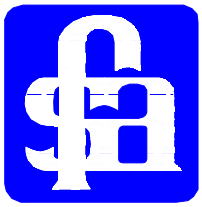
SENATE FISCAL AGENCY
ISSUE PAPER

ADDRESSING THE TEACHER SHORTAGE:
A SYNOPSIS OF STATE AND FEDERAL LEGISLATION

by

Claire Layman
Legislative Analyst

September 2002



A Series of Papers Examining Critical Issues Facing the Michigan Legislature

Gary S. Olson, Director
Lansing, Michigan
(517) 373-2768
TDD (517) 373-0543

Internet Address: www.senate.state.mi.us/sfa

THE SENATE FISCAL AGENCY

The Senate Fiscal Agency is governed by a board of five members, including the majority and minority leaders of the Senate, the Chairperson of the Appropriations Committee of the Senate, and two other members of the Appropriations Committee of the Senate appointed by the Chairperson of the Appropriations Committee with the concurrence of the Majority Leader of the Senate, one from the minority party.

The purpose of the Agency, as defined by statute, is to be of service to the Senate Appropriations Committee and other members of the Senate. In accordance with this charge the Agency strives to achieve the following objectives:

1. To provide technical, analytical, and preparatory support for all appropriations bills.

2. To provide written analyses of all Senate bills, House bills and Administrative Rules considered by the Senate.

3. To review and evaluate proposed and existing State programs and services.

4. To provide economic and revenue analysis and forecasting.

5. To review and evaluate the impact of Federal budget decisions on the State.

6. To review and evaluate State issuance of long-term and short-term debt.

7. To review and evaluate the State's compliance with constitutional and statutory fiscal requirements.

8. To prepare special reports on fiscal issues as they arise and at the request of members of the Senate.

The Agency is located on the 8th floor of the Victor Office Center. The Agency is an equal opportunity employer.

Gary S. Olson, Director
Senate Fiscal Agency
P.O. Box 30036
Lansing, Michigan 48909-7536
Telephone (517) 373-2767
TDD (517) 373-0543
Internet Home Page http://www.senate.mighigan.gov/sfa/

ACKNOWLEDGMENTS

The author wishes to thank Kathryn Summers-Coty, Fiscal Analyst, for providing valuable information included in this report; and Linda Scott, Bill Analysis Secretary, for her word-processing and formatting expertise.

TABLE OF CONTENTS

INTRODUCTION

The call for education reform has been sounded by business leaders, researchers, philosophers, students, and parents for decades and is building to a crescendo. In fact, the need to fix the nation's K-12 public education system is one of the rare political issues that unites the voting public. Government leaders have not missed their cue. Local school districts, state departments of education, President George W. Bush, and the U.S. Congress have introduced reform measures ranging from school accreditation to curriculum standards to charter schools. Imbedded in most of these measures is the effort to improve teacher quality. This effort is echoed in the public perception that well-qualified teachers are essential to lifting student achievement. (Research bears this out: In a recent study, teacher quality was found to be more directly linked to student performance than any other factor, including class size.[1]) Education reform, then, has included legislation to improve university preparation programs, alter the way teachers become certified, and require that teachers are educated not just in pedagogy, but in their core subjects.

The movement to increase teacher quality, however, coincides with a national teaching shortage. The National Center for Education Statistics (NCES) has predicted that schools in the United States will need to hire about 2.2 million teachers over the next decade.[2] Certain regions of the country, some subject areas, and rural and inner-city schools will experience the teacher shortage more acutely. A number of reasons, both subtle and dramatic, contribute to the shortage. This report examines the causes behind the teacher shortage, and investigates what other states, the Federal government, and Michigan are doing to attract, recruit, and retain quality teachers.

CAUSES

Population Shifts. The mid-1960s to mid-1970s brought a wave of teachers into the profession. These teachers are now aging and retiring. According to the Center for the Study of Teaching and Policy, more than one-quarter of teachers are at least 50 years old, and nearly half of the current teaching population will retire over the next decade.[3]

At the same time, student enrollments are growing. The western United States will experience the greatest increase in the number of school-aged children, but Michigan has felt and will continue to feel the effect of a burgeoning child population. According to the NCES, from 1993 to 2005, elementary school enrollment in Michigan is expected to increase by 7%; secondary enrollment during the same period of time will increase about 17%.[4]

High Turnover. Educational researchers have concluded that the teaching profession experiences a higher turnover rate than other professions. According to *Education Week*, 13.2% of teachers leave the profession every year; the average for other professions is 11%. Most of the attrition occurs early in the teacher's career: 29% of teachers leave after three years, and 39% leave after five. The problem is compounded in urban schools, where 50% of teachers leave the profession after five years.[5] As a result, students in inner-city schools are more likely to be taught by new teachers or teachers on emergency permits than are students in suburban districts.

Reserve Pool. A great many qualified teaching candidates never enter the profession. A recent study revealed that about half of the undergraduates who prepare for teaching careers have not entered the K-12 public schools four years later.[6] The Center for the Study of

Teaching and Policy reports that, across the nation, the more than 200,000 teachers trained per year exceed the approximately 150,000 positions open. Nevertheless, only about 60% of those prepared to teach actually enter the classroom.[7] This large group of certified but nonteaching individuals has led some to question whether there really is a teacher shortage, citing a "reserve pool" of candidates. If one takes into account the high number of former teachers who have left the field after a few years, the pool is even larger. Many from this pool do enter at the profession at some point: A third of newly hired teachers in U.S. schools are former teachers, and a quarter of them are teachers who prepared to teach at some point but delayed entering the field.[8]

Specific Shortages. The reserve pool of trained teachers notwithstanding, definite teacher shortages currently exist in the following subject areas: math, science, bilingual education, English as a second language (ESL), special education, and industrial and vocational arts. Minority teachers, too, are in short supply. In the 1990s, the number of minority administrators and teachers in Michigan fell sharply. In the 1992-1993 school year, 15% of the State's educators were minorities; in 1998-1999, this number fell to 7%.[9] Educators and communities desire a faculty that represents the real world of diversity and provides minority role models to students.

Bilingual education programs are suffering from a severe shortage of teachers because the number of students with limited English skills has doubled in the last decade. Currently, there are about 50,000 bilingual and ESL teachers in the United States--about one for every 100 students with limited English skills. The expanding immigrant population affects not only urban centers, but also rural and suburban communities across the United States. The need for teachers of English as a second language has grown most rapidly in school districts in the South, Midwest, and Northwest.[10]

Math and science teachers have been highly sought after for a number of years due in part to the lure of higher-paying private-sector jobs. A shortage of technology teachers exists for the same reason; and vocational instructors, such as family and consumer science (formally home economics) and industrial arts teachers, are almost an extinct breed as more young people are attracted to higher-tech fields.

Salaries. Most teachers admit they did not enter education to get rich. Low salaries, however, could contribute to high attrition rates and dissuade many high-achieving students from choosing teaching as a profession. Indeed, teachers' salaries start about $10,000 lower than the beginning salaries of other liberal arts graduates. Graduating mathematicians and computer scientists forfeit $19,000 in first-year salaries if they choose teaching over industry.[11] The gap only widens as educators advance in their careers. Teachers aged 44 to 50 with a master's degree earned $23,655 less than their counterparts in other occupations.[12] Also, while most teachers receive annual raises, these increases barely keep pace with inflation; in actual dollars, the average salary for a teacher with a master's degree inched up by less than $200 in a four-year period, from 1994 to 1998.[13]

Michigan teachers are the fifth-best paid in the nation, according to the National Education Association. On average, Michigan teachers earned $50,694 in the 2000-2001 school year, well above the National average of $43,335.[14] In constant dollars, however, average teacher salaries in Michigan actually dropped by 1.4% between 1990 and 2000.[15]

Despite these realities, teacher job satisfaction surveys have demonstrated a comparatively weak relationship between salary and job satisfaction. Instead, some surveys reveal that the single most important factor in retaining teachers is the workplace environment.[16]

Working Conditions. A 1998 report released by the U.S. Department of Education, "Trying to Beat the Clock", compared the workplace conditions of teachers in the United States to the conditions teachers face in Germany and Japan. According to the report, U.S. teachers had far more contact time with students and far less time to prepare lessons, interact with colleagues, and receive feedback and criticism than did their counterparts in Germany and Japan. The result is teachers who feel overwhelmed, isolated, and without the time and opportunity to reform their practices. Adding further to the appeal of teaching in Germany and Japan are the professional status and respect afforded teachers. Indirectly, this respect is seen in the absence of classroom intrusions, such as announcements over the public-address system or people collecting milk money.[17] In Germany, a high school teacher's time with his or her students is valued to the point that, if the teacher is sick, classes are often canceled, rather than supplied with a substitute teacher.

A September 2001 Michigan Department of Education forum titled, "Focus on Teaching: What Helps Teachers Teach and Children Learn?" revealed 17 Michigan teachers' perspectives on the conditions necessary to attract and retain good teachers. Among other issues, participants were asked to discuss the rewards and drawbacks of teaching. According to the Department's report on the session, the most common rewards included helping students learn, creating a community with children, and making a difference in the lives of young people. The least rewarding aspects of teaching were a lack of time, energy, and resources to perform the job well; lack of professional treatment; and an overloaded curriculum.[18] The forum's 17 participants typify the American teachers who are profiled in the U.S. Department of Education's report, in that they feel overwhelmed by the demands made of them and undermined by the lack respect afforded them.

Demand for High-Quality Teachers. Many believe that the lack of respect given to teachers stems from low standards at university schools of education. Some research does provide evidence that schools of education accept lower-caliber students. According to *Education Week*, education majors and teachers were less likely to have scored in the top 25% on college-entrance exams than their peers who chose other professions. The brightest novice teachers, as measured by the same tests, were the most likely to leave the profession within three years.[19]

In addition, critics contend that students in schools of education focus too much on teaching theory, or pedagogy, and not enough on academic content. A 1999 survey indicated that only 41% of U.S. eighth grade students had a mathematics teacher with a degree or main area of study in math, while the international average is 71%.[20] In a June 2002 report released by the U.S. Department of Education, Secretary of Education Rod Paige urged the states to revamp the way teachers are certified by setting higher standards for content-matter knowledge and requiring less preparation in teaching methods. Secretary Paige argued that teacher colleges that stress pedagogy crowd out certification systems that emphasize subject matter, and indicated that more states should provide routes into teaching that differ from the traditional undergraduate education-major program.[21] Setting higher standards for teachers and requiring more subject-matter knowledge would attract more highly capable people to the profession, and, as a result, teachers would be afforded more respect and better working conditions, according to this line of thought.

Defenders of the current approach point out that high school teachers in 39 states are required to have a major or minor, or the equivalent number of credits, in the subject they teach. Michigan requires elementary and secondary school teachers to have earned 30 credit hours in their core subject areas and, along with 30 other states, requires beginning middle and high school teachers to pass tests in their academic disciplines in order to be certified to teach that subject.[22] Further, defenders argue, there is no evidence to support the belief that alternative routes to teaching create better teachers, compared with undergraduate university programs.

ESEA 2001. The new "No Child Left Behind Act", which President Bush signed into law in January 2002, addresses the issue of subject-matter competence in teachers. Under the Act, which revised the Elementary and Secondary Education Act (ESEA), all states receiving funds under Title I, Part A, must develop a plan to ensure all teachers of core academic subjects within the state are "highly qualified" by the end of the 2005-2006 school year.[23] Michigan is a Title I state, and the good news is that the State's current certification requirements appear to fulfill the definition of highly qualified, with one exception. Under the Act, public elementary and secondary teachers must be fully licensed or certified by the state, and must not have had any certification or licensure requirements waived on an emergency or temporary basis. In the 2000-2001 school year, the State of Michigan issued 989 emergency permits, which allow a college graduate or someone enrolled in a teacher prep program to teach in a school that can prove an emergency need. On any given day in Detroit last year, 800 teachers were working on an emergency certification basis.[24] Also, the State issued an additional 722 full-year permits, which allow noncertified people to teach full-time as long they have completed 120 semester hours, including 15 education credits, from an approved teacher-preparation program.[25] The State also issues a "Section 1233b permit", which, under Public Act 289 of 1995, authorizes those who hold a bachelor's degree in computer science, foreign language, mathematics, biology, chemistry, engineering, physics, or robotics, but who are not certified, to teach in grades 9-12. About 1% of the teachers in the State worked under Section 1233b permits in the 2000-2001 school year.[26] While Michigan's total percentage of teachers who are not fully certified is low--a little over 3% in 2000--a disproportionate number are concentrated in high-poverty districts.[27] The State has three years to craft a plan that attracts fully certified teachers to these districts in order to meet the requirements of the reauthorized ESEA.

SOLUTIONS

Programs and Funding under ESEA. While ESEA 2001 tightens the requirements for teacher preparation, Title II of the Act has been amended to provide additional funding for fulfilling these requirements and to allow for more flexible use of current Federal funds to meet these goals. Title II, Part A authorizes a new state formula grant program that combines the Eisenhower Professional Development State Grants and Class-Size Reduction programs into one program that focuses on preparing, training, and recruiting high-quality teachers.[28] States and local districts may spend their grant money on some or all of the following programs toward that end: reforming teacher and principal certification/licensing requirements; providing alternative routes to state certification; forming initiatives to recruit and retain teachers and principals; reforming tenure systems; establishing or refining teacher testing; and providing for merit pay. The State of Michigan will see an increase over the 2001 levels of funding it received for the Eisenhower and Class-Size Reduction grants, from $63 million to $104.5 million in 2003.

On the national level, the Act authorizes the Secretary of Education to establish a teacher recruitment campaign and to create a public service campaign about the resources for, and routes to, entering the field of teaching. In addition, the Act provides for competitive grants to support teachers seeking advanced certification (such as National Board for Professional Teaching Standards certification), and launches the Math and Science Partnerships program, which authorizes $450 million for competitive three-year grants to partnerships for activities to improve the achievement of students in the areas of mathematics and science.

Two other current teacher-recruitment programs, Troops to Teachers and Transition to Teaching, have been rolled into ESEA's Title II. Troops to Teachers was established to aid eligible members of the armed forces obtain teacher certification and work in Title I schools or in districts facing a shortage of teachers. Previously, this program was authorized as part of the National Defense Authorization Act for fiscal year 1999-2000. The Transition to Teaching program is a new authority in the reauthorized ESEA, but Congress provided $31 million for similar activities in the FY 2000-2001 appropriations act.[29] These activities include awarding competitive five-year grants to partnerships that establish programs to recruit and retain mid-career professionals and recent college graduates as teachers in high-need schools. The emphasis of the recruitment efforts is on providing participants with alternative routes to certification that enable individuals to be eligible for teacher licensing within a reduced period of time.

Recruiting Nontraditional Candidates. Another Federal program seeks to certify individuals who may already be working in schools. The program, Pathways to Teaching Careers, recruits and grants scholarships to individuals who have taught in the Peace Corps, as uncertified teachers on permits, or as paraprofessionals. In return for their teaching degree and attendance at workshops focused on educating urban children, the participants pledge to work for at least two years in disadvantaged school districts. The program was evaluated by the Urban Institute over the past six years and deemed highly successful: Pathways graduates performed better in the classroom than did other educators with more traditional backgrounds, and they remained in the profession longer than typical novice teachers.[30]

Some districts have searched for teachers at the opposite end of the telescope. Chicago has recruited teachers from overseas through its Global Educators Outreach Program. The teachers, typically who are hired to teach math, science, computers, or foreign language, must earn a master's degree in education within three years. Dallas, Los Angeles and New York City are other districts that have recruited teachers from the international arena.[31]

Alternative Certification. As described earlier, Secretary of Education Paige and the reauthorized ESEA call for providing alternatives to the traditional route to certification, a four- or five-year undergraduate degree in education. Forty-one states already have some type of alternative teacher certification. The programs vary widely in intensity, duration, curriculum, and amount of field experience required, but they tend to fall into two broad categories: post-baccalaureate programs that can take two to three years to complete; and "short-cut programs" that can take from nine to 18 months. Both types are usually based at a university with an established school of education, and provide candidates with hands-on experience and teaching methods specific to the subject matter and grade level they will teach.[32]

Michigan provides for two alternative routes to certification, both of which require that candidates previously have earned a bachelor's degree: the Michigan Alternative Route to

Teacher Certification (MARTC) and a pilot program, the Limited License to Instruct (LLI) program. The MARTC program must be initiated by a district with an identified shortage area, and the LLI program is limited to the Detroit Public Schools. Under MARTC, a candidate must have majored in the subject he or she will teach; under LLI, a candidate must have at least two years of recent occupational experience in the field he or she will teach (although foreign language teachers are exempt from the latter requirement). In order to earn these alternative certificates, candidates must complete 20 semester hours of theoretical and practical knowledge in how human beings grow and learn, three to six credits in the teaching of reading, and 180 hours of student teaching supervised by a coordinator from the university as well as a mentor teacher in the building.[33] In addition, participants in the LLI program in the 2001-2002 school year were eligible for up to $3,000 in tuition reimbursement from the participating universities.[34]

Some critics of alternative programs contend that they erode important standards for teachers. After all, the critics argue, medical professionals must know their biology and chemistry, but, more importantly, they must know how that information applies to real patients. Similarly, teachers must be experts in their disciplines, but they also must know how to relate that knowledge to young minds, how to assess and evaluate student learning, and how to reach exceptional students. These tools are not theoretical fluff, but the essential instruments of educators. To paraphrase a representative from the National Education Association, the nation's largest teachers' union, although the country also suffers from a nursing shortage, no one is recommending that nurses complete their coursework in a year.

Pay Hikes and Bonuses. For state governments, boosting teacher wages has been a popular solution to the teacher shortage. At least 29 governors set teacher pay hikes as a priority in 2001, and legislators in 28 states introduced bills aimed at increasing salaries.[35] The proposals in the bills fall into three general categories: across-the-board raises, performance-pay plans, and cash bonuses.

Bills requiring across-the-board raises specified that all beginning teachers in that state be paid an amount comparable to the wages paid in other occupations requiring a bachelor's degree, or, at least, at rates higher than those in neighboring states competing for school employees. Many states, particularly in the South, attempted to raise salaries to the national average of $41,950 per year. [36]

In performance-pay plans, teachers' salaries are tied to job performance. Colorado, Iowa, Minnesota, Montana, Nebraska, New Mexico, and Washington considered proposals that would pay educators based on their skills, knowledge, and abilities rather than on the number of years they worked in public schools. In 2001, Iowa passed a bill that became the Student Achievement and Teacher Quality Program Act. The Act established four teacher career levels: beginning, career, career II, and advanced. A teacher must be comprehensively evaluated before advancing to the next level, upon which the teacher receives a minimum required raise. The teacher is reviewed annually by a certified evaluator, who has been trained in a program established by the state's Department of Education.[37]

A version of performance-pay plans is an approach that rewards teachers who achieve certification from the National Board for Professional Teaching Standards. Candidates seeking National Board certification must compile a portfolio that represents their classroom practice over a specified time period. The portfolio consists of several different entries that ask for

evidence of some aspect of the teacher's work and an analytical, reflective commentary on that evidence. Teachers supply videotapes, copies of student work, and other examples to demonstrate their abilities.[38] In addition, candidates must pass a test designed to measure their knowledge of both content and pedagogy. In 23 states and about 85 school districts, teachers are rewarded for achieving National Board certification.[39] Kentucky, for example, rewards Board-certified teachers with an annual salary supplement of $2,000 per year for the 10-year life of a National Board certificate. Michigan does not offer State-wide bonuses for Board-certified teachers, although some of its districts do. Currently, the State offers grants that pay up to 50% of the cost of applying for the certification.

A few states have offered one-time signing bonuses or other incentives to recruit desirable candidates. Recently, Massachusetts paid $20,000 each to 63 newly hired teachers who met high qualification standards established by the state. Districts, however, are more likely than states to offer signing bonuses. Baltimore schools have offered $5,000 toward the closing costs on a home in the city, in addition to a $3,000 starting salary increase, and in 2000 Detroit offered $1,000 signing bonuses to new hires.[40] In addition, a Federal initiative, the Teacher Next Door Program, allows certified teachers to buy houses owned by the U.S. Department of Housing and Urban Development (HUD) at a 50% discount.[41] The program is modeled on a similar program for police officers, and the houses are typically located in distressed neighborhoods.

Loan Relief. Twenty-seven states have used scholarship or loan-forgiveness programs as a recruitment tool. The programs vary widely in the participants they target, the amount of money forgiven or awarded, and the conditions under which the money is granted. In North Carolina, the Teaching Fellows Program provides scholarships of $6,500 per year for four years to 400 outstanding North Carolina high school seniors. College campuses that participate in the program provide unique learning opportunities for the fellows, including a tour of the state's school districts. Upon acceptance of the scholarship, the fellow agrees to teach for four years in one of the state's public schools; if the student does not serve, the scholarship must be repaid to the state with 10% interest. Ten other states have developed scholarships or forgivable loans specifically for minority candidates, and Virginia has implemented a program that encourages candidates who have been at-risk students or have otherwise been underrepresented in the teaching profession.[42] Participants in the Michigan Department of Education Focus on Teaching group commented that, while these programs would not have been a principal motivating factor in their own decision to become teachers, the programs might sway liberal arts students or graduates who are "on the fence" about entering education.

In the State's 2001-2002 legislative session, two bills were introduced to create loan-forgiveness programs for teachers serving in high-need areas. Table 1 contains a brief description of the bills and their status in the Legislature.

Enhancing the Work-Place Environment. Very few states have tackled the broad range of factors that influence working conditions, preferring to leave issues that affect school quality up to local districts. While some states, including Michigan, permit the state to take over schools with desperate financial or performance problems, most teachers are affected by policies or contracts decided at the local level. In fact, most school-based reform has been the result of district initiatives, individual schools' efforts to restructure themselves, or schools' choices to participate in larger reform or restructuring networks, such as the Coalition of Essential Schools or Accelerated Schools.

Some states have attempted to grant more local control to districts by permitting them to waive "cumbersome" state rules and laws. Most of these programs are based on the Federal "Ed Flex" law, which grants states the right to waive certain Federal laws if they are seen as impeding school reform. At the state level, Ed Flex programs typically require local school districts to enter into performance contracts with their state department of education, allowing the districts to dispense with a single state rule or statute under certain conditions. Because most of these programs grant exemptions on a rule-by-rule or statute-by-statute basis, the process can be cumbersome and has resulted in few districts' applying for waivers.[43] In Michigan, the House of Representatives passed an Ed Flex bill, which would permit districts to waive a requirement in the Revised School Code if doing so would raise student performance, as measured by MEAP scores. When the proposal was taken up in the Senate Education Committee, supporters of the bill could not name a current State statue that, if waived, would raise MEAP scores. A vote was not taken on the bill.

Since 1990, the Michigan Department of Education and the Legislature have addressed school environment by requiring that all State-accredited schools create a school-wide improvement plan. These plans require all school staff to research their school's weaknesses, choose three goals to improve the quality of the school (including one goal that targets the school environment), form subcommittees, and implement action plans for each goal. Each school's progress is assessed by a visiting team of education specialists culled from other school districts. The State's newest accreditation plan, Education YES! leaves intact school improvement plans as a requirement for accreditation.

California and Michigan: Legislative Action Comparison. While most states have taken a somewhat reactive approach to the teacher shortage--drafting and passing piecemeal legislation in response to specific issues--a few states recently have passed comprehensive packages of teacher-recruitment and reform legislation. In particular, California in 2000 enacted a measure (Senate Bill 1666) that combined three main approaches addressing the teacher recruitment challenge: enhancing teacher salary and/or benefits, recruiting new teachers into the profession, and encouraging qualified or currently employed individuals to areas where there is a teacher shortage. In part, the legislation founded a Teacher Recruitment Initiative Program, established a teacher tax credit, awarded grants to school districts to increase beginning teacher salaries to $34,000, provided for teaching fellowships to candidates who agree to teach in low-performing schools, and enhanced the State Teachers' Retirement System.[44] In comparison, Michigan has taken relatively little action to address the teacher shortage. In the 2001-2002 legislative session, eight introduced bills speak to the shortage; three of the bills concern recruiting more substitute teachers. Of the eight, none has yet become a Public Act. Table 1, below, shows the content and status of each bill.

Table 1

Bill Number	Content	Status
H.B. 4428	Permit person who has earned 90 hours at a community college to work as a substitute teacher.	Passed House; referred to Senate Education Committee on 4/16/02.
H.B. 4541	Reduce from 90 to 60 the number of college credit hours required for a person to serve as a substitute teacher.	In the House; referred to second reading on 3/7/02.
H.B. 4760	Permit schools to waive certain requirements of the Revised School Code as part of a performance contract ("Ed Flex" bill).	Passed House; taken up in Senate Education Committee on 1/30/02; no vote taken.
H.B. 5043 and 5044	Create a loan and loan forgiveness program for certain school employees obtaining degree and entering teaching.	Introduced in House on 7/12/02.
H.B. 5437	Permit certain individuals to teach (grades 7-12) in a field related to their degrees without certification, under certain conditions.	Introduced in House on 11/1/01.
H.B. 5768	Accelerate teacher certification in some urban or rural areas with critical shortages of public school teachers.	Third reading in House as of 6/4/02.
S.B. 213	Allow school districts to contract for substitute teachers.	Passed Senate; referred to second reading in House on 3/14/02.
S.B. 459	Establish a Teachers Loan Forgiveness Program for eligible new teachers in at-risk schools or schools with a teacher shortage.	Passed Senate; referred to House Appropriations Committee on 11/27/01.

CONCLUSION

It should not be surprising that California, with its many large cities and tremendous influx of immigrants and new residents, has enacted sweeping teacher recruitment legislation. Michigan seems to pale by comparison in its need for educators. The State's universities certify a large number of new teachers each year, and when they enter the workforce they are among the best paid in the nation. In addition, a number of new programs, both State and Federal, are already in place to attract new teachers to Detroit and other high-need districts and subjects. All of these measures, however, concentrate on drawing new teachers into the profession, but ignore the teachers who leave for other careers, or better school districts, after a few years. Addressing attrition means contending with such abstract factors as prestige, respect, working environment, and collegial and administrative support. Another aspect of this discussion involves the degree to which regulations are enforced at the Federal, State, or district level. For example, Michigan requires teachers to have earned 30 credit hours in their core subject areas. One might see this as a reason to support the present

approach to training prospective teachers. If school districts do not enforce the credit-hour requirement, however, it has limited value as a method to ensure the qualifications of teachers, or to judge the State's standards for classroom teachers. While this particular requirement might be subsumed by the new mandates in ESEA 2001, the effectiveness of other existing and proposed regulations will be questionable without consistent enforcement.

These problems belie a quick fix, but demand attention. After all, every student in Michigan will have a teacher in the fall. The quality and consistency of instruction under that teacher, however, are what affects learning.

ENDNOTES

1. Lynn Olson, "Quality Counts 2000: Who Should Teach? Finding and Keeping Competent Teachers", *Education Week*, 13 January 2000 (accessed 24 July 2002), p.3. Available at http://www.edweek.org/sreports/qc00

2. Quality Teachers.org: "Shortage Stats", (accessed 23 July 2002). Available at http://qualityteachers.org/shortage/stats.htm. Originally reported by the National Center for Education statistics, The Baby Boom Echo Report, 1998.

3. Eric Hirsch, Julia E. Koppich, and Michael S. Knapp, *Revisiting What States are Doing to Improve the Quality of Teaching: An Update on Patterns and Trends*, Center for the Study of Teaching and Policy, February 2001, p. 19.

4. National Center for Education Statistics, *Projection of Education Statistics to 2005,* p. 102.

5. Debra Viadero, "Research Skewers Explanations Behind Teacher Shortage", *Education Week Online,* 10 April 2002 (accessed 16 July 2002). Available at http://edweek.org/ew/newstory.cfm?slug=30aera.h21&keywords=teacher shortage

6. Olson, p. 2.

7. Hirsh, et al., p. 19.

8. Chester E. Finn, Jr, "What Teacher Shortage?", *Michigan Education Report,* Winter 2002.

9. Sheri Hall and Janet Vandenabeele, "Suburban Schools Seek Diversity Through Hires", *The Detroit News,* 30 July 2002.

10. Yilu Zhao, "Wave of Pupils Lacking English Strains Schools", *The New York Times,* 5 August 2002.

11. American Federation of Teachers, *Survey and Analysis of Teacher Trends 2000,* Table III-3.

12. Olson, p. 10.

13. American Federation of Teachers, *Survey and Analysis of Teacher Trends 2000,* Table III-3.

14. Harold W. Stevenson, "Guarding Teachers' Time", *Education Week Online*, 16 September 1998 (accessed 14 August 2002). Available at http://www.edweek.org/ew/ew_printstory.cfm?slug=02steven.h18

15. National Education Association, *Rankings of the States, Estimates of School Statistics*, Table C-4.

16. Hirsh, et. al., p. 21.

17. Stevenson, p. 3.

18. Michigan Department of Education, "Focus on Teaching: What helps teachers teach and children learn?", 20 September 2001, p. 10-11. Available at http://www.michigan.gov/mde/0,1607,7-140-6525-46482--,00.html

19. Quality Counts 2000, "Who Should Teach? The States Decide", *Education Week Online,* 13 January, 2000 (accessed 26 July 2002), p. 4. Available at http://www.edweek.org/sreports/qc00

20. "Revise Teacher Certification," *The Detroit News*, 16 July 2002.

21. Ibid.

22. Education Commission of the States, *No State Left Behind: The Challenges and Opportunities of ESEA 2001*, p. 31 and p. 37.

23. Education Commission of the States, p. 30.

24. Dee-Ann Durbin, "Michigan Schools Struggle to Fill Openings", *Bay City Times,* 26 August 2001.

25. Associated Press, "Teacher Certification Rules Questioned", *Traverse City Record Eagle,* 26 August 2001.

26. Title2.org, "State Reports Website", incorporates information and data submitted to the Federal Government required under Title II of ESEA by the states in October 2001 (accessed 2 August 2002), Section VI. Available at http://www.title2.org/statereports/index.htm

27. Ibid.

28. U.S. Department of Education, "The *No Child Left Behind Act of 2001*: Preliminary Overview of Programs and Changes", (assessed 1 August 2002). Available at http://www.ed.gov/offices/OESE/esea/progsum/title2a.html

29. Ibid.

30. Julie Blair, "Program Finds New Teachers in Unexpected Places: Schools", *Education Week Online*, 16 January 2002 (accessed 16 July 2002). Available at http://www.edweek.org/ew/newstory.cfm?slug=18teach.h21&keywords=teacher%shortage

31. AFT.org, "Teacher Recruitment: Pulling Out All the Stops", *American Teacher,* March 2001 (accessed 23 July 02). Available at http://www.aft.org/publications/american_teacher/mar01/supply.html

32. Hirsch, et al., p. 26.

33. Title2.org, "State Reports Website," Section VII.a *(op cit.)*.

34. AP, "Teacher Certification Rules Questioned" *(op cit.).*

35. Julie Blair, "Lawmakers Plunge Into Teacher Pay", *Education Week Online,* 21 February, 2001 (accessed July 30, 2002). Available at http://www.edweek.org/ew/ewstory.cfm?slug=23salary.h20&keywords=Teacher%20Pay

36. Ibid.

37. Hirsch, et al., p 31.

38. National Board for Professional Teaching Standards: National Board Certification, "National Board Certification Process", (accessed 13 August 2002). Available at http://www.nbpts.org.

39. Hirsch, et al., p. 24.

40. Hirsch, et al., p. 23.

41. AFT.org, "Teacher Recruitment: Pulling Out All the Stops" *(op cit.)*.

42. Hirsch, et al., p. 25.

43. Hirsch, et al., p. 42.

44. Hirsch, et al., p. 21.