

Teacher Shortage

2017–19 Biennium Budget Decision Package

Agency: 350 Office of Superintendent of Public Instruction

Decision Package Code/Title: AB/Teacher Shortage

Budget Period: 2017–19

Budget Level: PL

Agency Recommendation Summary Text:

School districts in Washington continue to report that they are having major difficulties hiring teachers, especially in rural and high poverty schools. Progress was made in addressing the teacher shortage in the 2016 legislative session, but additional actions must be taken in 2017. This decision package continues or expands several initiatives funded in FY17 and creates one new initiative. The Superintendent is requesting \$13.2 Million for the 2017–19 biennium to support: a continued recruitment campaign; hiring technical assistance for districts; expansion of the Beginning Educator Support Team (BEST) Program; expansion of Conditional Scholarship/Loan Forgiveness Programs; and a “Grow Your Own” Initiative.

Fiscal Summary: Decision package total dollar and FTE cost/savings by year, by fund, for 4 years. Additional fiscal details are required below.

Operating Expenditures	FY 2018	FY 2019	FY 2020	FY 2021
Fund 001–01	6,247,000	6,938,000	6,938,000	6,938,000
Total Cost	6,247,000	6,938,000	6,938,000	6,938,000
Staffing	FY 2018	FY 2019	FY 2020	FY 2021
FTEs	1.5	1.5	1.5	1.5
Revenue	FY 2018	FY 2019	FY 2020	FY 2021
Fund 001–01	0	0	0	0
Object of Expenditure	FY 2018	FY 2019	FY 2020	FY 2021
Obj. A	116,000	116,000	116,000	116,000
Obj. B	44,000	44,000	44,000	44,000
Obj. C	205,000	205,000	205,000	205,000
Obj. E	40,000	40,000	40,000	40,000
Obj. G	50,000	61,000	61,000	61,000
Obj. J	8,000	0	0	0
Obj. N	5,784,000	6,472,000	6,472,000	6,472,000

Package Description:

Background:

Washington school districts are having a very difficult time finding certificated teachers to instruct their students. In a poll of Principals administered in October 2015, more than 90% of the principals who

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responded indicated they were in “crisis” or “struggling” in hiring qualified teachers and 74% indicated that they had covered a classroom in the past week because a substitute was not available. The number of Emergency Substitute Certificates, which is a visible indication of the problem, has increased dramatically in recent years and exceeded 3,000 in the past year.

These problems are a result of many factors, which include more teachers leaving the profession in their early years, the implementation and expansion of full-day kindergarten and K–3 class size reduction, teacher retirements, and a reduction in the number of teachers being produced in our public and private universities.

Additionally, in October 2015 the State of Washington submitted to the federal government *Washington State’s Ensuring Equitable Access to Excellent Educator State Equity Plan*, which included a comprehensive framework and policy agenda that is intended to ensure our state’s “poor and minority children are not taught at higher rates than other children by inexperienced, unqualified, or out-of-field teachers.” This budget request includes critical components of that plan and the state funds will supplement the federal funds that are available to implement the plan.

Current Situation:

Based on currently available data, Washington will continue to experience teacher shortages during the 2017–19 biennium. While the number of retirees leaving is likely to diminish in the years ahead, there will continue to be a high demand for K–3 teachers needed to implement full-day kindergarten and K–3 class size reduction; continued attrition in the first ten years of teaching; continued shortages of special education, STEM, and Bilingual teachers; and low levels of teacher production.

Student successes from the state’s increased investment in full-day kindergarten, K–3 class size reduction, and other “McCleary/Basic Education” components depend on making significant changes in Washington’s ability to recruit and retain quality teachers.

Summary of Proposed Solution

Progress was made in addressing the teacher shortage in the 2016 legislative session, but additional actions must be taken in the 2017 session to address the growing teacher shortage across our state. To address this critical shortage of classroom teachers, the Superintendent of Public Instruction requests that the Legislature fund the actions listed below.

1. **Recruitment Campaign:** Continue the statewide teacher shortage recruitment campaign for out-of-state teachers and prospective new teachers in Washington that was funded for the 2017–18 school year;
2. **Hiring Technical Assistance:** Provide additional assistance for recruiting and hiring assistance to smaller school districts provided by Educational Service Districts;
3. **Beginning Educator Support Team Program (BEST):** Expand the funds available for school districts to hire mentors for beginning teachers and students in alternative route preparation programs. Also, allow recently retired teachers to serve as mentors;
4. **Conditional Scholarship and Loan Forgiveness Programs:** Expand funding for conditional scholarship and loan forgiveness programs. Before a specific recommendation is made regarding

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which programs are continued or expanded, additional discussions are needed with the Washington Student Achievement Council, the Professional Educator Standards Board, school district Human Resource directors, and colleges and universities to determine the most effective and efficient programs for recruiting and retaining teachers.

5. **“Grow Your Own” Initiative:** For many rural school districts, the best source of teachers are individuals who are from the area. This request includes funds to support teacher training to implement the new high school “Careers in Education” course, summer programs for selected high school students who are interested in becoming teachers, and other actions to get students interested in teaching.

In other Decision Packages: The following two items are integral to the teacher compensation discussion and critically important in addressing the teacher shortage, but are included in other decision packages:

- **Beginning Teacher Pay:** As part of the McCleary/Basic Education discussions, increase the state salary allocation to school districts for all teachers, with an enhancement for teachers in their early years; and
- **Harder-to-staff Districts:** Incentives for teachers to be hired and retained in rural school districts, high poverty districts, and in districts with identified equity gaps should be a policy consideration as the Legislature works towards addressing K–12 employee compensation in response to the Supreme Court’s 2012 order in the McCleary decision.

Proposed Solution Details:

1. Recruitment Campaign and 2. Hiring Technical Assistance:

The 2016 Legislature provided OSPI one-time funding of \$500,000 in one-time FY17 funding to create and implement a statewide recruitment campaign as specified in Senate Bill 6455 (2016). These funds will be used to: hire a Statewide Educator Recruitment Director and a part-time assistant; contract with a media and marketing consultant to assist OSPI in developing and implementing the marketing campaign; create a teacher recruitment website; and develop and implement short and long-term strategies in specific regions of the state that have larger teacher shortages and fewer recruiting and hiring resources. The primary focus of these efforts will be recruiting for the 2017–18 school year with a secondary focus of addressing the longer term teacher shortage.

This request will continue with on-going funding and expand the statewide teacher recruitment initiative that was launched in fall 2016. It will fund the recently hired Statewide Educator Recruitment Director; a .5 administrative assistant; website updates and enhancements; continued implementation of the recruitment campaign designed in fall 2016; and travel, goods, and services. It also will expand the number of Educational Service Districts that are involved in region-specific recruitment and hiring efforts and cooperatives.

3. Beginning Educator Support Team (BEST) Program

The BEST Program provides sustained and purposeful support to educators in the beginning of their careers through information, professional development, resources, and grants (as appropriated by legislative funding) for comprehensive induction programs for novice teachers. Since 2009–10, OSPI has been providing districts with funding to support new teacher induction through the Beginning Educator Support Team (BEST) program on a competitive basis. In several

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of the intervening years, the total amount available has increased; OSPI received \$9m for FY 2017 to implement the Beginning Educator Support Team (BEST) program. The program is currently serving:

- 2,226 first-year teachers (162 with conditional certificates)
- 1,715 second-year teachers
- 244 Education Support Associates (ESAs) – school counselors, social workers, psychologists, and nurses; occupational and physical therapists, and speech-language pathologists

For the 2016–17 school year, 132 school districts (up from seven in 2013) are participating in the BEST program either on their own or as part of an educational service district (ESD) or other consortium. The agency was unable to fund requests for 208 first-year teachers from seven districts (\$510,000). First-year teachers in 156 districts remain without state-funded support. Districts/consortia that were part of the BEST program prior to the 2016–17 school year were awarded funding for this round based upon the number of first and second year teachers, as well as their ESAs. They were also granted an additional amount (\$500) for Year 1 teachers holding a conditional certificate, with the thought that they may require additional support. The level of funding per first-year teacher in these experienced districts was increased (to \$3500/new teacher) for districts/consortia that agreed to provide a mentor who was released from all or some teaching duties in order to work with new teachers, and reduced slightly (to \$2000/new teacher) for those who planned to provide a colleague mentor (full-time teacher who provides assistance after school or, occasionally, on released time). Second-year teachers generated \$1000/teacher, and ESAs, \$750.

Districts/consortia that are new to BEST in the 2016–17 school year are receiving funding for first-year teachers only (\$2500 regardless of model) and an additional allocation for those with a conditional certificate (\$500).

In addition to providing grants to districts for new teacher induction (mentoring and professional development), OSPI offers:

- Mentor Academy training (3 days), required for all new mentors; instructional coaches, returning mentors, and cooperating teachers are served on a space-available basis
- Mentor Roundtables, which meet monthly to support those who mentor new teachers
- Content support for districts providing monthly in-district mentor professional learning
- Induction Coordinator Roundtables (3 times per year) to support those who oversee induction programs at the district or ESD level
- Facilitator training for those in grantee districts who lead novice educator professional learning
- Induction Coaching for BEST districts/consortia with a coach who has expertise in delivering high-quality new teacher induction aligned with Standards for Beginning Teacher Induction
- BEST Symposium, which offers districts an opportunity to learn more about high-quality support for new teachers and to collaborate with other districts in planning and evaluating their programs and provides a mentor-coach equity conference

The BEST Program is not currently serving all new teachers in the state. Additional funding would allow OSPI to continue increasing the number of new teachers served, and to provide Year 2

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support for the districts/consortia that started their programs this year. Table 3 below shows the costs of continuing to increase implementation.

4. Conditional Scholarship and Loan Forgiveness Programs

The 2016 Legislature created two new teacher scholarship and grant programs (Teacher Shortage Conditional Grant Program and the Student Teacher Residency Grant Program) in addition to the currently existing Alternative Route Conditional Scholarship. These programs are administered by the Washington Student Achievement Council in collaboration with the Professional Educators Standards Board, higher education, school districts, and OSPI.

Given what we know about the cost of higher education, the debt of college graduates, and low starting salaries of new teachers, these programs are very likely to be helpful in encouraging individuals to enroll and complete teacher preparation programs while also encouraging teachers to remain in the profession.

Current work is underway by OSPI, the Washington Student Achievement Council, and the Governor's office to analyze each program and to determine specifically its value in recruiting teachers, ensuring individuals complete teacher preparation programs, and retaining educators in the profession. OSPI is also working with this work group to determine the benefits of using loan forgiveness as an incentive for enrolling and completing teacher preparation programs and remaining in the profession.

It is expected that this analysis will be available in late September. OSPI will continue to explore scholarship and loan forgiveness data to determine the most successful path to recruit and retain teachers. At this point in time, we have included a "placeholder" in the Decision Package pending the results of the analysis.

5. "Grow Your Own" Initiatives

For many smaller, more remote school districts, attracting and retaining teachers from other regions of the state and from out-of-state is extremely difficult. Often, when they are able to attract teachers, these teachers leave after several years to be closer to the amenities of larger urban and suburban areas. However, this is often not the case when individuals who are from the community choose to become teachers. These individuals have family and other local connections and are much more likely to remain in the school district and region.

Careers in Educator Course Training

In the past several years, the Professional Educator Standards Board, OSPI, and school district staff have created a "Careers in Education Course" that is offered in high schools for students who are interested in becoming teachers. In order to successfully offer the course, it is very helpful for teachers to attend a training on the instructional material and how to effectively teach the class.

It is recommended that funds be provided for two one-day trainings and one two-day training each year of the biennium, which would provide funding for training 100 teachers per year. The cost of these three trainings would be \$60,000 annually, which would include funding for presenters, materials, venue, and \$80,000 for an \$800 to each teacher to cover expenses and to pay for curriculum support materials.

Careers in Education Recruitment Summer Program

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To increase student enrollment in Careers in Education courses and attract high school students into the profession, funds are requested to plan and offer 2–4 day summer recruitment events that would be held on college campuses that have teacher preparation programs. These would include information about careers in education, meetings with university teacher preparation professors, and interaction with practicing teachers. These summer programs have been successfully implemented in other states.

These summer events would be held in late June of each fiscal year. In the first year, 50 students would be invited to participate. In year two, the number of students would increase to 100. The cost for planning and conducting the event would total \$20,000 in year one and \$30,000 in year two.

Contact:

- Robert Butts, OSPI Assistant Superintendent of Early Learning, 360-725-0420

Base Budget: If the proposal is an expansion or alteration of a current program or service, provide information on the resources now devoted to the program or service.

The table below provides information on the FY17 funding level and what is proposed for the 2017– 2019 biennium.

Table 1: FY17 Actual Funding and Proposed 2017–19 Biennium Totals

Initiative	FY 2017 Actual Funding	FY 2018 Requested Funding	FY 2019 Requested Funding
1) Teacher Recruitment Campaign and Regional Recruitment; and 2) Hiring Technical Assistance	\$500,000	\$543,000 (1.5 FTE)	\$536,000 (1.5 FTE)
3) Beginning Educator Support Team Program (BEST)	\$9,000,000	\$11,044,000 (includes \$5,500,000 in carry-forward level)	\$11,732,000 (includes \$5,500,000 in carry-forward level)
4) Conditional Scholarship and Loan Forgiveness Programs	\$1,000,000	To be determined	To be determined
5) “Grow Your Own” Initiative	\$0	\$160,000	\$170,000

Decision Package expenditure, FTE and revenue assumptions, calculations and details:

Table 2: Teacher Recruitment and Technical Assistance Specific Expenditures and Assumptions

Activity	FY 18 (2017–18)	FY 19 (2018–19)
Statewide Educator Recruitment Director	\$124,000 (Salary and benefits)	\$124,000 (Salary and benefits)
.5 FTE Administrative Assistant	\$36,000 (Salary and benefits)	\$36,000 (Salary and benefits)

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Activity	FY 18 (2017–18)	FY 19 (2018–19)
Website updates	\$20,000	\$20,000
Recruitment Campaign implementation (Message refinement, Internet ads, additional recruitment video, print material, earned media)	\$185,000	\$185,000
Travel, goods, and services	\$78,000 (Includes 10 out-of-state trips at \$3K each)	\$71,000 (Includes 10 out-of-state trips at \$3K each)
Regional Recruitment/hiring Technical Assistance	\$100,000 (Three ESDs at \$30K each, \$10 K to AESD)	\$100,000 (Three ESDs at \$30K each, \$10 K to AESD)
TOTALS	\$543,000	\$536,000

Table 3: Additional support for BEST beyond current base \$5.5 million funding

Activity	FY 18 (2017–18)	FY 19 (2018–19)
Maintain support from FY17 provided by additional \$3.5 million	23 grantees/76 districts added in FY 17, adding: <ul style="list-style-type: none"> • 420 additional Y1 teachers • 900 additional Y2 teachers • 165 additional ESA • 160 Y1 Conditional Cert. teachers – extra support • Increased funding for Y1 mentoring (\$814,500) \$3.5 million	23 grantees/76 districts added in FY 17: <ul style="list-style-type: none"> • 420 Y1 teachers • 900 Y2 teachers • 165 ESA • 160 Y1 Conditional Cert. teachers – extra support • Increased funding for Y1 mentoring (\$814,500) \$3.5 million
Add Year 2 support to FY 17 new grantees	450 Y2 @ \$1000/teacher ¹ \$450,000	450 Y2 @ \$1000/teacher \$450,000
Add Year 1 ESA support to FY17 new grantees for FY18	70 ESA @ \$750/ESA ² \$52,500	70 ESA @ \$750/ESA \$52,500
Expanded differentiate Y1 funding (\$3,500/\$2,000) for FY17 new grantees	\$1,500,000 total ³ \$350,000 additional beyond 16–17 amount	\$1,500,000 \$350,000 additional beyond 17–18 amount
FY 18 new grantees	400 Y1 @\$2500/teacher 40 Cond Cert extra @ \$1000/teacher ⁴ \$1,040,000	
Add Year 2 support to FY 18 new grantees for FY 19		400 Y2 @ \$1000/teacher \$400,000
Add Year 1 ESA support to FY18 new grantees for FY 19		50 ESA @ \$750/ESA \$37,500

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Activity	FY 18 (2017–18)	FY 19 (2018–19)
Differentiate Y1 funding (\$3,500/\$2,000) for FY 18 new grantees for FY 19		\$1,200,000 \$200,000 additional beyond 16–17 amount
FY 19 new grantees		400 Y1 @\$2500/teacher 40 Cond Cert extra @ \$1000/teacher \$1,040,000
Additional mentor and district training and support	\$151,400	\$202,400
Total Additional Request	\$5,544,000	\$6,232,000
TOTAL including current base (\$5.5 million)	\$11,044,000	\$11,732,000

Notes on estimates:

¹Assuming most return + some new Y2 teachers hired

² FY17 shows ESA count approximately 14% of teacher count for 222

³ FY17 amounts (colleague and full–released combined) average \$3000/teacher for 222

⁴ FY 17 count from 782 shows approximately 10% of total count were conditional certificate teachers

Table 4: Funds Requested for new “Grow Your Own” Initiative

Activity	FY 2018	FY 2019
Careers in Educator Course Training	\$140,000	\$140,000
Careers in Education Recruitment Summer Program	\$20,000	\$30,000
Totals	\$160,000	\$170,000

Decision Package Justification and Impacts

What specific performance outcomes does the agency expect?

Salary, Recruitment, Scholarship, and “Grow Your Own” Requests

There are five specific performance outcomes that are expected by these investments:

- **Out-of-state teachers:** An increase in new out-of-state teachers who are teaching in Washington in the 2018–19 and 2019–20 school years compared to the 2016–17 school year
- **Overall applicants:** An increase in the number of teachers applying for teaching positions in the 2018–19 and 2019–20 school years compared to the 2016–17 school year.
- **Teacher Preparation Program Applications:** An increase in the number of individuals applying for admissions into teacher preparation programs in the 2018–19 and 2019–20 school years compared to the 2016–17 school year.
- **Conditional Certificates:** A reduction in the number of Conditional Teaching Certificates issued by OSPI in the 2018–19 and 2019–20 school years compared to the 2016–17 school year.
- **Emergency Substitute Certificates:** A reduction in the number of Emergency Substitute Certificates issued by OSPI in the 2018–19 and 2019–20 school years compared to the 2016–17 school year.

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BEST Program

Performance outcomes for the BEST program include:

- Increased retention of early-career teachers.
- Increased equity in placement of new teachers as districts:
 - Understand the inequities that currently exist among schools;
 - Have more teachers to choose from as they reassign teachers; and
- Increased skill development (both instructional and coaching) among mentors

Performance Measure detail:

Salary, Recruitment, Scholarship, and “Grow Your Own” Requests

Data on the number of out-of-state certificate, Conditional Certificates, and Emergency Substitute Certificates will be tracked through data obtained by the OSPI Certification Office. The number of teacher preparation applications will require a survey be created for Teacher Preparation programs. Additional data also will need to be collected regarding the number of individuals applying for school district teaching positions.

BEST Program

Performance measures for the BEST program will include:

- Increased teacher retention in BEST districts served (UW is tracking our retention rates).
- More equitable distribution of early-career teachers.

Fully describe and quantify expected impacts on state residents and specific populations served.

The expected statewide impacts are an increase in the availability of individuals interested in entering the teaching force, which will result in having better higher quality, better prepared teachers in classrooms across our state, leading to increased educational outcomes for our students.

Distinction between one-time and ongoing costs:

1. **Recruitment Campaign:** Continue through June 30, 2020
2. **Hiring Technical Assistance:** Ongoing
3. **Beginning Educator Support Team Program (BEST):** Ongoing
4. **Conditional Scholarship and Loan Forgiveness Programs:** Ongoing
5. **“Grow Your Own” Initiatives:** Ongoing

What are other important connections or impacts related to this proposal?

Impact(s) To:		Identify / Explanation
Regional/County impacts?	No	Identify:
Other local gov’t impacts?	Yes	Identify: School districts are local government. Providing additional funding for professional development, teacher retention, and mentorship is intended to lead to career high quality teacher professional. School districts will see lower costs retraining and recruiting teachers, as well as, better student outcomes from teachers who are prepared and well qualified to provide the highest quality instruction.

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Impact(s) To:		Identify / Explanation
Tribal gov't impacts?	Yes	Identify: Tribal governments are provided state K–12 funding through tribal compact agreements. Tribal government will see the same outcomes as provided in the local government section.
Other state agency impacts?	Yes	Identify: This request may impact the Professional Educator Standards Board (PESB), Washington Student Achievement Council (WSAC), the Employment Security Department (ESD), colleges and universities, school districts, and Educational Service Districts (ESDs).
Responds to specific task force, report, mandate, or exec order?	No	Identify:
Does request contain a compensation change?	No	Identify:
Does request require a change to a collective bargaining agreement?	No	Identify:
Facility/workplace needs or impacts?	No	Identify:
Capital Budget Impacts?	No	Identify:
Is change required to existing statutes, rules or contracts?	No	Identify: changes to conditional loan and loan forgiveness may require legislation.
Is the request related to or a result of litigation?	Yes	Identify lawsuit (please consult with Attorney General's Office): McCleary v. State
Is the request related to Puget Sound recovery?	No	If yes, see budget instructions Section 14.4 for additional instructions
Identify other important connections		This effort is contingent upon public and private colleges and universities expanding their offerings for teacher preparation program students

Please provide a detailed discussion of connections/impacts identified above.

This decision package will require collaboration among school districts, the Professional Educator Standards Board (PESB), the Office of Superintendent of Public Instruction (OSPI), Washington Student Achievement Council (WSAC), the Employment Security Department (ESD), colleges and universities, and Educational Service Districts (ESDs). For example, as interest in becoming a teacher increases, public and private colleges and universities will need to create additional teacher preparation program enrollment opportunities, including alternative routes. Scholarships/loans are administered by Washington Student Achievement Council (WSAC). Also, to be useful, the statewide application depository being created by the Employment Security Department must be designed to meet the needs of school districts and applicants.

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What alternatives were explored by the agency and why was this option chosen?

Alternatives were explored for the best way to allocate the Statewide Recruitment funds among staffing, a media consultant, and the regional recruitment efforts. Given the information available to us at this point in time, the allocation for these activities appeared to be the most effective.

What are the consequences of not funding this request?

If this package is not funded, it is likely that we will have fewer individuals applying to enter teacher preparation programs, fewer in-state and out-of-state teachers applying for jobs, and continued high rates of teachers leaving in their first years of teaching. As proved by the state of California’s early elementary class size reduction initiative, the lack of trained teaching professionals to respond to the state’s need of additional teachers in a short time period caused a reduction in student outcomes, instead of the intended goal to provide additional support and improved student outcomes.

How has or can the agency address the issue or need in its current appropriation level?

Funds were provided for many of the components of this decision package in FY17 that, if continued, would move this work forward.

Other supporting materials:

- See attached: Washington State Equity Plan: Strategy Summaries (2015)

Activity Inventory:

Activity Inventory Item	Prog	Staffing			Operating Expenditures		
		FY 2018	FY 2019	Avg	FY 2018	FY 2019	Total
A020 Professional Development	010	1.5	1.5	1.5	\$703,000	\$706,000	\$1,409,000
A020 Professional Development	055	0	0	0	\$5,544,000	\$6,232,000	\$11,776,000
Total Activities		1.5	1.5	1.5	\$6,247,000	\$6,938,000	\$13,185,000

Information technology: Does this Decision Package include funding for any IT-related costs, including hardware, software, services (including cloud-based services), contracts or IT staff?

No 

Yes Continue to IT Addendum below and follow the directions on the bottom of the addendum to meet requirements for OCIO review.)