NCTQ *State Teacher Policy Yearbook* Brief Area 4: Retaining Effective Teachers

# Cultivating an Effective Teacher Workforce

Across the United States, a great deal of energy is now being put into designing evaluation systems to identify effective

teachers. Since 2009, 37 states have made policy changes related to teacher evaluation, and 22 states now require student achievement to be a significant or the most significant factor in judging teacher effectiveness. These developments are promising. But, of course, identifying effective teachers is just a piece of the equation. How states are using what they are learning about teacher effectiveness from evaluations is also critically important.

NCTQ has documented elsewhere (see our *State of the States 2012: Teacher Effectiveness Policies*) that state policies related to using teacher evaluations to make decisions about teacher tenure, licensure advancement and dismissal are on the rise. This brief is drawn from NCTQ's 2011 *State Teacher Policy Yearbook* and examines state policies to help grow and keep an effective teacher workforce.

# Key *Yearbook* Findings on Retention Strategies

In this brief we explore how states are connecting information on teacher effectiveness to their strategies for teacher retention – including policies for mentoring and induction to help ensure that new teachers turn out to be effective; policies that require teachers to get feedback on their evaluations and explicitly tie professional development to evaluation results; and policies that allow districts to structure incentives and salary increases to help retain teachers who are identified as effective in the classroom.

#### Consider the following 2011 *Yearbook* findings:

- Only about a third of states require sufficient mentoring and support to help new teachers succeed. Thirty states require mentoring for all new teachers. But a closer look at the details suggests that many of these requirements are weak. Among the states that require mentoring for all new teachers, only 18 require mentoring that includes consistent, regular and ongoing support. Only 17 states require careful selection of mentors, and just nine states require that new teachers are mentored starting the first critical weeks of the school year. Nine states have no state-level requirements for new teacher induction.
- Fewer than half the states require that teachers get feedback on their evaluations.

  Twenty-four states require that teachers

receive feedback – either written or in person from evaluators – on their performance evaluation results. Eleven states go no further than to require that teachers get copies of their evaluation results. Sixteen states have no policy whatsoever about what should be done with teacher evaluations, which is telling evidence of how little relevance the teacher evaluation process still has in too many states and districts.



Florida /	В-
Alaska	C+
California	C+
Michigan	C+
South Dakota	C+
Utah	C+
	C
Georgia Idaho	C
Minnesota	С
North Carolina	C
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Virginia	С
Washington	С
Arkansas	C-
Colorado	C-
Delaware	C-
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Massachusetts	C-
Nebraska	C-
Nevada	C-
New Jersey	C-
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Oklahoma	C-
Wisconsin	C-
Alabama	D+
Arizona	D+
District of Columbia	D+
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New York	D+
Pennsylvania	D+
West Virginia	D+
Wyoming	D+
Connecticut	D
Mississippi	D
Missouri	D
Montana	D
New Mexico	D
North Dakota	D
Rhode Island	D
Hawaii	D-
New Hampshire	D-
Vermont	D-
State Average	C-

- evaluation results be used to design professional development. The majority of states (34) have no policy on whether or how teacher evaluations should be used to inform teacher practice; 12 states require that the results of teacher evaluations be used to inform and shape professional development. Five more states specify a connection between evaluation findings and professional development but unfortunately only in cases where teachers receive poor evaluations.
- NCTQ finds a significant policy shift on teacher pay in three states but most other states have barriers to using compensation strategies to retain effective teachers. In Florida, Idaho and Indiana, teacher performance must now play a significant role in how districts determine teacher salaries, and other factors such as advanced degrees and years on the job are limited. In 16 states, salary schedules are established at the state level, preventing local districts from determining teacher compensation packages that best meet local needs. Twenty-seven states give districts full authority over teacher pay rates, avoiding state-imposed barriers to compensation reform. However, unlike Florida, Idaho and Indiana, most of these states are not proactive about looking for ways to encourage districts to move away from the traditional experience/advanced degree steps and lanes salary structures.
- Too many states still tie teacher pay to advanced degrees, a practice that research shows has no bearing on teacher effectiveness. Research is clear that a teacher's education level beyond a bachelor's degree bears little or no relationship to teacher quality or academic results. Yet nationwide, states and districts spend billions providing pay raises for master's degrees, squandering resources that could be directed toward compensating teachers who demonstrate skills and results. When established at the state level, such salary

- structures leave districts with no flexibility to meet local needs. Sixteen states require districts to pay higher salaries to teachers with advanced degrees.
- States pass up the opportunity to recruit promising candidates because they cannot offer compensation for teachers with relevant prior work experience. New teachers are not necessarily new to the workforce. Increasing numbers of career changers are entering the teaching profession. Many of these teachers have relevant prior work experience - particularly in areas such as math and science, where chronic shortages make these candidates even more desirable. Yet most salary schedules fail to compensate new teachers for such work experience, setting their salaries instead at the same level as other first-year teachers. At present, and unchanged since 2009 when NCTQ started tracking this policy trend, only California, Delaware, Georgia, North Carolina, Texas and Washington direct local districts to compensate teachers for related prior work experience.
- Only about half the states support differential pay. Twenty-four states provide support for increased pay for teachers who teach in high-needs schools or shortage subject areas. Seven states only support differential pay for high need schools, and three states only support shortage subject areas; 14 states support both. There are states that support other incentives besides differential pay, including loan forgiveness, mortgage assistance, and tuition reimbursements and scholarships. Yet these incentives are of limited appeal; a teacher may not be at a point in his or her career where they are meaningful. Even the bonuses and stipends most often associated with differential pay may be viewed by teachers as unreliable approaches if not clearly embedded in established pay structures.

### **Teacher Pensions**

NCTQ's annual *State Teacher Policy Yearbook* includes several policy goals related to teacher pensions. Because pensions are an important part of the total compensation package offered to teachers, NCTQ examines the financial stability of these systems, as well as the fairness, flexibility and portability of pension systems. We have not included an analysis of our teacher pension goals in this brief, in anticipation of our forthcoming comprehensive paper on the topic. In it NCTO will:

- Provide a lay of the land of the basic costs, funding levels and benefit structure of teacher pension systems across the United States;
- Demonstrate the ways that the current structure of teacher pensions may be in the best interest of neither teachers nor taxpayers; and
- Outline a set of systemic teacher pension reforms that can help shore up states financially and improve their ability to recruit and retain a next generation of highlyeffective teachers.
- A significant number of states have launched performance pay initiatives, which provide opportunities to reward teachers who consistently achieve positive results from their students. NCTQ has tracked noteworthy progress in the states on this issue. Twenty-four states (up from 19 in 2009) support performance pay. Of these, three factor performance pay into the salary schedule for all; four others make performance bonuses available to teachers statewide.

# **State Policies That Support Retention of Effective Teachers**

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	State articulates strong teacher induction requirements	State requires that all teachers receive evaluation feedback	State requires that evaluation results inform professional development	State requires that performance count more than advanced degrees for teacher pay
Alabama	•			
Alaska				
Arizona				
Arkansas				
California	•			
Colorado				
Connecticut	•		•	
Delaware				
District of Columbia				
Florida				
Georgia				
Hawaii				
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South Carolina				
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Texas				
Utah				
Vermont	Ī			
Virginia		П		
Washington	Ī			
West Virginia				
Wisconsin				
Wyoming				
TOTAL	25	24	12	3
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States directs districts to compensate teachers for related prior work experience	State support differential pay for teaching in high need schools and shortage subjects	State factors performance into salary for all teachers	State provides performance bonuses available to all teachers	
				Alabama
				Alaska
				Arizona
				Arkansas
				California
			ī ī	Colorado
	ī ī		i i	Connecticut
_			i i	Delaware
_			i i	District of Columbia
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				Georgia
	_			Hawaii
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				Idaho
				Illinois
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				Maine
				Maryland
				Massachusetts
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				Mississippi
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				Nevada
				New Hampshire
				New Jersey
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				Oregon
				Pennsylvania
				Rhode Island
				South Carolina
				South Dakota
				Tennessee
	The second secon			Texas
				Utah
				Vermont
				Virginia
				Washington
				West Virginia
				Wisconsin
				Wyoming
6	14	3	4	TOTAL

# NCTQ Recommendations to States on Retaining Effective Teachers

If states want to foster teacher effectiveness from the beginning of a teacher's career, they should require effective induction for all new teachers, with special emphasis on teachers in high-needs schools.

- States should ensure that new teachers receive mentoring of sufficient frequency and duration, especially in the first critical weeks of school.
- Mentors should be carefully selected based on evidence of their own classroom effectiveness and subject-matter expertise.
- Mentors should be trained, and their performance as mentors should be evaluated.
- Induction programs should include only strategies that can be successfully implemented, even in a poorly managed school. Such strategies include intensive mentoring, seminars appropriate to grade level or subject area, a reduced teaching load and frequent release time to observe effective teachers.

States need to make use of the data and information they are now collecting on teacher effectiveness. One important strategy is to require professional development to be based on the needs identified through teacher evaluations.

- States should require that evaluation systems provide all teachers with feedback about their performance.
- States should direct districts to align professional development activities with findings from teachers' evaluations – for all teachers, not limited to teachers who receive poor evaluations.

There needs to be a great deal more flexibility around teacher pay if states and districts want to retain their most effective teachers.

While states may find it appropriate to articulate teachers' starting salaries, they should not require districts to adhere to a

- state-dictated salary schedule that defines steps and lanes and sets minimum pay at each level.
- States should discourage districts from tying additional compensation to advanced degrees. The state should eliminate salary schedules that establish higher minimum salaries or other requirements to pay more to teachers with advanced degrees.
- States should discourage salary schedules that assume teachers with the most experience are the most effective. The state should eliminate salary schedules that require that the highest steps on the pay scale be determined solely be seniority.
- States should encourage districts to provide compensation for related prior subject-area work experience through mechanisms such as starting these teachers at an advanced step on the pay scale. At a minimum, states should not have regulatory language that blocks such strategies.
- States should support differential pay for effective teaching in shortage subject areas and for effective teachers in high-need schools. Again, at a minimum, states should not have regulatory language that would block differential pay options.
- States should support performance pay efforts that reward teachers for their effectiveness in the classroom. States should allow districts flexibility to define the criteria for performance pay, provided that such criteria connect to evidence of student achievement. Any performance pay plan should allow for the participation of all teachers, not just those in tested subjects and grades.

## Conclusion

The focus on using meaningful evaluations to identify effective teachers is commendable. But building a better teacher workforce requires more. It requires that teachers are prepared to be effective in the classroom and it requires that education leaders and administrators use evaluation results to their full potential – from providing actionable feedback to teachers about improving instruction to using resources effectively to pay great teachers for the invaluable service they provide to students.

# **Retention Policy Checklist for States**

- 1. Provide induction support for new teachers.
- ✓ Ensure that new teachers receive mentoring of sufficient frequency and duration.
- Carefully select mentors, train them and evaluate their performance as mentors.
- ✓ Include only strategies that can be successfully implemented, even in a poorly managed school.
- 2. Use evaluation results meaningfully.
- Require that evaluation systems provide all teachers with feedback about their performance.
- ✓ Require that districts align professional development activities with findings from teachers' evaluations.
- Encourage districts to rethink

  3. traditional pay scales and reward effective teaching.
- ✓ Give local districts authority over pay scales.
- ✓ Eliminate salary schedules that requirements more pay to teachers with advanced degrees.
- ✓ Provide compensation for related prior subject-area work experience that will contribute to effectiveness.
- Provide extra pay for effective teaching in shortage subject areas and in high-need schools.
- Reward teachers for their effectiveness in the classroom and for raising student achievement.

Yearbook Goals for Retaining Effective Teachers	States With Best Practices
Induction	<b>South Carolina</b> requires that all new teachers, prior to the start of the school year, be assigned mentors for at least one year. Districts are to carefully select mentors based on experience and similar certifications and grade levels, and mentors undergo additional training. Adequate release time is mandated by the state so that mentors and new teachers may observe each other in the classroom, collaborate on effective teaching and develop professional growth plans. Mentor evaluations are mandatory and stipends are recommended.
Professional Development	Although NCTQ has not singled out one state's policies for "best practice" honors, <b>Louisiana</b> is notable for clearly articulating that the feedback provided to teachers in post-observation conferences must include discussion of strengths and weaknesses.
Pay Scales	In <b>Idaho</b> teacher performance must play a significant role in how districts determine teacher salaries, and other factors such as advanced degrees and years on the job are limited. <b>Florida</b> and <b>Indiana</b> allow local districts to develop their own salary schedules while preventing districts from focusing on elements not associated with teacher effectiveness. In Florida, local salary schedules must ensure that the most effective teachers receive salary increases greater than the highest annual salary adjustment available. Indiana requires local salary scales to be based on a combination of factors and limits the years of teacher experience and degrees to account for no more than one-third of this calculation.
Compensation for Prior Work	<b>North Carolina</b> compensates new teachers with relevant prior-work experience by awarding them one year of experience credit for every year of full-time work after earning a bachelor's degree that is related to their area of licensure and work assignment. One year of credit is awarded for every two years of work experience completed prior to earning a bachelor's degree.
Differential Pay	<b>Georgia</b> supports differential pay by which teachers can earn additional compensation by teaching certain subjects. The state's new compensation strategy for math and science teachers moves teachers along the salary schedule rather than just providing a bonus or stipend. The state also supports differential pay initiatives to link compensation more closely with district needs and to achieve a more equitable distribution of teachers. Georgia's efforts to provide incentives for National Board Certification teachers to work in high-need schools are also noteworthy.
Performance Pay	<b>Florida</b> , <b>Idaho</b> and <b>Indiana</b> are noteworthy for their efforts to build performance into the salary schedule. Rather than award bonuses, teachers' salaries will be based in part on their performance in the classroom.



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NCTQ is available to work with individual states to improve teacher policies.

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