



# Teacher Recruitment, Recovery, and Retention Task Force

2021

*Preliminary Report*



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## Introduction and Background

House Concurrent Resolution No. 39 (HCR 39) of the 2021 Regular Legislative Session (Appendix A) created the Teacher Recruitment, Recovery, and Retention Task Force. Under the jurisdiction of the Board of Regents, the Task Force is charged to study for a period of two years the declining enrollment in educator preparation programs as well as strategies, and best practices that the state, individual school districts, and educator preparation programs can implement to increase rates of employment and retention of teachers. Preliminary data from both national and state sources are used to inform this preliminary report.

Understanding the educator pipeline is critical. The teaching profession is the profession that makes all others possible. With a sense of urgency and clear understanding of the importance of this mission, this baseline study was developed. Today, at a time when the premium on knowledge is higher than ever, we face a teacher shortage in Louisiana and across the country. Fewer students are preparing to be teachers and fewer teachers are remaining in the classroom. In addition, greater diversity by race and gender is needed. Understanding these challenges and targeting strategies to address them is at the heart of this legislative call to action.

In all, HCR 39 posed 21 questions to be addressed: 10 recruitment questions, 6 recovery questions, and 5 retention questions. This baseline report responds to 11 of those, providing a clear picture of the current pipeline and trends to date. This sets the table for the deeper research and analysis to be conducted over the next year. In a time of uncertainty, as Louisiana seeks to recover from a global pandemic, the onslaught of hurricanes, and other natural disasters, we are certain of the value of educators. We are also committed to increasing the pipeline of great teachers in the classrooms across our state.

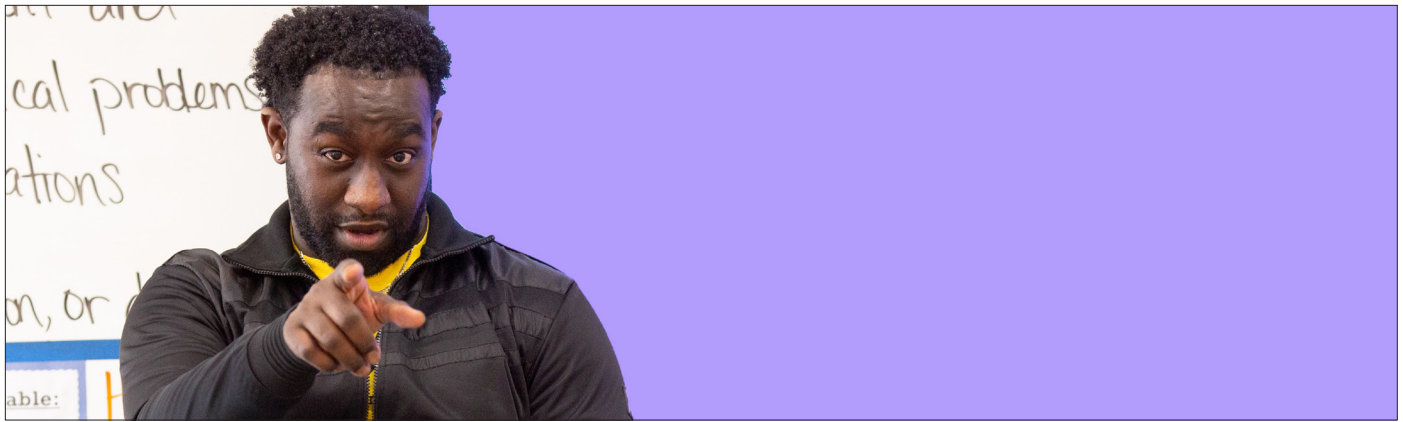
## The Teacher Recruitment, Recovery, and Retention Task Force

This Task Force was created to research the factors that underlie these trends and are impacting educator preparation program enrollment, the longevity of teaching careers, changes in school culture, teacher retirement, and other factors.

HCR 39 of the 2021 Regular Legislative Session called for the Task Force to consist of 17 stakeholders from various secondary, postsecondary, professional education organizations and community representatives (see Appendix B). As shown in Table 1, HCR 39 charged the Task Force to research questions related to recruitment, recovery, and retention. The Task Force began exploring all of these questions and the data currently collected in response to each. Appendix C provides the source(s) collected for and questions to be addressed in future Task Force reports.

**Table 1.** *Specific Questions Identified in HCR 39*

Recruitment	Recovery	Retention
<ol style="list-style-type: none"><li>1. How many university-level students are poised to become teachers over the next few years?</li><li>2. How many students are in teacher preparation programs, disaggregated by elementary, junior high, and high school levels?</li><li>3. What can be done to recruit high school students to major in education with the intention to pursue a career in teaching math or science?</li><li>4. What can be done to increase high school student's interest in pursuing teaching?</li><li>5. How has the one-year residency program affected fourth-year university-level students majoring in education?<ol style="list-style-type: none"><li>a. What are the consequences of university-level students majoring in education changing their major to avoid the residency program?</li><li>b. How many students change from an education major to a different major?</li></ol></li><li>6. Is there an adequate number of mentor teachers for residency programs?<ol style="list-style-type: none"><li>a. If not, why has the number declined?</li></ol></li><li>7. What best practices for recruiting people to the teaching profession are working in other states?</li></ol>	<ol style="list-style-type: none"><li>1. Why have teachers retired early or resigned since 2012?</li><li>2. What are the results from exit interviews of teachers who leave school districts?</li><li>3. What are the results of CLASS Measures surveys conducted throughout the state?</li><li>4. How have the inadequacies of accountability evaluation affected teacher morale?</li><li>5. How has the lack of pay raises affected teacher morale?</li><li>6. What best practices for preventing teacher burnout are working in other states?</li></ol>	<ol style="list-style-type: none"><li>1. How many of the following are teaching in the state?<ol style="list-style-type: none"><li>a. Certified teachers</li><li>b. Uncertified teachers</li><li>c. Teachers with an alternative certification</li><li>d. Teachers with temporary assignment designation</li></ol></li><li>2. How many teachers will be eligible for retirement by 2026?</li><li>3. What can be done to increase the number of minority teachers?</li><li>4. How can increased documentation requirements affect teacher morale?</li><li>5. What best practices for retaining teachers are working in other states?</li></ol>



Since July of 2021, the Task Force has met four times (see Figure A). The agenda for each meeting of the Task Force featured an area of research and data on state and national trends related to teacher recruitment, recovery, and retention. The information presented assisted Task Force members in developing an understanding of current challenges in areas of teacher recruitment, recovery, and retention and informed the preliminary research and recommendations developed for this initial report.



## Process to Inform Recruitment

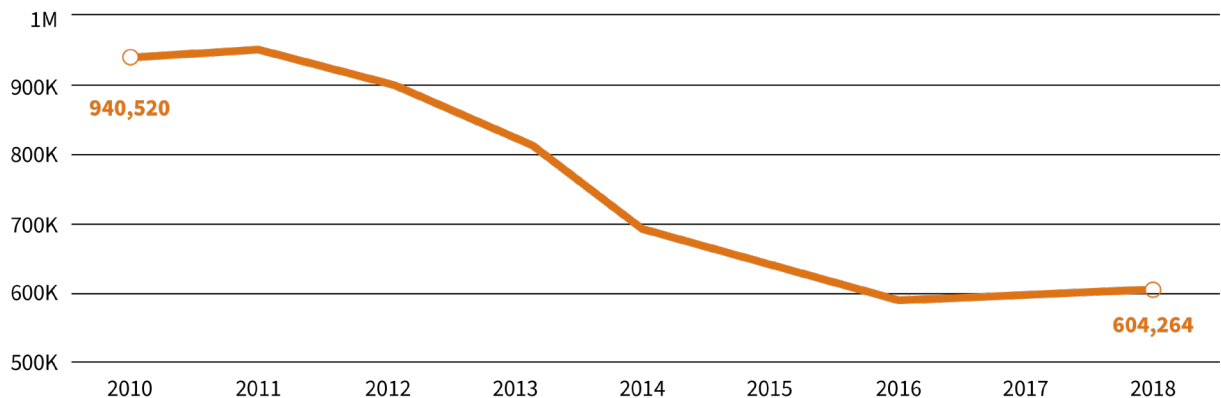
To guide the discussion of teacher recruitment, the Task Force reviewed national and state data during its August meeting. As acknowledged by national sources such as FutureEd (Jacobs & Olson, 2021), the issue of teacher supply and demand affects different geographies, content areas, and student populations in different ways and impacts vary significantly from location to location. To begin this work, the Task Force reviewed the current makeup of Louisiana’s educator preparation programs and its educator workforce.

An analysis by the Center for American Progress (Jacobs & Olson, 2021) found a 35% drop nationally in teacher preparation program enrollment. Table 2 illustrates the number of education students who enrolled in teacher preparation programs declined by 25%. Mirroring this trend, Louisiana public school systems have experienced a noticeable decrease in teacher applicant pools, especially in mathematics, science, and special education.

**Table 2. Educator Preparation Program Enrollment**

## Teacher preparation program enrollment has declined

Teacher preparation program enrollment by year, 2010-2018



Source: Author's calculations based on U.S. Department of Education, "Title II Reports," available at <https://title2.ed.gov/Public/Home.aspx> (last accessed October 2019).

In 1997, the Louisiana Legislature designated funding to establish the Center for Innovative Teaching and Learning (CITAL) within the Louisiana Board of Regents. The purpose of CITAL is to improve university-based teaching training programs in Louisiana, working to enhance K-12 educator preparation and educational leadership programs across all disciplines. This program supports Louisiana's 14 public universities and six private universities offering traditional and alternative teacher certification programs. Traditional educator preparation refers to an undergraduate program at a postsecondary institution, while alternative educator preparation programs are designed to provide a route to certification for individuals not holding an education undergraduate degree. Alternative programs may be affiliated with a postsecondary institution at the graduate school level or with individual schools, districts, or regional education service agencies.

Table 3 provides a snapshot of the components for admission into educator preparation programs as well as requirements for certification. Some providers may offer additional or different criteria from the listed minimum requirements. The process from teacher candidate to teacher is a multi-step process. There are specific eligibility requirements that a teacher candidate must complete prior to acceptance to a teacher preparation program. The teacher candidate completes coursework, short-term practice teaching experiences through methods courses, a background check, and then a year-long residency. To be eligible for certification, a teacher candidate must also pass a content area *Praxis* exam in addition to successfully completing all coursework to be eligible for graduation. A teacher preparation program submits all teacher candidates who have fulfilled these requirements to the Louisiana Department of Education for certification. For the purpose of this report, non-certified educators have not met the needed criteria described in Table 3.

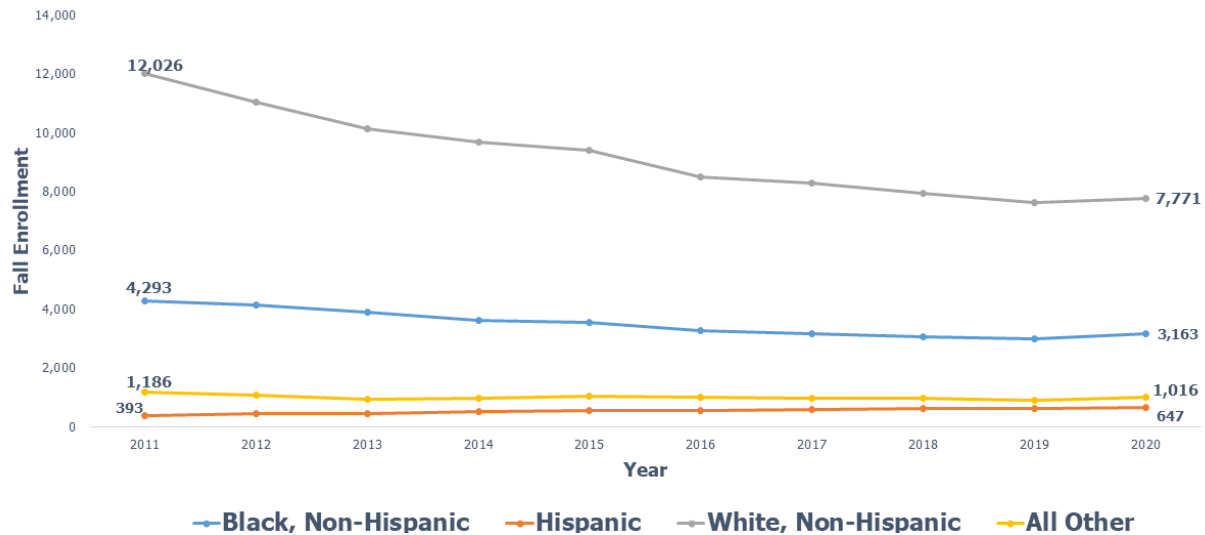


**Table 3. Requirements for Educator Preparation Programs**

Components of Admission into Traditional or Alternate Educator Preparation Program	Components to be Eligible for Certification in both Traditional and Alternate Educator Preparation Program
ACT composite score of 22 or SAT combined verbal and math 1030 or higher or Praxis core academic skills for educators in reading, writing, and math (traditional and alternate).	Successfully complete a state-approved traditional or alternate educator preparation program.
	Criminal Background Check
	Be recommended by a state-approved university or private program provider for certification.  Complete a one-year residency in an approved public school with an approved mentor teacher.
Passing score on <i>Praxis</i> core academic skills for educators and current <i>Praxis</i> content area exam(s). Candidates possessing a graduate degree from an accredited college or university will be exempted from the core academic skills for educator's requirement (alternate) program (must achieve a GPA of 3.0 in the alternate program by the end of the first 12 credit hours).	Pass <i>Praxis II</i> (Content Area exam).
Possess a non-education baccalaureate degree from a regionally- accredited university (alternate).	Alternate preparation completers must receive mentoring by a school-based mentor for a minimum of 5 hours per week.
Meet a minimum GPA of 2.50 or higher-grade point average (GPA) on a 4.00 scale (traditional and alternate). Minimum of 2.20 or higher undergraduate GPA on a 4.00 scale (alternate) to enter a college or university.	2.5 GPA

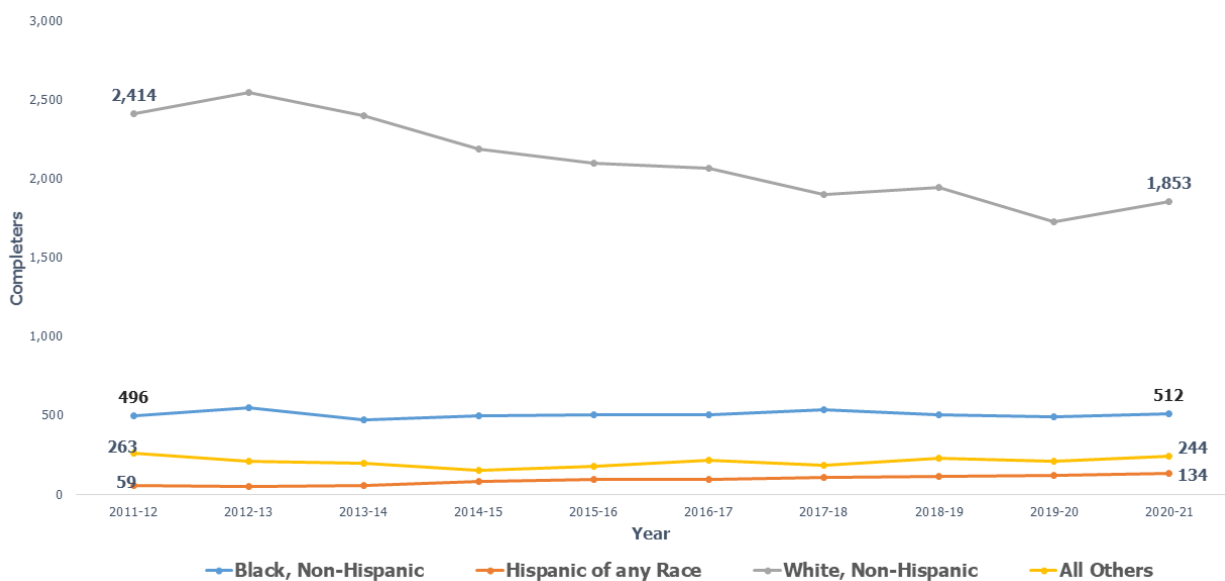
Figure B provides information regarding program enrollment by race and ethnicity over the past 10 years, revealing that 12,597 students are currently enrolled in educator preparation programs. Figure C indicates program completers among this population as 2,743 over that same time period, thus highlighting the decline from enrollment to completion in teacher preparation programs. These data indicate the urgency to develop strategies to retain students in teacher preparation programs.

**Figure B. Teacher Enrollment by Ethnicity and Race Over Ten Years**



**Source:** Statewide Student Profile System, Louisiana Board of Regents, September 2021

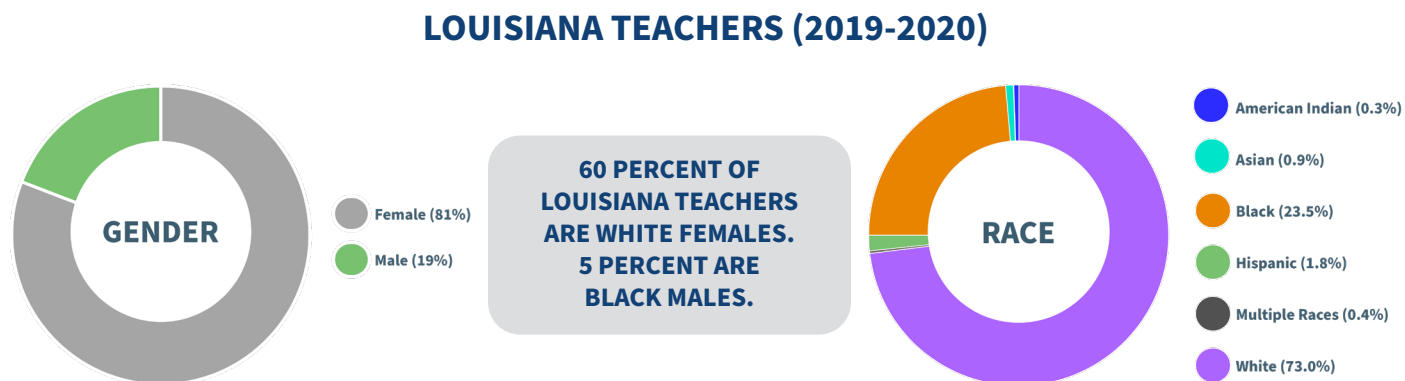
**Figure C. Teacher Completers by Ethnicity and Race Over Ten Years**



**Source:** Statewide Student Profile System, Louisiana Board of Regents, September 2021

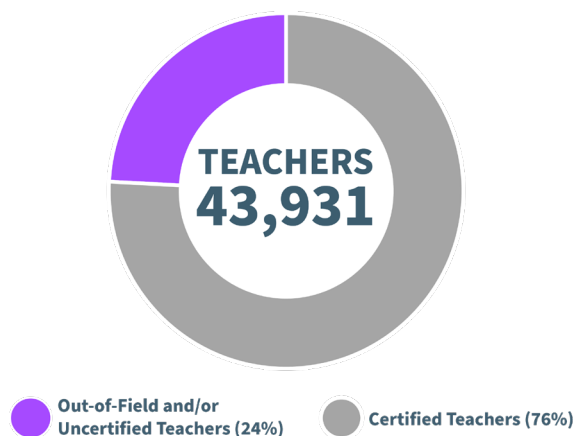
These trends are similarly reflected in the workforce as reported by the Louisiana Department of Education (LDOE). Figure D depicts the current gender and racial makeup of teachers in Louisiana in Academic Year 2019-20. These data show Louisiana with almost 44,000 teachers, and Figure E provides their certification status, indicating that 24% of these teachers are out-of-field or uncertified. Figure F further elaborates on Figure E data, providing the insight that the majority of uncertified teachers are currently teaching math and science, supporting the need for recruitment and retention strategies to be targeted in order to produce and retain educators in these high-need subject areas.

**Figure D. Louisiana Educator Workforce**

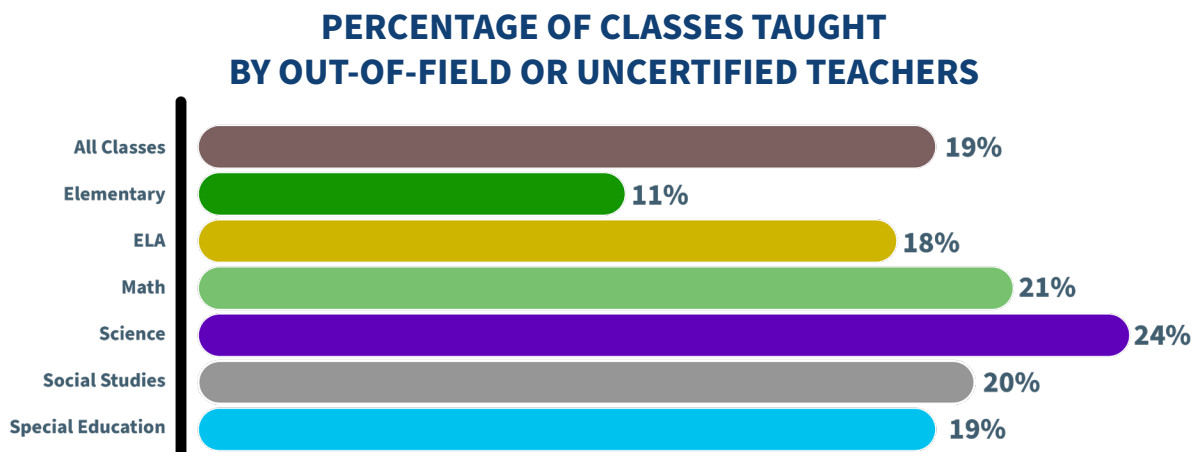


**Figure E. Teachers by Certification Status**

### TEACHERS BY CERTIFICATION STATUS (2019-2020)



**Figure F. Percentage of Classes Taught by Out-of-Field or Uncertified Teachers**



The LDOE shared with the Task Force the statewide strategies it is undertaking to target recruitment and retention efforts. The first strategy focuses on pre-educator pathways. This program is designed to cultivate highly skilled educators by guiding young people on a path to becoming accomplished teachers, beginning in high school and extending through college and into the profession. In addition to the pre-educator pathway, the teacher residency requirement is also targeted to support recruitment efforts. The teacher residency program was created through a pilot program in 2014, then fully approved in October 2016 by the Board of Elementary and Secondary Education (BESE). As of July 2018, all educator preparation programs (traditional and alternate) must include a year-long residency alongside an expert mentor, as well as include a competency-based design. Since the program began, over 1,200



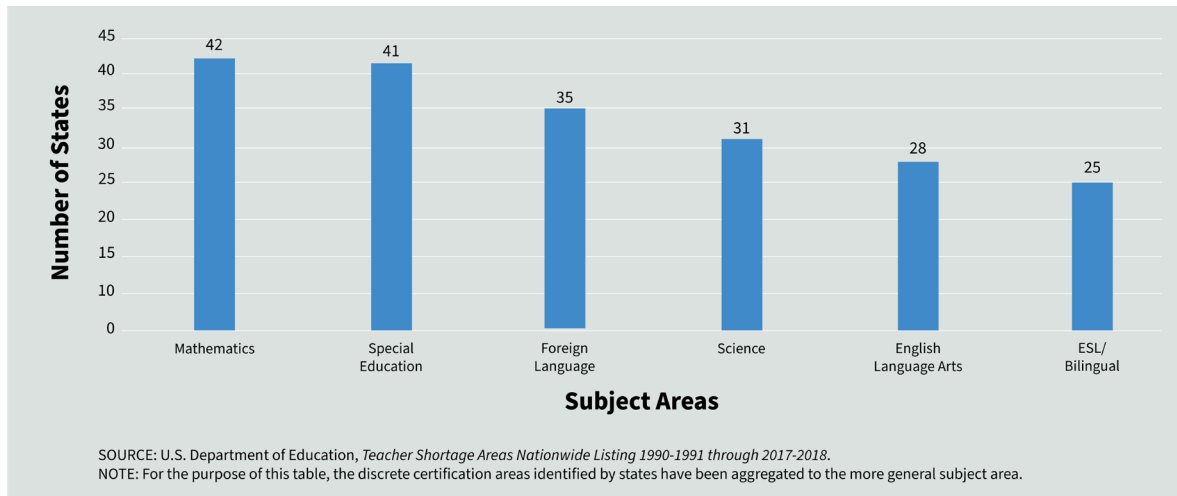
aspiring teachers have completed this residency program, with over 1,600 experienced teachers serving as mentor teachers. Statewide, the LDOE finds an adequate number of mentor teachers, but acknowledges that there are not adequate numbers in every certification area and geographic region. In addition to the programs the LDOE directly supports, the Task Force reviewed recruitment best practices recommended by the Education Commission of the States including early exposure for high school students to explore the teaching profession, financial incentives such as scholarships and forgivable loans, and teacher residency programs (Evans, Erwin, Macdonald, Pompelia, Aragon, & Perez, 2019).

National trends support the data provided by the LDOE. Nationally, the majority of teacher shortages can be sorted into three major categories: subject area-specific shortages, geographic shortages, and diversity shortages.

According to national trends identified by the United States Department of Education (USDOE) (2019), mathematics, special education, foreign language, science, English language arts, and ESL/Bilingual education continue to have the

greatest percentages of teacher shortages. Table 4 illustrates the total number of states identifying teacher shortages in each of these areas: mathematics, 42 states; special education, 41 states; foreign language, 35 states; science, 31 states; English language arts, 28 states; and English as a second language (ESL)/bilingual, 25. These data correspond with Louisiana data, which indicate that Louisiana subject-area teacher shortages are concentrated in mathematics, science, and special education.

**Table 4. State-reported Teacher Shortages, by Subject Areas**



As other states in the nation wrestle with the same issues as Louisiana, some best practices have emerged to combat shortages and support the recruitment of teachers in the highest-need areas.

Several states are addressing specific shortage areas by first identifying the hardest-to-staff and highest-need schools, geographies, and student populations and then compensating teachers working in those areas at higher levels -- creating an additional incentive for teachers to teach in those shortage areas. For example, the Texas legislature passed the Teacher Incentive Allotment (TIA) (H.B. 3, 2019); TIA launched with an initial cohort of districts implementing a new pay scale for teachers based on school poverty levels, geographies, and their own teaching experience.

In addition, to combat subject-area shortages, several states have implemented strategies to recruit and retain teachers. Some states are offering tuition assistance and loan-forgiveness programs for those willing to be certified (and teach) in high-need grades and subjects that may be outside of their personal preferences. A USDOE (2019) report recommends that states offer tuition offset programs that consider the size of investments based on the severity of the shortages. The report recommends a sliding scale of benefits through tuition assistance in those certification areas and geographic regions which have the highest teacher shortages.

Another strategy to support teacher recruiting is to facilitate funding for the educator preparation experience. For example, districts can leverage several federal funding streams (COVID-19 stimulus funds, Title I, Title IV) and potentially state funding streams to pay future teachers to serve as high-impact tutors -- a win-win strategy proposed by Deans for Impact (2020) to boost the quality of the workforce and expand existing pathways into the profession. Texas offers one emerging case study for mobilizing aspiring teachers as tutors. In coordination with the Texas Education Agency, state board members supported the creation and implementation of the Vetted Texas Tutor Corps, one of several accelerated learning programs. The Vetted Texas Tutor Corps has a pathway specifically designed to attract more educator preparation programs to mobilize aspiring teachers as tutors. By becoming a recognized provider, the Vetted Texas Tutor Corps' district partners can access federal relief dollars that have been explicitly set aside to provide stipends to teacher candidates providing tutoring services. By creating an educator preparation programs-only pathway to serving as a Vetted Texas Tutor Corps provider, Texas has sent a clear signal that it values the field of educator preparation and is committed to supporting it.

Tutoring is one of several efforts that seek to remove financial barriers for future teachers; other innovative ideas by the Mary Lou Fulton Teachers College (2021) and Opportunity Culture (2021) include licensing teacher candidates using substitute teaching certificates, reimagining educator roles to create teams of educators, sustainably funding teacher residency positions, and exploring accelerated pathways for specific populations (e.g. paraprofessionals and other educational aides). When considering these alternatives, the LDOE and the BoR must take into consideration the potential impact such policy changes might have on the recruitment and retention of the teacher workforce.

Another national trend in teacher shortages rests in geographic issues. Most commonly shortages are in rural, urban, and schools with large proportions of underserved students. Solutions for addressing these types of shortages often require local action, but shortages can be heavily mitigated by ensuring all teacher candidates experience clinical practice opportunities in multiple settings (i.e. rural, suburban, urban). According to an educational evaluation and policy analysis (Krieg, Theobald, & Goldhaber, 2016), meaningful, high-quality placements and the strategic placement of candidates in high-need and hard-to-staff schools serve as means to attract those candidates as first-year teachers. In this large-scale study across Washington State, 15% of teachers were hired into the same school where they completed student teaching and 40% were hired into the same district. There is also some evidence that teachers hired into the school where they completed student teaching are stronger first-year teachers than their peers (Krieg, Theobald, & Goldhaber, 2016; Gordon & Jiang, 2018). One promising example is emerging in Colorado, where the Department of Higher Education is offering a \$10,000 stipend for candidates willing to work for at least one year in a hard-to-staff school; the Department covers half of the stipend and the higher education institution covers the other.



The third type of teacher shortage centers around diversity. Addressing diversity-based shortages requires addressing specific challenges with the current pipeline as well as historic and lasting inequities. Solutions offered in the FutureED report (Olson, 2021) include investing in and increasing the capacity of Minority-Serving Institutions. In the District of Columbia, all staff in a position to make hiring decisions receive anti-bias training in hiring practices. In North Carolina, the Department of Education and the Governor’s DRIVE (Develop a Representative and Inclusive Vision for Education) Task Force on Educator Diversity have made a commitment to “hire a workforce of educators that aligns to the demographic makeup of [its] students” (NCSTRIDE, 2021).

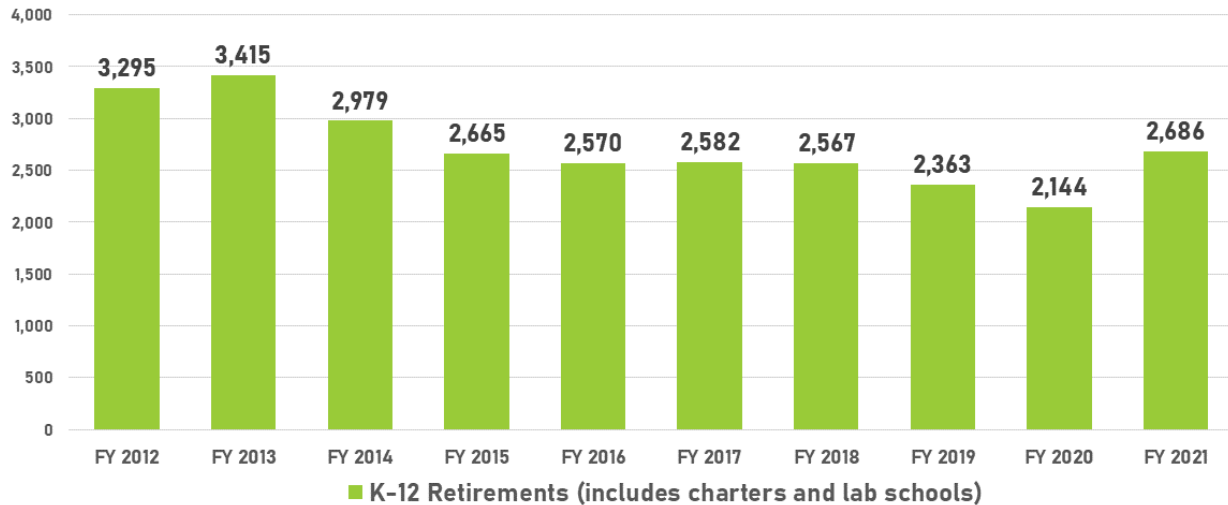
The research questions from HCR 39 provided a framework to guide state and national research and specific conversations with the Task Force surrounding recruitment. The August Task Force meeting focused discussions on teacher candidate recruitment into teacher preparation programs and teacher recruitment into school districts. These discussions informed additional research and have led to preliminary recommendations from LDOE and BoR to improve teacher candidate and teacher recruitment practices. Table 5 lists the preliminary recommendations.

**Table 5. Preliminary Recommendations for Recruitment**

<b>LDOE</b>	<b>BOR</b>
<ol style="list-style-type: none"> <li>1. Expand the pre-educator pathway strategy in high schools.</li> <li>2. Implement a strategy to recruit diversity in the educator workforce.</li> <li>3. In partnership with Board of Regents, study the impact of Praxis Core and content exams on educator preparation program enrollment.</li> <li>4. Create a campaign to elevate the teaching profession.</li> <li>5. Invest and expand the para-to-teacher model.</li> <li>6. Develop a strategy to attract mid-career professionals into the teaching profession.</li> <li>7. Study and develop statewide a plan for incentive and compensation model.</li> <li>8. Develop and implement statewide career ladder for teachers.</li> <li>9. Study the effectiveness of the current teacher residency model to include mentor teachers and identify areas of improvement.</li> <li>10. Evaluate current data collection practice to create a plan for more robust data collection.</li> <li>11. Develop support for aspiring and current principals.</li> <li>12. Expand the Human Resources Fellowship.</li> </ol>	<ol style="list-style-type: none"> <li>1. Working with the Department of Education, identify best practices for recruiting potential teachers before entering college. Explore dual enrollment opportunities to expand pre-educator pathways in high school.</li> <li>2. Work with the Department of Education to develop strategies for creating a pipeline of teachers of color in educator preparation programs, targeting high-need school districts in Louisiana.</li> <li>3. Research the feasibility of teacher loan forgiveness programs and/or additional incentives for teachers in statewide content shortage areas, as well as those at the local level.</li> <li>4. Encourage expanded partnerships with College of Education programs and local school districts to focus on teacher recruitment.</li> <li>5. Connect with states that have implemented teacher recruitment programs that have partnered and received funding support from the business, community and educational organizations.</li> </ol>

## Process to Inform Recovery

HCR 39 identifies specific questions related to retirement and recovery. To respond to questions surrounding retirement, LDOE provided information from teacher exit interviews as well as from the Teachers' Retirement System of Louisiana (TRSL). According to TRSL data, K-12 employees' average age of entry into the system is 34 years old while the average age of retirement is 60 years old; TRSL employees average nearly 24 years of service at the time of retirement. Figure G provides a snapshot of the total number of retirements since 2012, while Figure H shows that by Fiscal Year 2026, 29,952 TRSL members will be eligible to retire.

**Figure G. TRSL K-12 Retirements by Fiscal Year****Figure H. TRSL Members Eligible to Retire by 2026**

Fiscal Year 2026 (July 1 - June 30)				
	Early Retirement (20 years at any age)	Normal Retirement*	After DROP Retirees	Total
K-12	11,145	14,571	3,444	29,160
Lab Schools	39	32	5	76
Charter	229	433	54	716
Total	11,413	15,036	3,503	29,952

\*Determined by when member joined system

According to LDOE, exit interviews of teachers leaving school districts showed that 74% of teachers who responded were retiring, transferring to another in-state school system, or leaving due to personal reasons. LDOE conducted a comparative data analysis to identify what techniques are working in other states to address teacher burnout and received the following answers: surveying teachers, giving teachers a break, stopping tracking of work hours, creating shared agreements, conducting regular informal check-ins, scheduling planning time for teachers and modeling and supporting wellness (Gonser, 2021). LDOE also launched a recent program created in partnership with Ochsner Health targeting educator mental health and well-being, which offers four free teletherapy sessions with licensed mental health professionals to each educator and school support staff across the state.

National trends indicate that teaching through the pandemic has increased and accelerated the exhaustion of teachers. In many places, only one to two months into the new school year, teachers were reporting the same level of exhaustion that might be expected heading into the winter holiday or the end of the school year. There were several surveys done ahead of the start of the school year that suggest teachers reporting burnout in advance of Academic Year 2021-22. In June 2021, a nationwide survey found that 32% of teachers indicated they planned to leave the classroom earlier than expected -- a



finding that would exacerbate teacher workforce shortages, which were under discussion even before the pandemic (Gonser, 2021). According to the Rand Corporation (Steiner & Woo, 2021), teachers indicate that stress is the number one reason why they are leaving the profession; the COVID-19 pandemic has accelerated the high levels of stress that were already in existence. In a Brookings study (Zamarro, Camp, Fuchsman, & McGee, 2021), nearly 42% of teachers surveyed indicated that during the pandemic they have considered leaving the profession. According to Annenberg Brown University (2021), local school districts, systems, and even states need to be intentional in adopting strategies to improve morale in the classroom. Principals need to create a “culture of mutual trust, respect, and open communication among teachers and school leaders [that] allow teachers to work together to improve practices and solve problems” (EdResearch, 2021). In addition, ensuring that schools and school systems are built on mutual respect and trust has the potential to encourage teachers to remain in the classroom longer.

Teachers of color face unique barriers to entering and staying in the profession; COVID-19 has likely exacerbated these barriers. According to EdResearch for Recovery (2021), creating a “schoolwide commitment to social and racial justice and to affirming educators’ identities can help counter the forces that contribute to high rates of burnout and turnover for teachers of color.” In addition, financial barriers are a challenge, making teachers of color more likely to enter teaching through alternative pathways due to the high cost of traditional educator preparation programs and the debt burden faced by college students of color.

Research shows that recruiting and retaining a diverse teacher workforce is key to improving outcomes for all students and closing achievement gaps (Steiner & Woo, 2021). While white students also benefit by learning from teachers of color, the impact is especially significant for students of color, who have higher test scores, are more likely to graduate high school, and are more likely to succeed in college when they have had teachers of color who serve as role models and support their attachment to school and learning.

***“In short, the data suggest that school staffing problems are rooted in the way schools are organized and the way the teaching occupation is treated and that lasting improvements in the quality and quantity of the teaching workforce will require improvements in the quality of the teaching job.”***

***Richard Ingersoll  
Alliance for Education report (2014)***

An Alliance for Education report (2014) cites Richard Ingersoll’s findings in offering insights into why turnover in the U.S. is so high. Teachers departing because of job dissatisfaction link their decision to leave to inadequate administrative support, isolated working conditions, poor student discipline, low

salaries, and a lack of collective teacher influence over schoolwide decisions. Ingersoll writes, “In short, the data suggest that school staffing problems are rooted in the way schools are organized and the way the teaching occupation is treated and that lasting improvements in the quality and quantity of the teaching workforce will require improvements in the quality of the teaching job.”

The research questions from HCR 39 provided a framework to guide state and national research and specific conversations with the Task Force and with TRSL surrounding recovery. The September Task Force meeting provided a presentation from TRSL on teacher retirement and focused discussions on recovery and retention of teachers in school districts. These discussions informed additional research and have led to preliminary recommendations from the LDOE and BoR. Table 6 identifies the preliminary recommendations for recovery.

**Table 6. Preliminary Recommendations for Recovery**

LDOE	BOR
<div>1. Research the reciprocity agreements for certification in other states.</div> <div>2. Study the mentor teacher and residency program and reinstate the statewide work group related to teacher residency.</div> <div>3. Provide research and guidance for teacher well-being support and reducing teacher burnout.</div> <div>4. Reinstitute and implement a statewide new teacher induction program and system support.</div> <div>5. Complete a compensation study including return to work guidance for school districts.</div> <div>6. Study the current educator evaluation system and create a plan to improve the system.</div>	<div>1. Explore differentiated teaching as a career offering advancement opportunities that encourage teachers to remain in the classroom.</div> <div>2. Partnering with the Louisiana Department of Education, compile research and develop recommendations related to teacher compensation and benefits.</div>

**Process to Inform Retention**

Loan forgiveness, scholarship, residency, mentor, and induction programs are often cited as best practices for increasing the retention of new and novice teachers.

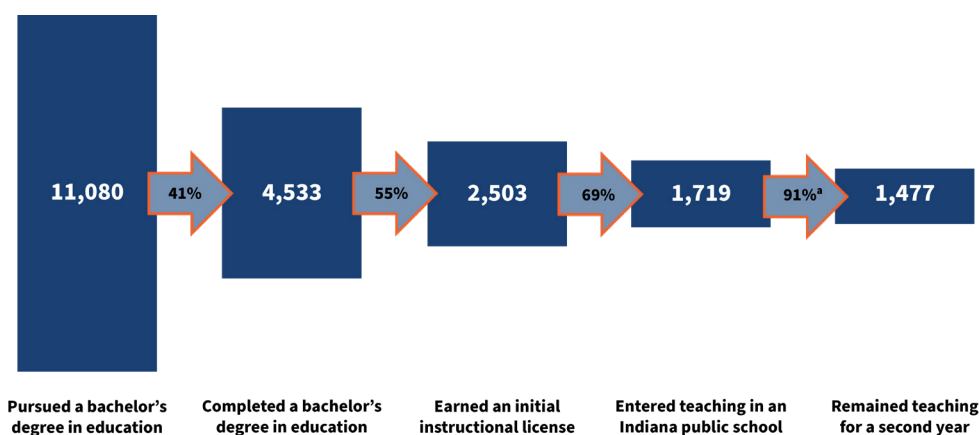
HCR 39 further charges the Task Force to look at strategies for retaining teachers. Table 7 indicates the number of teachers in Louisiana, further broken down by certification type. According to the LDOE (2021), 12.8% of teachers are uncertified and 3.0% are teaching with a temporary teaching assignment designation. The majority of teachers, 87.2%, are certified.

**Table 7. Percentage of Teachers by Certification Type**

<b>Louisiana Teacher Workforce</b>	
Certified Teachers	87.2%
Uncertified Teachers	12.8%
<b>Teachers with Alternative Certification and Temporary Assignment Designation</b>	
Teachers with an alternative certification	18.7%
Teachers with a temporary teaching assignment designation	3.0%

So why should schools, local education agencies, and the state focus on retention policies? Simply, it is a well-documented financial issue. In an Alliance for Education report (2014), the annual estimate for teacher turnover costs is \$2.2 billion. The Learning Policy Institutes (2017) reported that “urban districts, on average, spend more than \$20,000 on each new hire.”

Figure I offers evidence from the Indiana Department of Education to support the need to focus retention efforts earlier in the teacher pipeline. Teacher candidates are leaving the profession before they even graduate with a degree in education. The Institute of Education Sciences conducted a study specific to the pipeline in Indiana and found the largest attrition of teachers occurs before they ever enter the classroom (Wan, Pardo, & Xia, 2021). The United States Department of Education cites too many teachers beginning their careers feeling unprepared, leading to increased attrition within the first few years of service. In 2020, the LDOE administered a “New Teacher Induction Survey” to determine whether induction programs for new teachers were present across the state and to collect information on their basic structures and perception of impacts. The majority of school districts have induction programs (82%) including professional development sessions for curriculum (76%) and classroom management (76%). Professional development, observations, and mentoring are most common in programs, with very few (4%) providing technology training.

**Figure I. Fewer than half of undergraduate education students in the 2010-2011/2012-2013 cohorts completed a bachelor's degree in education by 2017-2018**

NOTE: The values shown in the arrows are percentages of the number in the box preceding the arrow.

a. The percentage of teachers who entered teaching before 2018-2019 and remained teaching for a second year. The calculation excluded 96 teachers who entered in 2018-2019 for the first time.

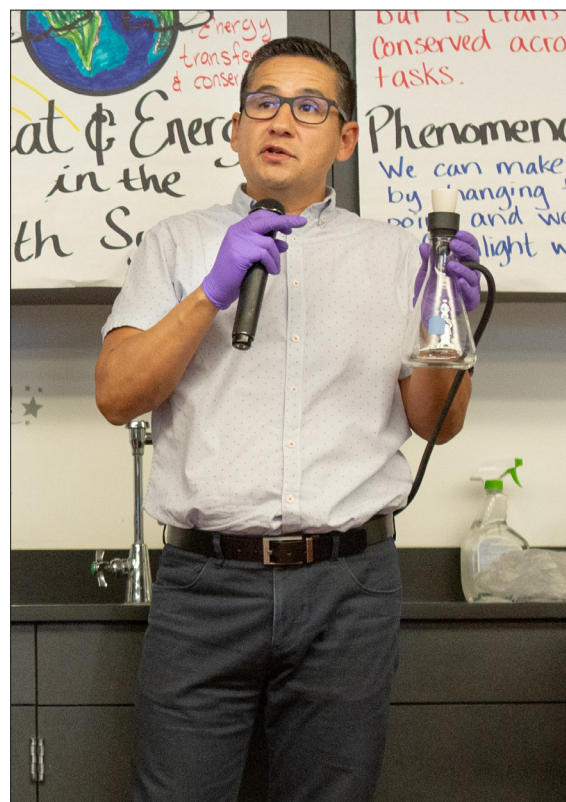
SOURCE: Authors' analysis of data provided by the Indiana Department of Education and the Indiana Commission for Higher Education.

There are several strategies that support and improve retention, such as a sound teacher induction model, improved school climate, and adoption of high-quality instructional materials.

Responding to the value of a sound teacher induction model, Ingersoll and Strong (2011) argue that “investments that enhance the effectiveness of new teachers can add to the attractiveness of the job, improve teacher retention and improve other outcomes.” The studies reviewed by Ingersoll and Strong (2011) “provide empirical support for the claim that induction for beginning teachers, and teacher mentoring programs, in particular, have a positive impact.” Further, “beginning teachers who participated in some kind of induction had higher satisfaction, commitment or retention.” The studies also imply that content, duration of the induction program, and financial cost have an impact on the performance of teachers in the classroom.

School climate also plays a significant role in the retention of teachers. The report by The Learning Policy Institute (Darling-Hammond, & Cook-Harvey, 2018) discusses the importance of improving school climates and serving the whole child as a means to support student success. Other strategies for improving school climate include assessing school climate through surveys and other instruments, implementing educative and restorative approaches to student discipline, and creating a multi-tier system of support for teachers and students, including mental health services.

One promising policy solution relates to the use of High-Quality Instructional Materials (HQIM) in classrooms. There’s been a dramatic shift in K-12 curricular materials over the past decade, as more and more districts adopt HQIM, which are curricula designed to support students in meeting college- and career-ready standards. According to RAND (Diliberti, Schwartz, & Grant, 2021), even with this shift to HQIM, nearly 90% of elementary school teachers report using Pinterest and Teachers Pay Teachers to plan their lessons. This is part of what is exhausting educators everywhere: late-night scrambles to create their own instructional materials instead of focusing on delivering instruction that ensures all students are accessing meaningful, grade-level content. Preparation involves not just what happens in courses, but the alignment of coursework and clinical experiences. Future teachers should hear the same messages about HQIM from their faculty, their university supervisors, and their mentor teachers during early field experiences and student teaching. They should receive coaching and feedback grounded in HQIM. In recent years, the Louisiana Department of Education has shifted its textbook adoption focus to its Tier 1 curriculum and has leveraged federal dollars to support professional development on this curriculum.



The leaky pipeline in educator preparation programs and the first five years of teaching has impacted the number of certified teachers in the classroom. Increased accountability measures and the COVID-19 pandemic have exacerbated the stress levels of the current teacher workforce. The research questions from HCR 39 provided a framework to guide state and national research and specific conversations with the Task Force surrounding retention. The September Task Force meeting focused discussions on teacher recovery and retention in school districts. These discussions informed additional research and have led to preliminary recommendations from the LDOE and BoR. Table 8 provides preliminary recommendations for retention.

**Table 8. Preliminary Recommendations for Retention**

LDOE	BOR
<ol style="list-style-type: none"><li>1. Build strong support strategies for experienced teachers.</li><li>2. Expand the teacher pipeline supports for aspiring and current principals. Review school culture and strategies to improve working conditions.</li></ol>	<ol style="list-style-type: none"><li>1. Execute statewide listening sessions with educators to discuss the opportunities and barriers to teacher retention.</li></ol>

**Conclusion**

HCR 39 of the 2021 Regular Legislative Session created the Teacher Recruitment, Recovery, and Retention Task Force, which has spent five months reviewing local, state, and national data to illuminate and investigate the challenges that the State of Louisiana faces related to teacher recruitment, recovery, and retention. With a joint vision to shore up the leaky pipeline, the Louisiana Department of Education and the Louisiana Board of Regents plan to embark on a bold vision to review current policy and create new programs to recruit prospective teachers in high school, provide guidance and direction through these students’ postsecondary years, and provide targeted support during the first five formative years in their teaching careers. The shared goal of a larger, more effective workforce of prepared teachers will guide and direct future studies over the next year.

**Next Steps**

This preliminary report with priority recommendations from the Task Force will be presented at the Joint BoR and Board of Elementary and Secondary Education (BESE) meeting in December 2021 and forwarded to the Legislature in January 2022. The Task Force will continue to meet bi-monthly to discuss research and provide solutions to the unanswered questions identified in HCR 39. Appendix C provides the questions and the answers that have been determined to date. Moving forward the LDOE and BoR will continue to work together to implement all included recommendations in this report based on the priorities as identified by the Task Force. The focus of 2022 will be on the unanswered questions in HCR 39 and new ideas for research identified in Task Force discussions. The final report will be presented to the Joint BoR and BESE meeting in December 2022 and forwarded to the Legislature in January 2023.

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# Appendix A: HCR 39

ENROLLED

2021 Regular Session

HOUSE CONCURRENT RESOLUTION NO. 39

BY REPRESENTATIVE MINCEY AND SENATORS ABRAHAM, BARROW, BOUDREAUX, BOUIE, CATHEY, CONNICK, FIELDS, HEWITT, JACKSON, LAMBERT, MCMATH, ROBERT MILLS, MORRIS, PEACOCK, POPE, TALBOT, AND WOMACK

## A CONCURRENT RESOLUTION

To create the Teacher Recruitment, Recovery, and Retention Task Force to study the declining enrollment in teacher preparation programs and to study strategies and best practices by which the state and individual school districts where there are teacher shortages can increase rates of employment and retention of teachers and to provide a written report of findings and recommendations to the governor, state superintendent of education, president of the State Board of Elementary and Secondary Education, House Committee on Education, and Senate Committee on Education not later than January 14, 2022.

WHEREAS, the number of education degrees conferred by American colleges and universities dropped by twenty-two percent between 2006 and 2019, despite an overall increase in university graduates; and

WHEREAS, many public school systems throughout the state of Louisiana have experienced a decline in teacher applicant pools, especially in the subjects of mathematics and science and in special education; and

WHEREAS, school systems must proactively seek to overcome employment challenges by maintaining strong school leaders, positive work environments, and competitive compensation packages; and

WHEREAS, the current shortage of teachers is a statewide concern among districts; it is essential that Louisiana attract the most talented and ambitious teachers in the country to our schools; and

WHEREAS, the members of the Legislature of Louisiana believe that structured dialogue and engagement will illuminate the path forward in facing this challenge.

THEREFORE, BE IT RESOLVED that the Legislature of Louisiana hereby creates the Teacher Recruitment, Recovery, and Retention Task Force to research strategies to overcome the state's current and future teacher shortage challenge and secure a stronger educator workforce.

BE IT FURTHER RESOLVED that the task force shall be composed of the following members:

- (1) The chairman of the House Committee on Education or his designee.
- (2) The chairman of the Senate Committee on Education or his designee.
- (3) A representative of the Louisiana Department of Education designated by the state superintendent of education.
- (4) The commissioner of higher education or his designee.
- (5) A representative of the Louisiana School Boards Association designated by the governing authority of the association.
- (6) A representative of the Louisiana Association of School Executives designated by the governing authority of the association.
- (7) The president of the State Board of Elementary and Secondary Education or his designee.
- (8) A representative of the Louisiana Association of School Superintendents designated by the governing authority of the association.
- (9) A representative of the Louisiana State Association of School Personnel Administrators designated by the governing authority of the association.
- (10) A representative of the Louisiana Association of Colleges for Teacher Education designated by the governing authority of the association.
- (11) A representative of the Associated Professional Educators of Louisiana, who is a certified teacher with one to five years of classroom experience, designated by the governing authority of the association.
- (12) A representative of the Louisiana Federation of Teachers, who is a certified teacher with six to twenty years of classroom experience, designated by the governing authority of the federation.

(13) A representative of the Louisiana Association of Educators, who is a minority certified teacher with at least five years of classroom experience, designated by the governing authority of the association.

(14) The president and chief executive officer of the Council for A Better Louisiana or his designee.

(15) The executive director of the Louisiana Association of Public Charter Schools or his designee.

(16) The president of the Senate or his designee.

(17) The speaker of the House of Representatives or his designee.

BE IT FURTHER RESOLVED that the commissioner of higher education shall be responsible for designating Board of Regents staff to assist the task force in performing its duties, shall serve as co-chair of the task force, and shall call the first meeting of the task force, which shall be held not later than July 16, 2021, and at which the task force shall adopt rules of procedure, a work schedule, and any additional measures that it deems necessary for the timely performance of its duties, including selection of another co-chair and other officers.

BE IT FURTHER RESOLVED that the termination date of the task force shall be two years after the convening of its first meeting.

BE IT FURTHER RESOLVED that members of the task force shall serve without compensation.

BE IT FURTHER RESOLVED that the task force shall submit a written report of findings and recommendations, including proposed legislation, relative to why the number of university-level students majoring in education has declined, why teachers are leaving the profession, and what can be done to reverse the trend toward a teacher workforce shortage.

BE IT FURTHER RESOLVED that the report shall be submitted to the governor, the state superintendent of education, the House Committee on Education, the Senate Committee on Education, the president of the State Board of Elementary and Secondary Education, and the commissioner of higher education by January 14, 2022, and that such recommendations shall include but not be limited to exploring answers to the following questions:

(A) Recruitment:

(1) How many university-level students are poised to become teachers over the next few years?

(2) How many students are in teacher preparation programs, disaggregated by elementary, junior high, and high school levels?

(3) What can be done to recruit high school students to major in education with the intention to pursue a career teaching math or science?

(4) What can be done to increase high school students' interest in pursuing teaching?

(5)(a) How is the one-year residency program affecting fourth year university-level students majoring in education?

(b) What are the consequences of university-level students majoring in education changing their major to avoid the residency program?

(c) How many students change from an education major to a different major?

(6)(a) Is there an adequate number of mentor teachers for residency programs?

(b) If no, why has the number declined?

(7) What best practices for recruiting people to the teaching profession are working in other states?

(B) Recovery:

(1) Why have teachers retired early or resigned since 2012?

(2) What are the results from exit interviews of teachers who leave school districts?

(3) What are the results of class measures surveys conducted throughout the state?

(4) How have the inadequacies of accountability evaluations affected teacher morale?

(5) How has a lack of pay raises affected teacher morale?

(6) What best practices for preventing teacher burnout are working in other states?

(C) Retention:

(1) How many of the following are teaching in the state?

(a) Certified teachers

(b) Uncertified teachers

(c) Teachers with an alternative certification

(d) Teachers with a temporary teaching assignment designation

(2) How many teachers will be eligible for retirement by 2026?

- (3) What can be done to increase the number of minority teachers?
- (4) How have increased documentation requirements affected teacher morale?
- (5) What best practices for retaining teachers are working in other states?

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SPEAKER OF THE HOUSE OF REPRESENTATIVES

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PRESIDENT OF THE SENATE

# Appendix B: Roster of Task Force

Member	Seat Information as Listed in Statute
Representative Mark Wright	(1) The chairman of the House Committee on Education or his designee.
Dr. Esrom Pitre	(2) The chairman of the Senate Committee on Education or his designee
Em LeBlanc Cooper	(3) A representative of the Louisiana Department of Education designated by the state superintendent of education.
Dr. Kim Hunter Reed	(4) The commissioner of higher education or his designee.
Dr. Janet Pope	(5) A representative of the Louisiana School Boards Association designated by the governing authority of the association.
Dr. Karen Peace	(6) A representative of the Louisiana Association of School Executives designated by the governing authority of the association.
Sandy Holloway	(7) The president of the State Board of Elementary and Secondary Education or his designee.
Mike Faulk	(8) A representative of the Louisiana Association of School Superintendents designated by the governing authority of the association.
Bruce Chaffin	(9) A representative of the Louisiana State Association of School Personnel Administrators designated by the governing authority of the association.
Dr. Paula Calderon	(10) A representative of the Louisiana Association of Colleges for Teacher Education designated by the governing authority of the association.
Kenyotta Williams	(11) A representative of the Associated Professional Educators of Louisiana, who is a certified teacher with one to five years of classroom experience, designated by the governing authority of the association.
Edward Parks	(12) A representative of the Louisiana Federation of Teachers, who is a certified teacher with six to twenty years of classroom experience, designated by the governing authority of the federation.
Gladys Mouton	(13) A representative of the Louisiana Association of Educators, who is a minority certified teacher with at least five years of classroom experience, designated by the governing authority of the association.
Barry Erwin	(14) The president and chief executive officer of the Council for A Better Louisiana or his designee.
Alex Jerrell	(15) The executive director of the Louisiana Association of Public Charter Schools or his designee.
Senator J. Rogers Pope	(16) The president of the Senate or his designee.
Representative Buddy Mincey	(17) The Speaker of the House of Representatives or his designee.

# Appendix C: HCR 39 Questions

HCR 39 Question	Source	Answer in December 2021 Report Page Number
<b>Recruitment</b>		
1. How many university-level students are poised to become teachers over the next few years?	Board of Regents	Pages 7-8
2. How many students are in teacher preparation programs, disaggregated by elementary, junior high, and high school levels?	Board of Regents	Pages 7-8 – total enrollment
3. What can be done to recruit high school students to major in education with the intention to pursue a career teaching math or science?	Data not currently collected.	Future Reporting
4. What can be done to increase high school students' interest in pursuing teaching?	Data not currently collected. Louisiana Department of Education & Board of Regents	Page 13. Recommendation to explore dual enrollment opportunities to expand pre-educator pathways.
5a. How is the one-year residency program affecting fourth year university-level students majoring in education?	Data not currently collected. Louisiana Department of Education	Page 14. Recommendation to study the effectiveness of the current teacher residency model and identify areas of improvement.
5b. What are the consequences of university-level students majoring in education changing their major to avoid the residency program?	Data not currently collected.	Future Reporting
5c. How many students change from an education major to a different major?	Data not currently collected.	Future Reporting
6a. Is there an adequate number of mentor teachers for residency programs?	Department of Education	Page 10
6b. What best practices for recruiting people to the teaching profession are working in other states?	Louisiana Department of Education & Board of Regents	Pages 10-13

HCR 39 Question	Source	Answer in December 2021 Report Page Number
<b>Recovery</b>		
1. Why have teachers retired early or resigned since 2012?	Louisiana Department of Education	Pages 14-15
2. What are the results from exit interviews of teachers who leave school districts?	Louisiana Department of Education	Page 15
3. What are the results of class measures surveys conducted throughout the state?	Data not currently collected.	Future Reporting
4. How have the inadequacies of accountability evaluations affect teacher morale?	Data not currently collected.	Future Reporting
5. How has a lack of pay raises affected teacher morale?	Data not currently collected.	Future Reporting
6. What best practices for preventing teacher burnout are working in other states?	Louisiana Department of Education & Board of Regents	Pages 15-16
<b>Retention</b>		
1. How many of the following are teaching in the state? (a) Certified Teachers (b) Uncertified Teachers (c) Teachers with an alternative certification (d) Teachers with a temporary teaching assignment designation	Louisiana Department of Education	Page 18
2. How many teachers will be eligible for retirement by 2026?	Teachers' Retirement System of Louisiana	Page 15
3. What can be done to increase the number of minority teachers?	Louisiana Department of Education & Board of Regents	Page 16
4. How have increased documentation requirements affected teacher morale?	Data not currently collected.	Future Reporting
5. What best practices for retaining teachers are working in other states?	Louisiana Department of Education & Board of Regents	Pages 19- 20

