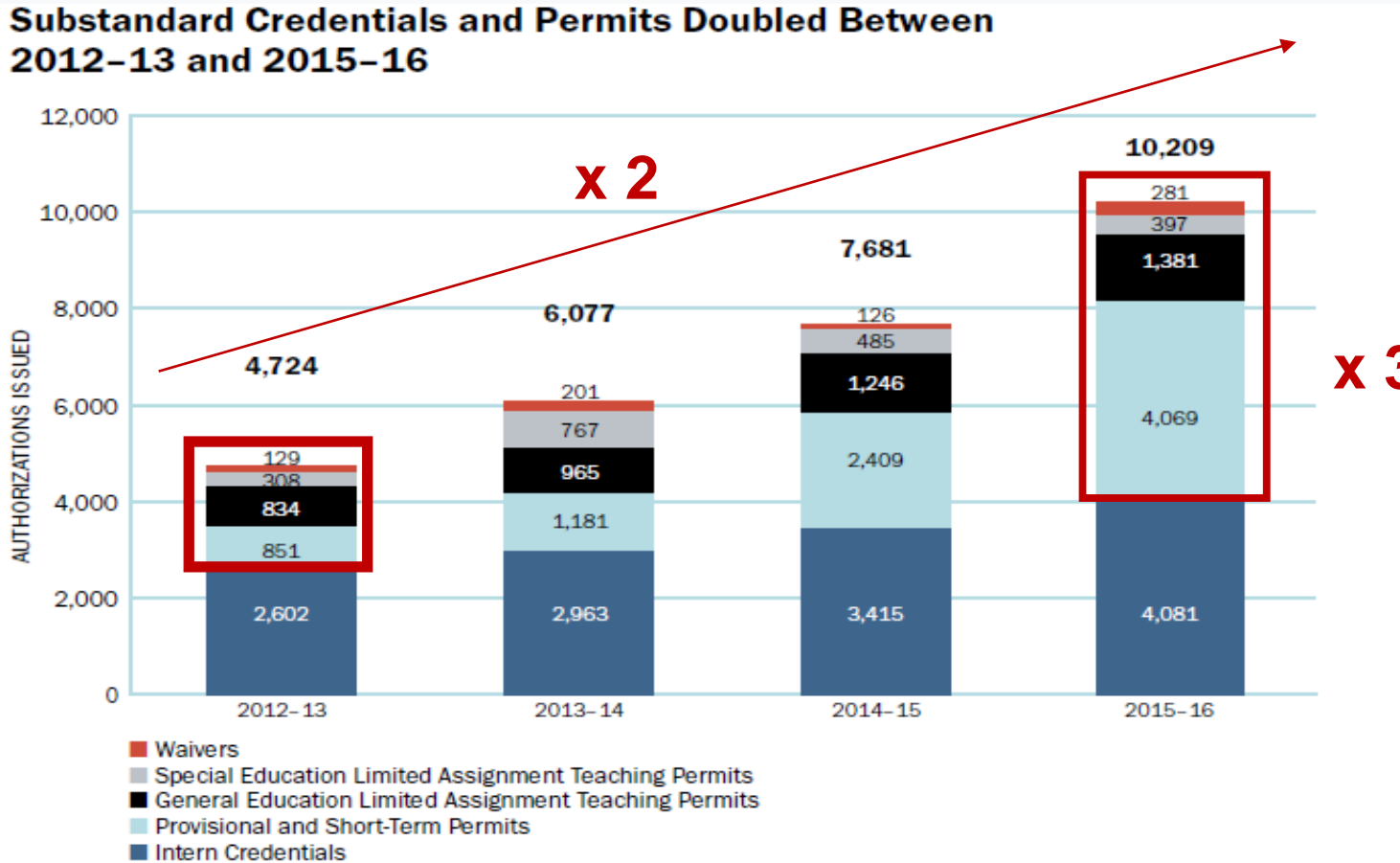
# Teacher demand increases and teacher supply stagnates



Note: Note: The 2015-16 credential data represent preliminary credentials issued to new California-prepared teachers who have met all initial credential requirements.

Source: Data on estimated teacher hires are from the California Department of Education. Data on new credentials are from the California Commission on Teacher Credentialing.

# >10,000 teachers hired on substandard credentials

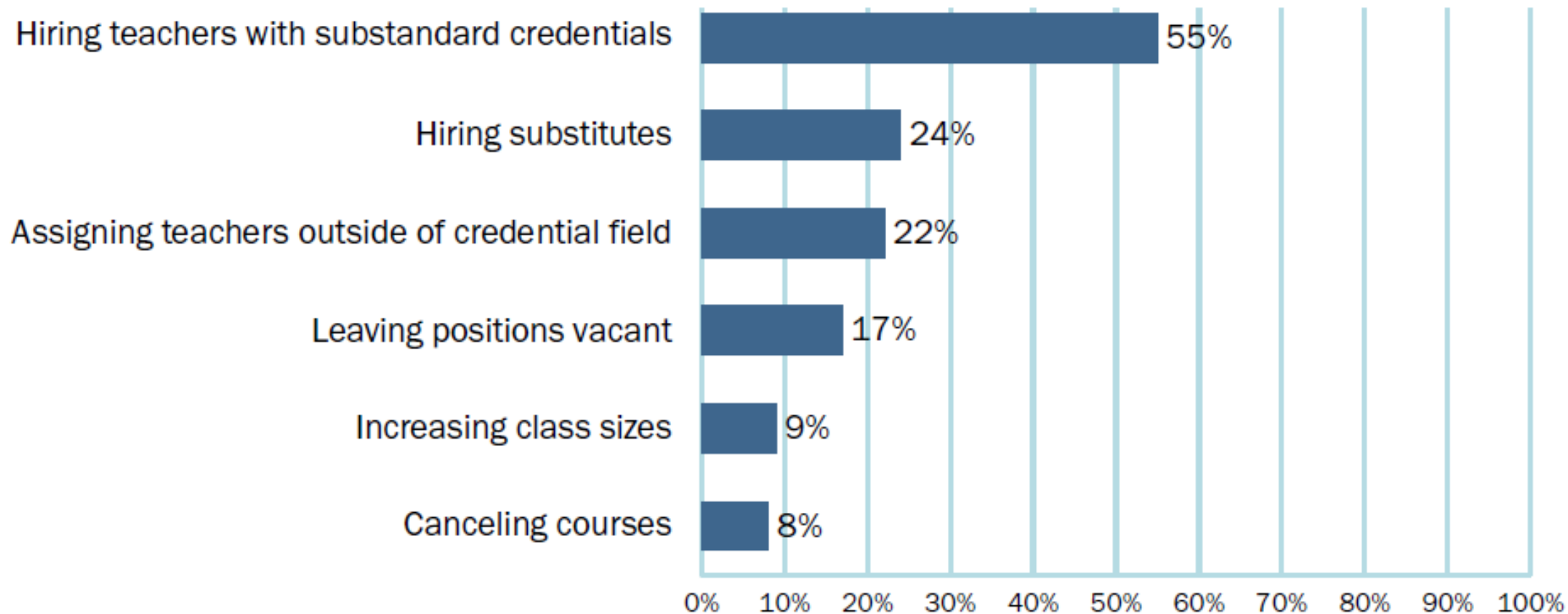


Note: Number of substandard credentials and permits issued between July 1 of each year and June 30 of the following year.

Source: Data provided by the California Commission on Teacher Credentialing by request.

## How Are Districts Filling Vacant Teaching Positions?

*Percent of districts with shortages that used the staffing solution to fill vacant positions*





# California is Not Alone

Headlines: Fall, 2016

Teacher shortage keeps area schools scrambling  
Washington not alone in hunt for teachers, new report says  
Oklahoma school districts look to fill 500 teacher vacancies

## Teacher shortage at public schools

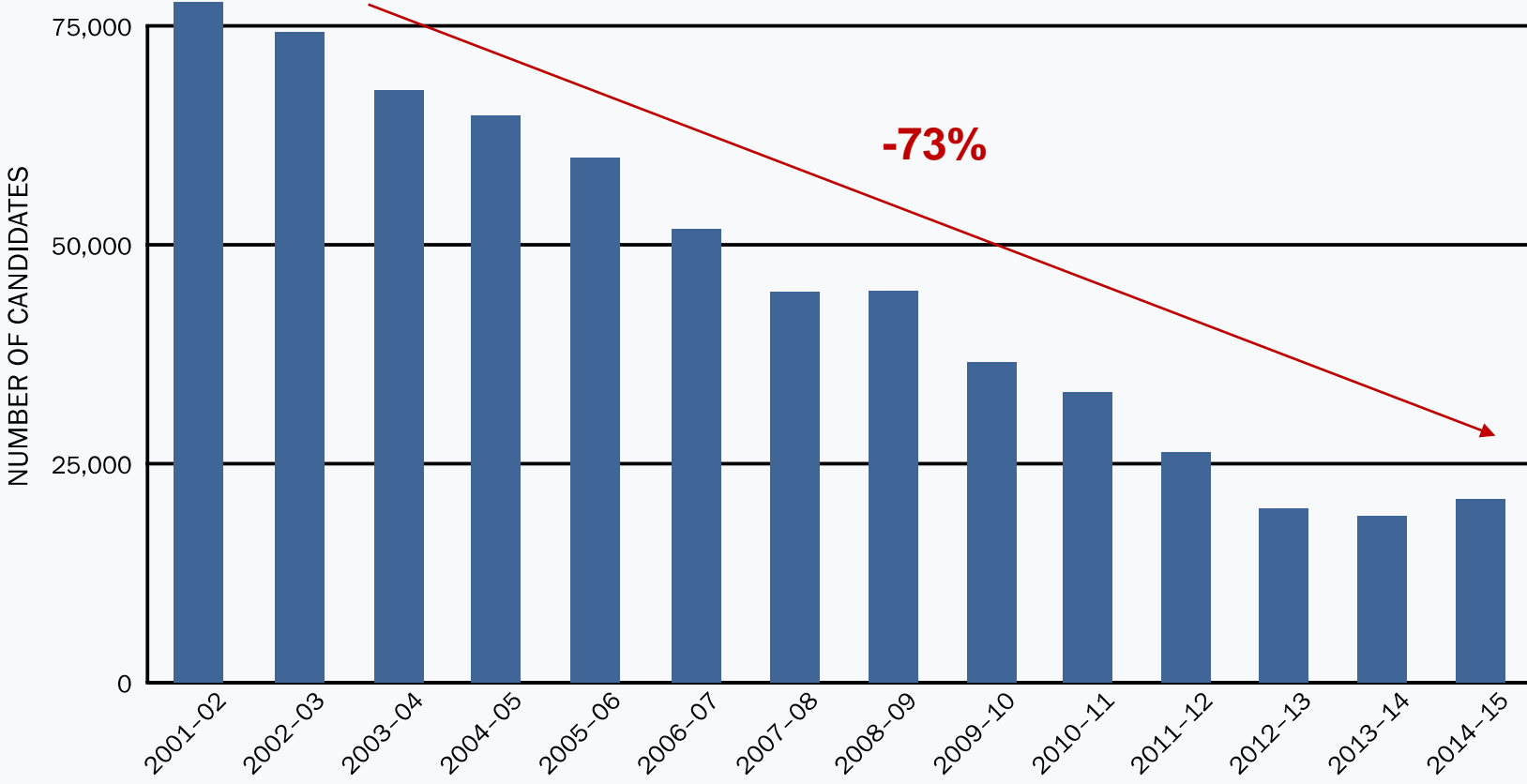
Fewer qualified applicants  
Help Wanted: Teacher-Shortage Hot Spots  
Florida facing teacher shortages in many districts as new school year begins

In Utah, schools can now hire teachers with no training whatsoever

RPS dealing with teacher shortage as first day of school looms

## Teacher, staff shortage looms as school begins

# CA Teacher preparation enrollments are down 73%

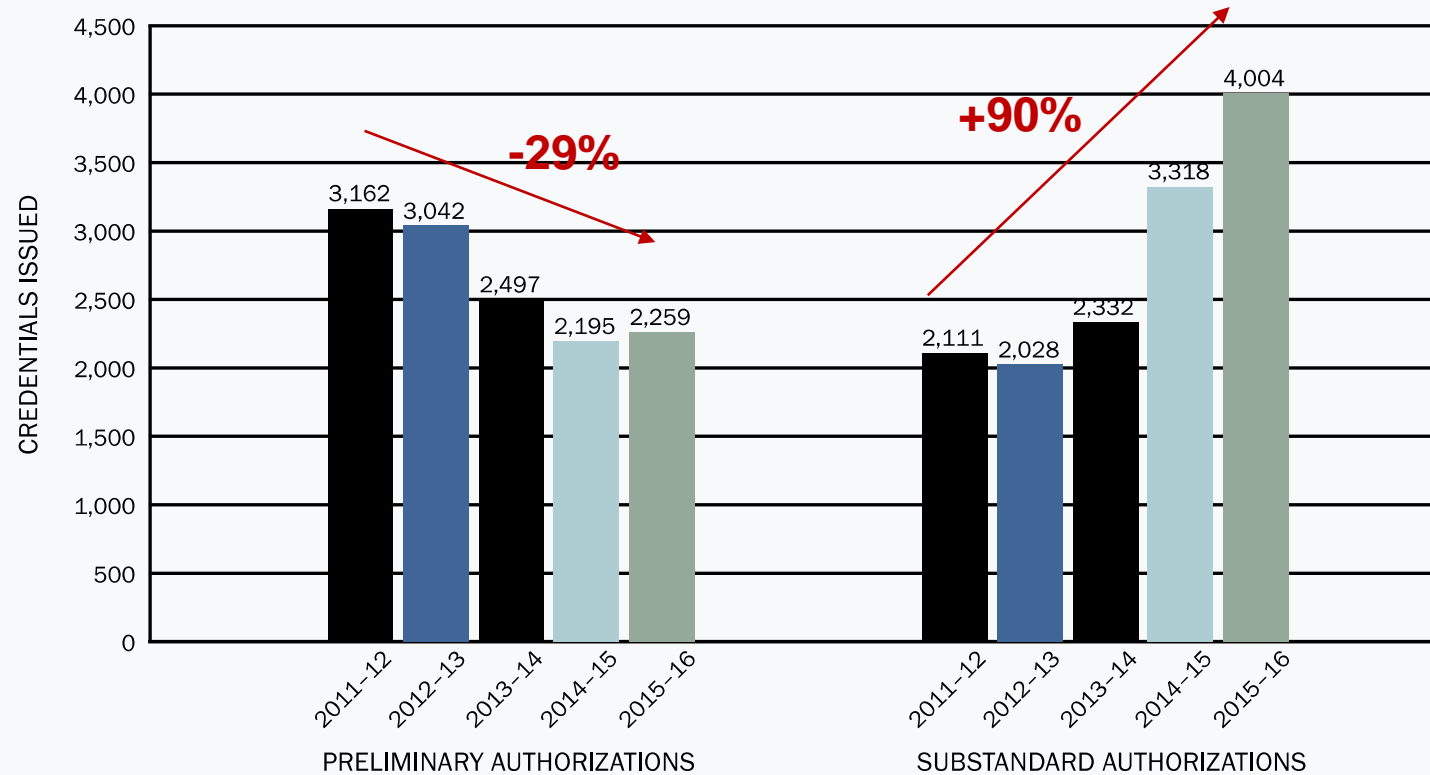


Source: California Commission on Teacher Credentialing. Data available at <http://www.ctc.ca.gov/reports/data/titlell-prog-info.html>.

# Preliminary credentials are down by nearly 30% and substandard authorizations have nearly doubled

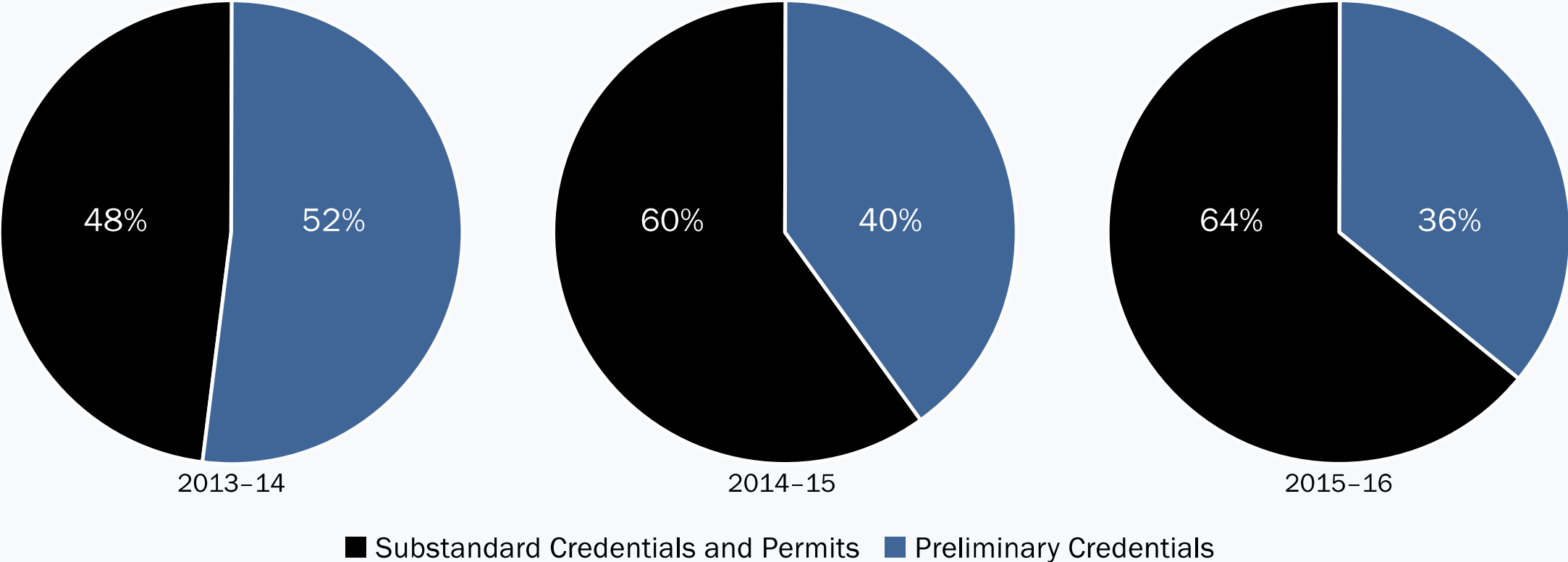
## Trends in Special Education Teacher Supply

*Preliminary and substandard authorizations issued, 2011-12 to 2015-16*



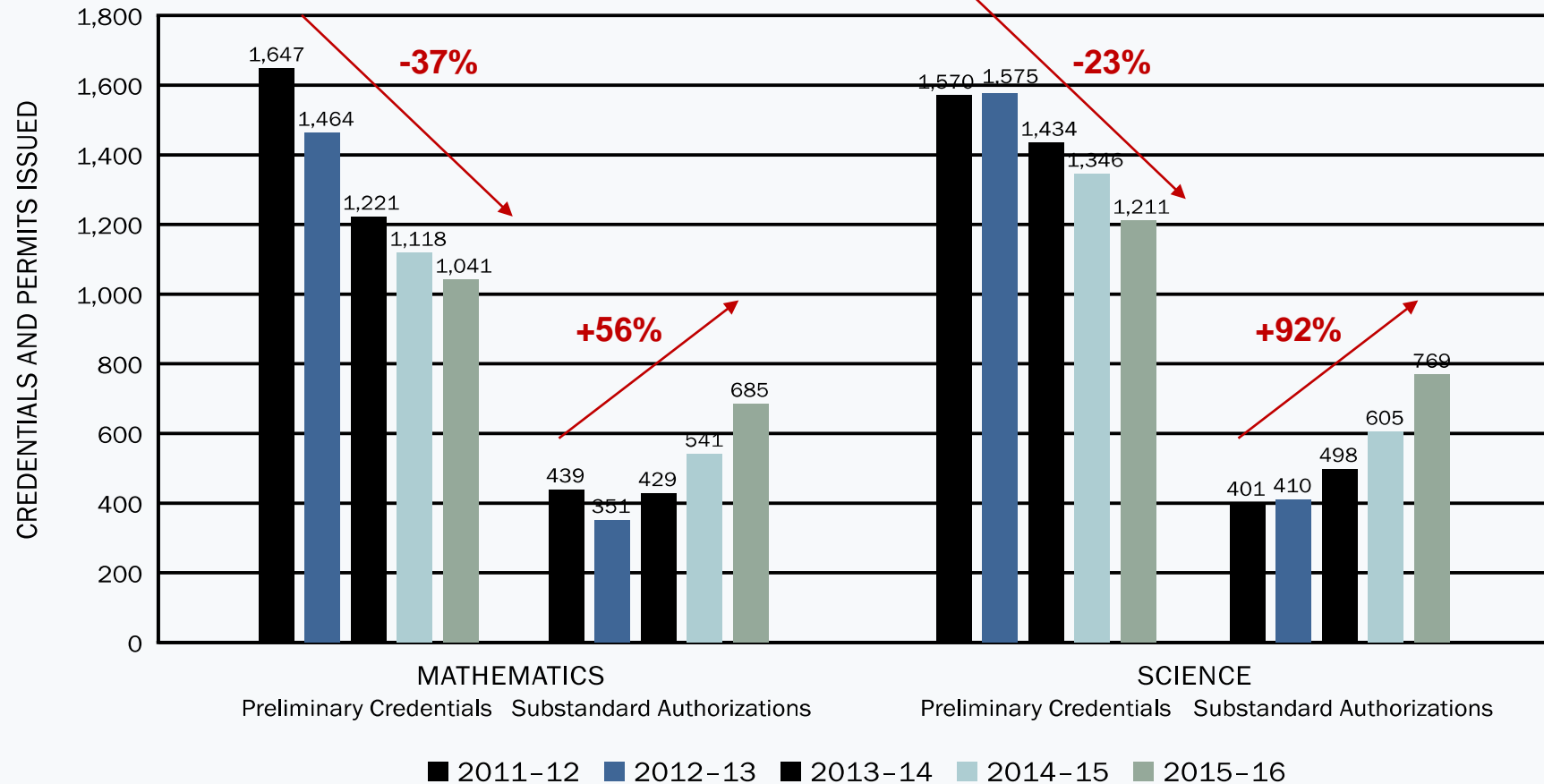
Source: California Commission on Teacher Credentialing.

# New, underprepared special education teachers outnumber those who are fully prepared 2:1



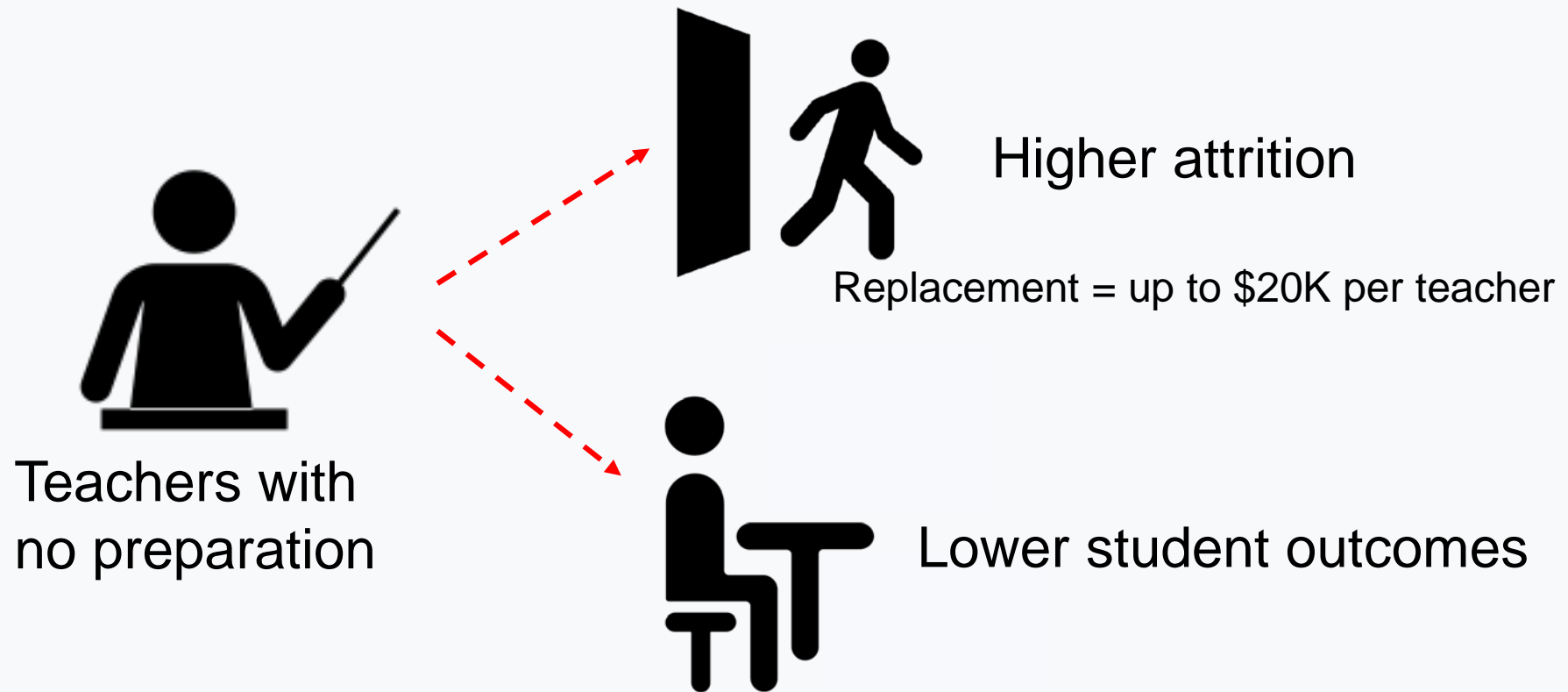
Source: California Commission on Teacher Credentialing.

# Math and Science: New, fully prepared teachers decline as underprepared teachers increase



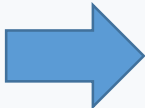
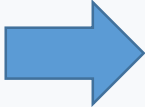
Source: California Commission on Teacher Credentialing.

# The cost of underprepared teachers

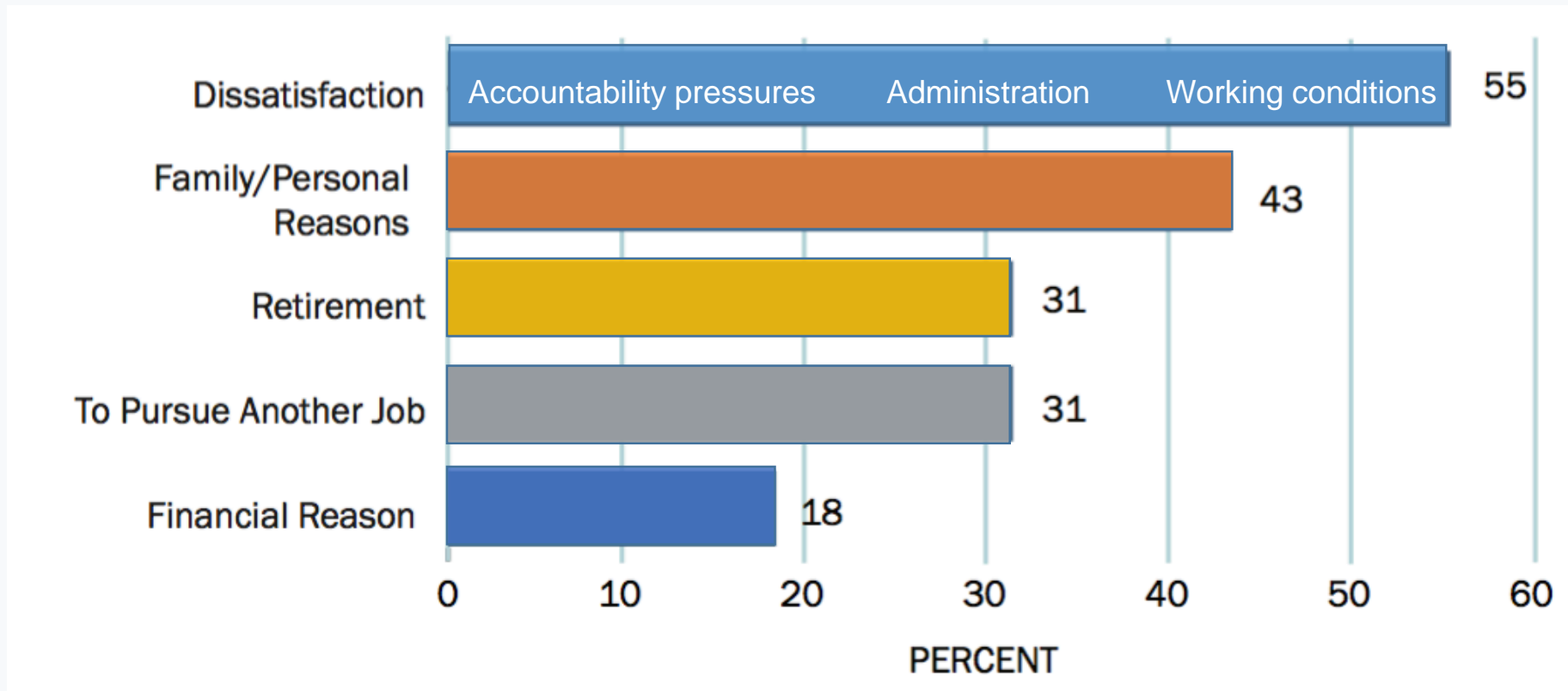


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# Reasons for Shortages

- Teacher layoffs during recession discouraged entrants
- Worsening salaries and teaching conditions
- Greater competition from other professions (and states)
- Reduced investments in preparation  greater debt load
- Less training & less available mentoring  greater turnover
- Punitive accountability and teacher bashing

# Types of Reasons Given by Teachers for Leaving the Profession





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## California's \$35 million investment will improve teacher supply in 5+ years

- **California Center on Teaching Careers:** \$5 million to create the Center, which will recruit new teacher candidates by providing information and resources online and through six regional centers.
- **Integrated Teacher Preparation Program Grant:** \$10 million for grants to institutions of higher education to develop or expand 4-year integrated teacher preparation programs.
- **California Classified School Employee Teacher Credentialing Program:** \$20 million for grants to school districts, county offices of education, and charter schools to recruit classified staff to become certified teachers.

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# Summary

- **Teacher demand is outpacing stagnant teacher supply**
  - 75% of districts & 83% of districts serving high-need students report shortages
- **Substandard credentials and permits continue to grow, with the greatest growth in emergency-style PIPs, STSPs, and Waivers.**
  - Special education substandard authorizations outnumber preliminary credentials 2:1
  - Prepared math and science teachers decline as underprepared teachers increase
  - Emergency credentials are twice as common in high-poverty schools and three times more common in high-minority schools
- **Enrollment in teacher preparation is down 73% since 2001-02**
  - Decline coincides with elimination of education subsidies, coupled with layoffs
  - Little increase in candidates, despite large increase in demand, and none in shortage fields
- **High-retention entry pathways are needed to address these immediate shortfalls without compromising on teacher quality**

# What Supports High-Retention Entry Pathways?

## Service Scholarships / Forgivable Loans with 3-5 year service commitment:

Indiana	Up to \$7500 / year // \$30,000
Kansas	Up to \$5500 / year // \$22,000
Massachusetts	Up to \$7500 / year // \$30,000
Nevada	Up to \$6000 / year // \$24,000
North Carolina	Up to \$6500 / year // \$26,000
Virginia	Up to \$10,000 / year // \$40,000
Woodrow Wilson Scholarship (Graduate Level Preparation)	\$30,000 // one year



LEARNING POLICY INSTITUTE POLICY BRIEF

### How Effective Are Loan Forgiveness and Service Scholarships for Recruiting Teachers?

By Anne Podolsky and Tara Kini

**Abstract**

Recruiting and retaining talented individuals into the teaching workforce, especially in schools in underserved urban and rural communities, is challenging when college graduates face more lucrative professional alternatives and often carry significant student debt. Two promising approaches to attracting and keeping teachers in the profession are to offer loan forgiveness or service scholarships to prospective teachers—similar to what the medical profession has used to attract practitioners into underserved communities. Existing research on teacher and physician loan forgiveness and service scholarship programs suggests that, when the financial benefit meaningfully offsets the cost of professional preparation, these programs can successfully recruit and retain high-quality professionals into fields and communities where they are most needed.

**External Reviewers**

This brief benefited from the insights and expertise of three external reviewers: Li Feng, Associate Professor of Economics at Texas State University-San Marcos; Rachel Lotan, Emerita Professor at Stanford Graduate School of Education; and Barnett Berry, founder and CEO of the Center for Teaching Quality. We thank them for the care and attention they gave the brief. Any remaining shortcomings are our own.

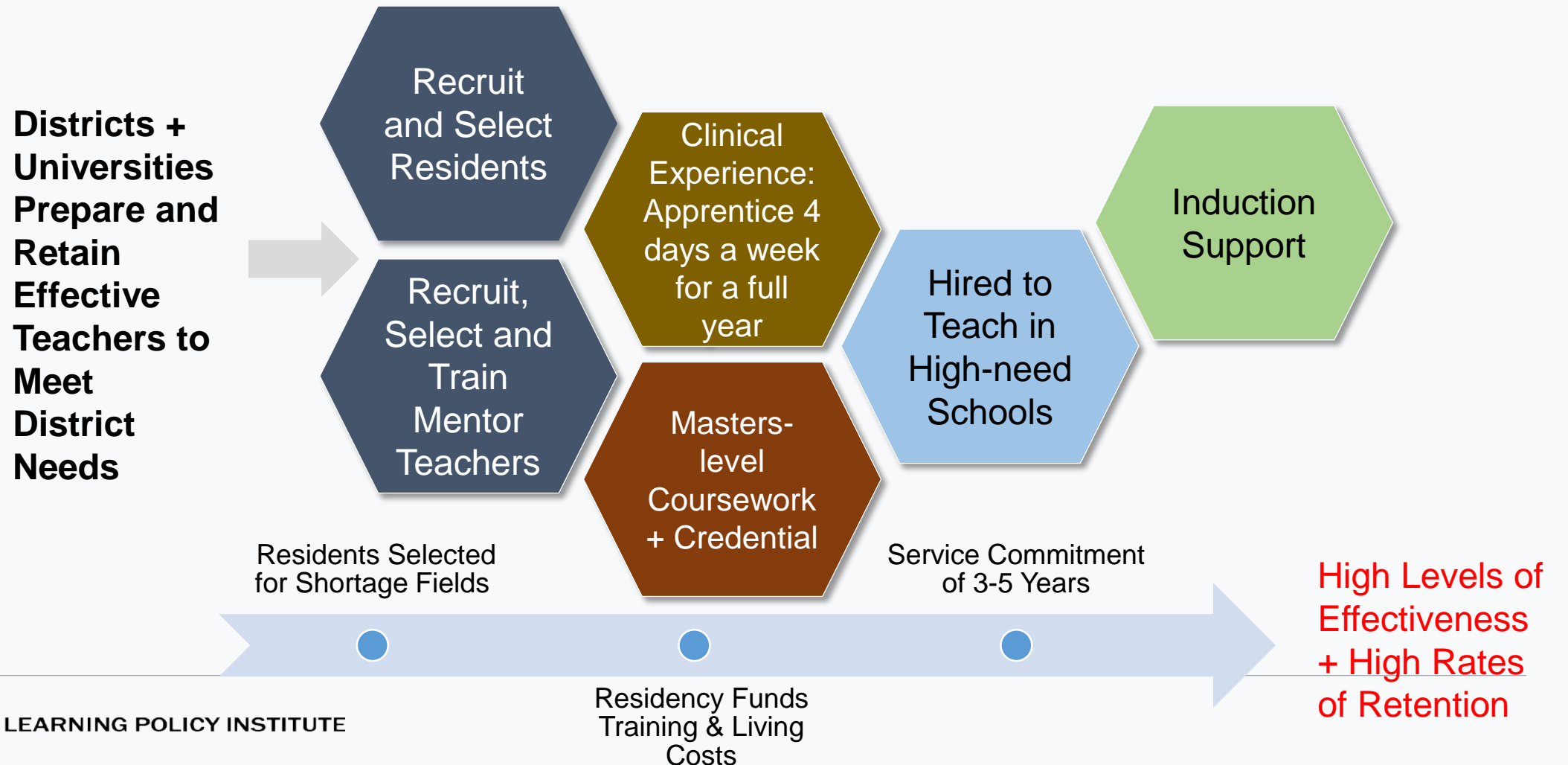
**Introduction**

Teacher shortages pose a recurring problem in American education. Teacher salaries lag behind those of other occupations that require a college degree, and young people often accrue significant debt to prepare for the profession. Recruitment and retention challenges are typically greatest in underserved urban and rural communities, as well as in subjects like math, science, and special education in which people can earn significantly higher starting salaries in private sector jobs. Even after adjusting for the shorter work year, beginning teachers nationally earn about 20% less than individuals with college degrees who enter other fields, a gap that widens to 30% by mid-career.<sup>1</sup> Compounding this challenge, more than two-thirds of those entering the education field borrow money to pay for their higher education, resulting in an average debt of \$20,000 for those with a bachelor's degree and \$50,000 for those with a master's degree.<sup>2</sup> College loans represent a significant debt burden for many prospective teachers and a potential disincentive to enter the profession.<sup>3</sup>

As in other professions, such as medicine, a promising approach to attracting and keeping teachers in the profession involves offering subsidies for preparation—loan forgiveness or service scholarships—tied to requirements for service in high-need fields or locations. If recipients do not complete their service commitment, they must repay a portion of the scholarship or loan, sometimes with interest and penalties.

The federal government and the states have long offered such incentives to medical professionals to fill needed positions and have periodically done so for teachers as well.<sup>4</sup> In both medicine and teaching, research suggests that these programs have been successful when the subsidies are large enough to substantially offset training costs. More affordable than across-the-board salary increases, loan forgiveness and scholarship programs offer a targeted, short-term approach to increasing teachers' overall compensation packages at the time that it matters most to individuals' career decisions.<sup>5</sup>

# Residency Programs Offer Another High-Retention Entry Pathway (> 50 nationwide; at least 10 in CA)



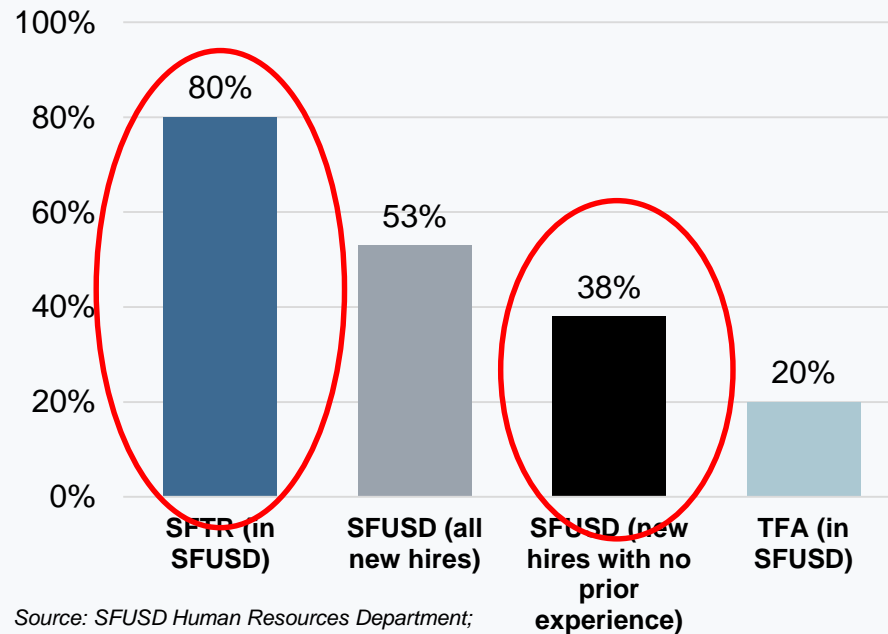
# Teacher Residencies in California



# San Francisco Teacher Residency Stems Shortages and Increase Diversity, Retention, and Effectiveness



### Comparison of 5-Year Teacher Retention Rates: San Francisco



Source: SFUSD Human Resources Department; San Francisco Teacher Residency

Teachers trained for math, science, bilingual / dual immersion positions

2/3 are teachers of color



100% of principals say residents are more effective than others they hire

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# Recommendations

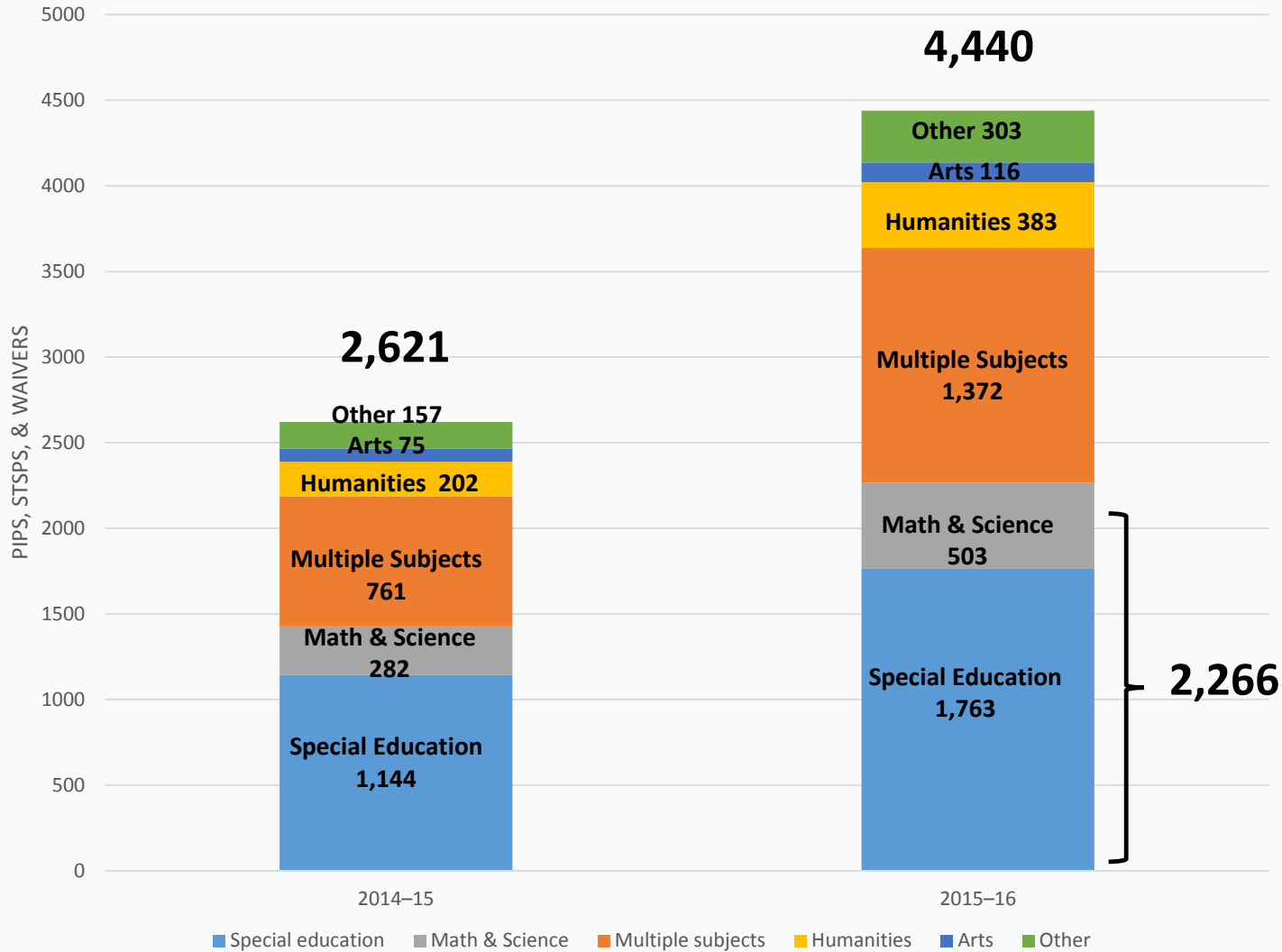
**1. Offer service scholarships or loan forgiveness that cover the cost of tuition and living expenses to teacher candidates who prepare and commit to teach in high-need fields and locations.**

**2. Boost the supply of teachers entering shortage fields and locations through high-retention teacher preparation programs completed in one year at the postbaccalaureate level, such as teacher residency models.** These teachers can immediately fill vacancies with the training to have successful and lasting careers.

**3. Eliminate barriers to re-entry for retired teachers in shortage fields, or postpone their exit.**

- In the short term, the state could remove caps on earnings that would allow districts to hire retirees to return to schools as teachers and mentors. If teachers pay into retirement while working, this can be revenue-neutral.
- Another potentially revenue-neutral option is the Deferred Retirement Option Program (DROP) used in many states for public employees, including teachers.

# What would it take to close the gap?



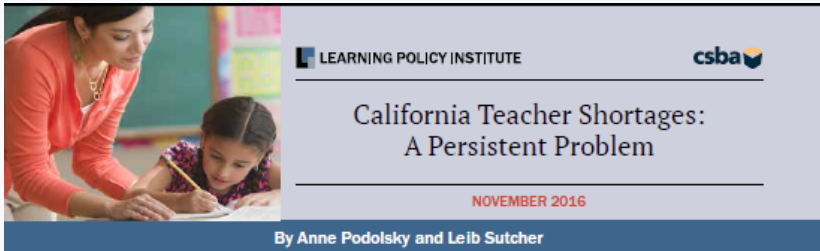
Source: California Commission on Teacher Credentialing

High-Retention Entry Pathways with 4 year service commitment via Service Scholarships and Matching Grants for Residencies:

Up to \$20,000 per Candidate in High-Need Fields x 2,300 candidates = \$46 million



# Full reports available at: [learningpolicyinstitute.org](http://learningpolicyinstitute.org)



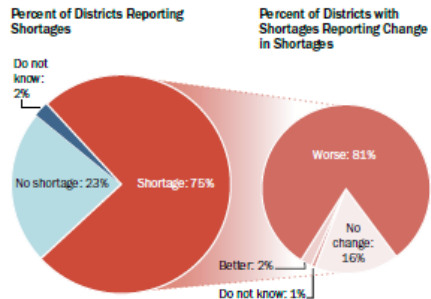
## Abstract

A highly competent teacher workforce is a necessary foundation for improving children's educational outcomes, especially for those who rely most on schools for their success. Yet a survey of over 200 California school districts reveals that three out of four districts report having a shortage of qualified teachers and that this shortage has gotten worse in the past two years. Districts report having to hire untrained teachers and substitutes, assign teachers out of field, cancel courses, and increase class sizes. They also report efforts to respond to shortages with a variety of policies to strengthen teacher preparation partnerships and pathways into the district, increase compensation, improve hiring and management, and enhance working conditions. To better address shortages, particularly in high-need fields and schools, the state and districts will need to develop a variety of evidence-based strategies targeted to communities' different needs.

## Introduction

In the fall of 2016, a survey of 211 school districts in the California School Boards Association's Delegate Assembly—a sample that generally reflects the demographics of California's districts—revealed that they are experiencing alarming rates of teacher shortages.<sup>2</sup> Approximately 75% of districts report having a shortage of qualified teachers for the 2016–17 school year. Over 80% of these districts say that shortages have gotten worse since the 2013–14 school year (see Figure 1).

**Figure 1**  
**Teacher Shortages Are Getting Worse**



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