

# Teacher Workforce

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## QUICK DEFINITION

*For years, research has shown the quality of the teacher workforce to be the single most influential school-based factor impacting student achievement. Improving our public schools and increasing student success depends upon the ready supply of well-qualified, professional, and effective teachers at all levels of the public education system.*

*As a policy issue, teacher workforce encompasses a broad array of critical subtopics: preparation and education; certification and licensure; mentoring and induction; recruitment and retention; compensation and professional growth; and quality and evaluation.*

## KEY POLICY POINTS

- Research has repeatedly proven that a well-qualified, highly-effective teacher workforce is the single most influential school-based factor for improving student achievement.
- Quality teachers are not simply born; they are developed and supported by the schools and communities in which they work. Thus, the working conditions under which teachers practice their profession and the supports they are provided to do their work effectively and grow professionally are essential components of a quality teacher workforce.<sup>1</sup>
- Recruitment efforts and retention policies for educators in at-risk/hard-to-staff schools (e.g., inner-city, rural, low-performing, and high-poverty) and hard-to-staff subjects (e.g., math, science, computers, and special education) are critical in order to increase student performance, provide quality education, and help close the achievement gaps between student sub-groups.
- Almost one of every two new teachers will leave the profession in five years. Innovative policies for induction, mentoring, and ongoing professional support can help lower attrition rates and strengthen a state's teacher workforce.
- The certification and licensing of teachers has become a subject of greater importance to states as they strive to reach the Highly Qualified teacher standards mandated by the 2001 federal No Child Left Behind Act (NCLB).
- While base salaries remain at the heart of any discussion of teacher pay, an effective policy discussion of teacher compensation goes far beyond just salaries. It involves increasingly diverse avenues of compensation that include one-time or sustained incentives, retirement packages, benefits, and more.<sup>2</sup>

## TEACHER WORKFORCE IN GEORGIA

### I. OVERVIEW

Ensuring that public schools are staffed with a quality teacher workforce is a central educational policy issue around the world. A recent study of twenty-five school systems throughout the world – including ten of the top performers – corroborated the resounding conclusion of nearly every educational research and policy organization in the United States. The experiences of top school systems suggests that “three things matter most: 1) getting the right people to become teachers, 2) developing them into effective instructors and, 3) ensuring that the system is able to deliver the best possible instruction for every child.”<sup>3</sup>

While Georgia has taken positive steps in recent years to improve policies impacting the teaching profession, policymakers must continue their commitment to bring the necessary level of quality to the teacher workforce in our state. The future actions that Georgia educators and lawmakers take to address teacher quality will impact not only the members of our state's educator workforce, but also the hundreds of thousands of children served in Georgia's public schools.

### II. TEACHER DEMOGRAPHICS IN GEORGIA

In fall 2007, a total of 134,613 educators were employed in Georgia's PK-12 public school system. Included in this workforce group were instructional teachers, administrative personnel, and student services personnel. Table 9.1 shows the number of Georgia educators by personnel category.

Student enrollment is the primary factor influencing the size of the teacher workforce. As student enrollment in Georgia's public schools has increased in recent years, so has the state's educator workforce. Over the past five years, from FY03 to FY07, the number of teachers in Georgia's educator workforce has increased by approximately 11 percent, as compared to a 9 percent increase in student enrollment. Figure 9.1 shows the growth in Georgia's number of certified personnel and the growth in student enrollment.

<sup>1</sup> Center for Teaching Quality, “Why Teaching Quality Matters: What We Know,” [www.teachingquality.org/whyqmatters/whatweknow.htm](http://www.teachingquality.org/whyqmatters/whatweknow.htm).

<sup>2</sup> Education Commission of the States, “Teaching Quality: Compensation and Diversified Pay Systems,” [www.ecs.org](http://www.ecs.org).

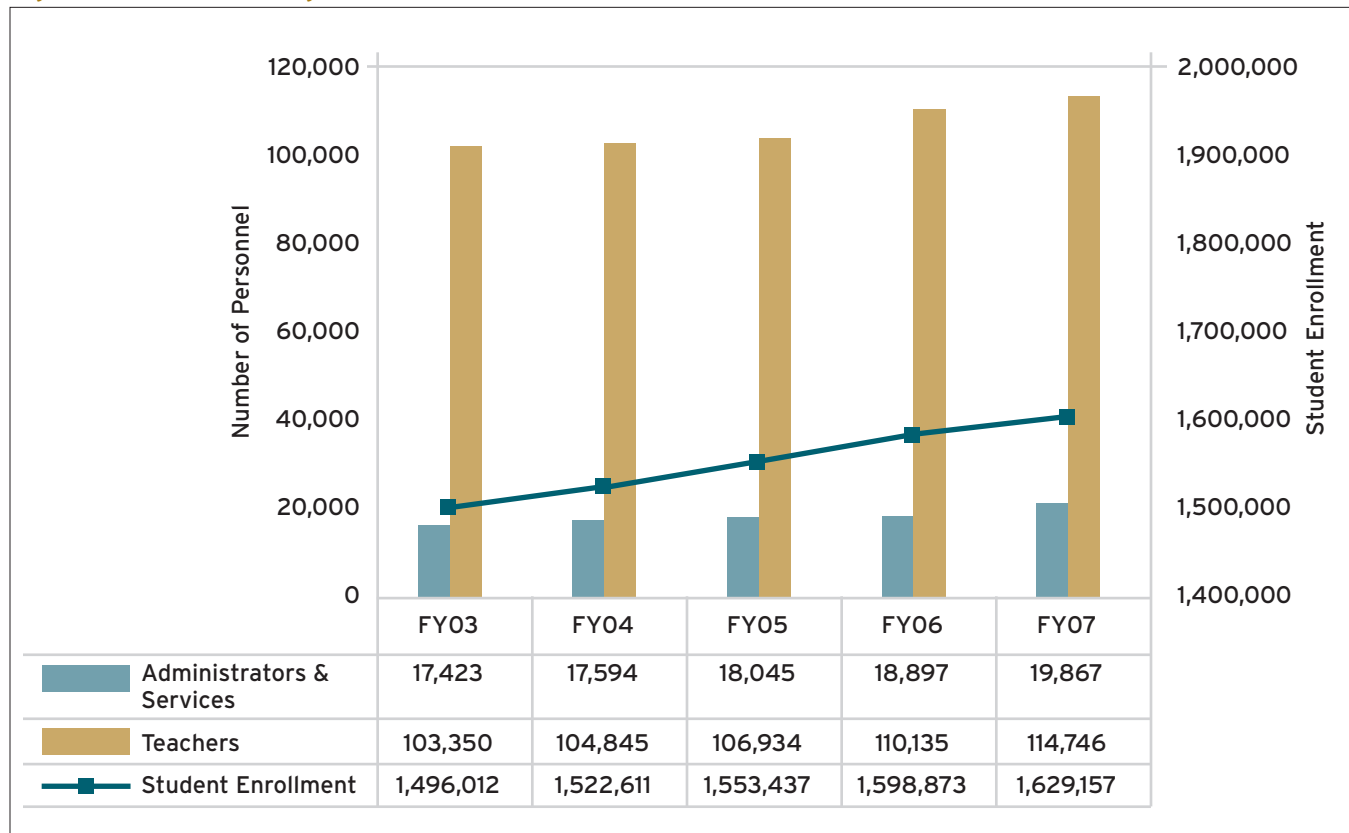
<sup>3</sup> McKinsey and Company, *How the World's Best-performing School Systems Come Out on Top* (September 2007).

**Table 9.1. Georgia Public Educators, PK-12 School System, Fall 2007**

	NUMBER OF PERSONNEL	PERCENTAGE OF TOTAL WORKFORCE
Teachers	114,746	85.2%
Administrative Personnel	8,901	6.6%
Student Service Personnel	10,966	8.1%
<b>TOTAL</b>	<b>134,613</b>	<b>100%</b>

Source: Georgia Professional Standards Commission, Interim Status Report: The Georgia Educator Workforce, 2007-1 CPI-1 Fall Count. Percentages may not add to 100 due to rounding.

**Figure 9.1. Growth of Georgia's Educator Workforce and Student Enrollment**

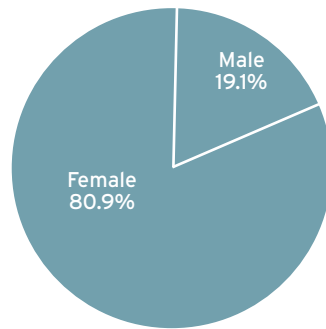


Source: Georgia Professional Standards Commission, *The Georgia Educator Workforce 2006*; Georgia Professional Standards Commission, *Interim Status Report: The Georgia Educator Workforce 2007*; Georgia Department of Education Enrollment Reports.

Minority representation in the educator workforce does not reflect the demographics of Georgia's student enrollment. While the proportion of African-American teachers has increased slightly in recent years, the majority of Georgia's teachers continue to be white and female. In addition, the majority of Georgia's teachers are between 31 and 40 years of age and have 0-4 years of teaching experience. Figures 9.2-9.5 show the most recent demographic data for our state's teacher workforce.

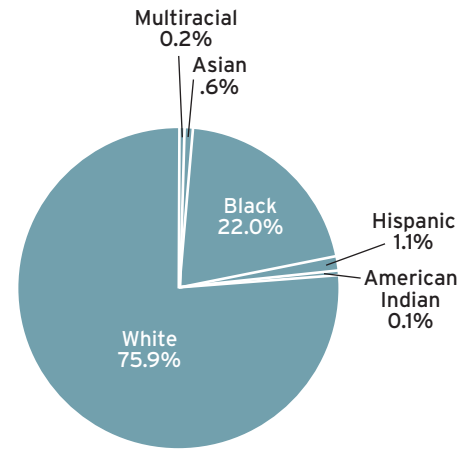
Table 9.2 shows the distribution of Georgia's public school teachers by personnel categories and grade levels. As 39.1 percent of the total teacher workforce, elementary school teachers comprise the largest personnel category. Middle schools teachers account for 17.2 percent, and high school teachers account for 17.5 percent of the total teacher workforce.

**Figure 9.2. Georgia's Teacher Workforce by Gender, FY07**



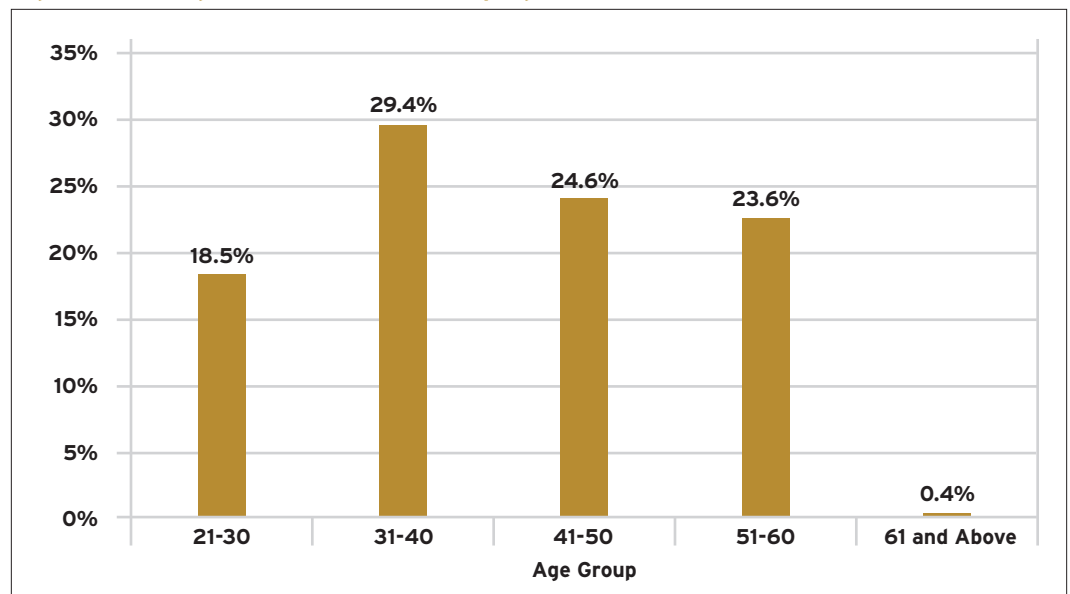
Source: Georgia Professional Standards Commission, *Interim Status Report: The Georgia Educator Workforce, 2007-1 CPI-1 Fall Count*.

**Figure 9.3. Georgia's Teacher Workforce by Ethnicity, FY07**



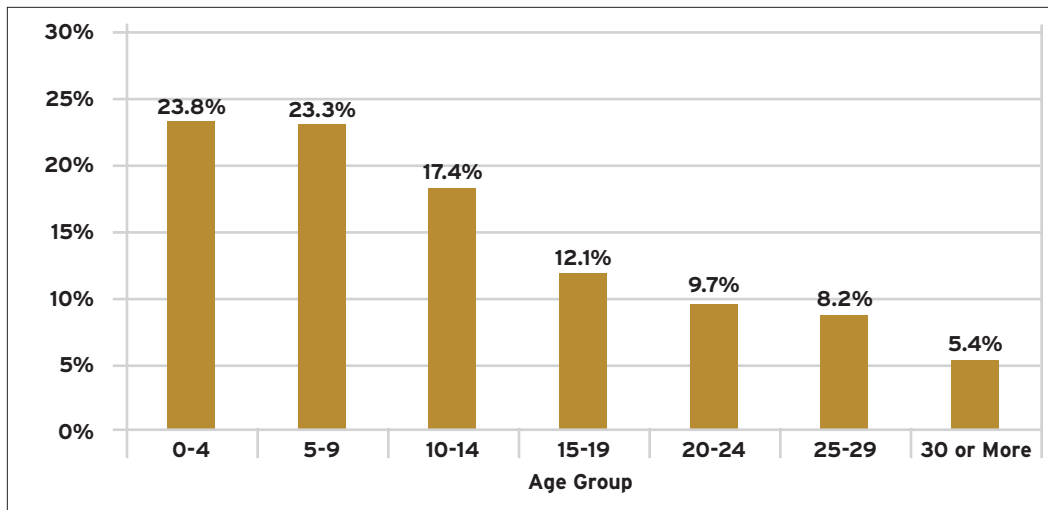
Source: Georgia Professional Standards Commission, *Interim Status Report: The Georgia Educator Workforce, 2007-1 CPI-1 Fall Count*.

**Figure 9.4. Georgia's Teacher Workforce by Age, FY07**



Source: Georgia Professional Standards Commission, *Interim Status Report: The Georgia Educator Workforce, 2007-1 CPI-1 Fall Count*.

**Figure 9.5. Georgia's Teacher Workforce by Years of Experience, FY07**



Source: Georgia Professional Standards Commission, *Interim Status Report: The Georgia Educator Workforce, 2007-1 CPI-1 Fall Count*.

**Table 9.2. Personnel Categories of Georgia Teachers, FY07**

PERSONNEL CATEGORY	FREQUENCY	PERCENT
<b>PREKINDERGARTEN</b>	<b>1,571</b>	<b>1.4%</b>
Kindergarten	7,016	6.1%
Early Intervention Program (EIP) K	807	0.7%
Grade 1	6,834	6.0%
Grade 2	6,437	5.6%
Grade 3	6,452	5.6%
EIP 1-3	2,497	2.2%
Grade 4	5,218	4.5%
Grade 5	5,124	4.5%
EIP 4-5	1,167	1.0%
Other Elementary	3,294	2.9%
<b>ELEMENTARY GRADES (K-5) TOTAL</b>	<b>44,846</b>	<b>39.1%</b>
Grade 6	3,883	3.4%
Grade 7	3,781	3.3%
Grade 8	3,826	3.3%
Other Middle	8,231	7.2%
<b>MIDDLE GRADES (6-8) TOTAL</b>	<b>19,721</b>	<b>17.2%</b>
<b>HIGH SCHOOL (9-12) TOTAL</b>	<b>20,034</b>	<b>17.5%</b>
ESOL Teacher	1,721	1.5%
Instructional Specialist	5,942	5.2%
Literacy Coach	646	0.6%
Special Education Teachers	15,965	13.9%
Vocational Education Teachers	3,352	2.9%
Other Teachers	948	0.8%
<b>OTHER CATEGORY TOTAL</b>	<b>28,574</b>	<b>24.9%</b>
<b>TOTAL</b>	<b>114,746</b>	<b>100.0%</b>

Source: Georgia Professional Standards Commission, *Interim Status Report: The Georgia Educator Workforce, 2007-1 CPI-1 Fall Count*. Percentages may not add to 100 due to rounding.

### III. TEACHER PREPARATION AND EDUCATION

Teaching is a complex task that requires extensive knowledge and skills. For example, quality teachers must not only master their subject matter, but also know how to organize and deliver lessons, how to assess students' progress and refine instruction to meet the needs of diverse learners, and how to work well with parents and colleagues.<sup>4</sup> Teacher preparation and education refers to the educational program – whether through a four-year university or an alternative setting – through which individuals obtain the skills and knowledge necessary to enter the teacher workforce.

In Georgia, teacher preparation and education may occur in a traditional university setting or through an alternative preparation program. The approval of professional programs for educator preparation is the responsibility of the Georgia Professional Standards Commission (PSC). Currently, PSC has granted program approval to approximately 76 teacher preparation programs, both university-based and alternative.

The most common route to becoming a teacher is the traditional one: an individual enters a baccalaureate degree program at a college or university. Approved programs may be housed at either a private or public educational institution. In Georgia, 19 public colleges and universities offer teacher preparation programs (with one additional program currently in development); 21 private colleges and universities offer programs.

Educator preparation programs designed for college graduates or mid-career professionals are known as “non-traditional” or “alternative” programs. In Georgia, alternative programs are offered through the Georgia Teacher Alternative Preparation Program® (Georgia TAPP). Georgia TAPP offers classroom-based teacher preparation for individuals who have the basic qualifications to teach early childhood, middle-grades, secondary, or P-12 education but have not completed a teacher preparation program. Georgia TAPP program providers include colleges, universities, Regional Education Service Agencies (RESAs), or Local Education Agencies

(LEAs) approved by the Georgia Professional Standards Commission (PSC) to offer a Georgia TAPP program. Currently, Georgia TAPP programs are offered by approximately 15 RESAs and 19 LEAs.

It is important to note that almost half (45.5%) of the newly hired teachers in FY06 were from Georgia's prime approved production sources - Georgia educator preparation institutions and the Georgia alternative preparation programs. The percentage of teachers from these two sources continues to steadily increase annually.<sup>5</sup>

### IV. CERTIFICATION AND LICENSURE

The certification and licensing of teachers is a subject of great importance to states as they strive to reach the Highly Qualified teacher standards as determined by the federal No Child Left Behind Act (NCLB). In recognizing the effectiveness and long-term student benefits of well-trained teachers, states are moving away from allowing teachers to hold temporary and emergency licenses. Some states offer specialized pathways or alternative licensure for career-changers to expedite the initial certification process. Many states have reviewed how they measure teacher content knowledge, resulting in some states changing or improving their testing requirements.<sup>6</sup>

#### Routes to Educator Certification in Georgia

In Georgia, the Professional Standards Commission (PSC) holds the responsibility for providing a regulatory system for certifying and classifying professional employees in public schools. State certification provides a standardized base-level of professional knowledge and skills for the educators working in public schools. Like many other states, Georgia has adopted a combination of individualized requirements and some commonly used standards developed by the National Association of State Directors of Teacher Education and Certification (NASDTEC).<sup>7</sup>

Just as educator preparation programs in Georgia are varied to fit the needs of diverse individuals, so are there multiple routes to teacher certification in the state. Table 9.3 outlines the different routes to educator certification in Georgia.

<sup>4</sup> Center for Teaching Quality, “Teacher Preparation,” [www.teachingquality.org/relatedtqissues/preparation.htm](http://www.teachingquality.org/relatedtqissues/preparation.htm).

<sup>5</sup> Georgia Professional Standards Commission, *The Georgia Educator Workforce 2006*.

<sup>6</sup> Education Commission of the States, “Teacher Quality: Certification and Licensure,” [www.ecs.org](http://www.ecs.org).

<sup>7</sup> Georgia Professional Standards Commission, “Educator Certification Section,” [www.gapsc.com/TeacherCertification.asp](http://www.gapsc.com/TeacherCertification.asp).

**Table 9.3. Routes to Educator Certification in Georgia**

ROUTE TO CERTIFICATION	DESCRIPTION
<p><b>Traditional Route</b></p>	<p>Obtaining a Georgia certificate by completing a state-approved educator preparation program, usually at a college or university.</p> <p>This process could include earning a college degree along with the state certificate, or completing the requirements for a certificate after finishing a degree program. In addition, educators who move to Georgia with an out-of-state certificate must meet Georgia's certification requirements through reciprocity procedures.</p>
<p><b>Alternative Route</b></p>	<p>Obtaining a Georgia certificate while working as an educator.</p> <p>Designed for "career switchers" who already hold degrees and have various life experiences, as well as former educators with expired or invalid certificates who wish to return to the classroom. These routes are not limited to, but are of particular importance when completed in high need, shortage fields such as math, science, foreign language and special education.</p>
<p><b>International Exchange Teacher Route</b></p>	<p>Obtaining a Georgia certificate based on one's teacher certification in another country.</p> <p>International exchange certificates may be awarded to teachers certified in their native country who are not U.S. citizens but who wish to come to Georgia and teach for up to three years.</p>
<p><b>Permit Route</b></p>	<p>Obtaining a Georgia permit to teach in special restricted circumstances.</p> <p>Permits allow performing artists, retired teachers, and native foreign language speakers to teach in Georgia classrooms and selected business/professional leaders to serve in Superintendent positions based on their rich expertise.</p>

Source: Georgia Professional Standards Commission, "Routes to Certification," [www.gapsc.com/TeacherCertification/Documents/routes.asp](http://www.gapsc.com/TeacherCertification/Documents/routes.asp).

**Educator Assessment in Georgia**

All candidates applying for an educator certificate in Georgia are required to present passing scores on the state educator assessment. Since its inception, the educator assessment program has undergone several changes and improvements.

In 1972, the State Board of Education initiated a performance-based certification program. A major component of this program was the assessment of an individual's teaching field content knowledge. The Georgia Teacher Certification Test (TCT) was the required content knowledge assessment from 1978 through June 1997. From July 1, 1997 until September 1, 2006, Praxis II Subject Assessments were required for certification in Georgia.

The Praxis testing program was replaced by the Georgia Assessments for the Certification of Educators (GACE) program as of September 1, 2006. The purpose of the GACE is to assess the knowledge and skills of prospective Georgia public school educators. The GACE program helps the Professional Standards Commission meet its goal of ensuring that candidates have the knowledge and skills needed to perform the job of an educator in Georgia public schools. The GACE are aligned with state and national standards for educator preparation and with state standards for the P-12 student curriculum (the Georgia Performance Standards).

The GACE tests were developed in consultation with committees of Georgia educators, educator preparation faculty, and other content and assessment specialists. Test questions were reviewed and approved by committees of Georgia educators. The passing score for each test is established by the PSC and is based on the professional judgments and recommendations of Georgia educators.

### Classification of Educator Certificates in Georgia

When an individual has followed one of the above routes to certification, completed an approved educator preparation program, and obtained a passing score on the GACE, he/she is awarded a Georgia educator certificate. A valid certificate is required in order to teach in a public school within the state. Table 9.4 outlines the classification of educator certificates in Georgia

**Table 9.4. Classification of Educator Certificates in Georgia**

CLASSIFICATION	DESCRIPTION	EXAMPLE
Certificate Type	Certificates are organized by type according to the school personnel function; the type of certificate dictates in what capacity the educator may serve.	Certificate types include: <ul style="list-style-type: none"> <li>➤ Teaching,</li> <li>➤ Service, and</li> <li>➤ Leadership</li> </ul>
Certificate Field	Certification is offered in a variety of fields with specific subjects or grade levels assigned to each field. Unlike Teaching fields, Service fields and Leadership fields allow the educator to serve at all grade levels (P-12).	Teaching fields include: <ul style="list-style-type: none"> <li>➤ Early Childhood Education (P-5),</li> <li>➤ Middle Childhood (4-8),</li> <li>➤ Secondary Fields (7-12), and</li> <li>➤ P-12 Fields (Special Education, Art, Music, etc.)</li> </ul>
Certificate Category	All certificates are classified in one of three categories. The Clear Renewable Certificate indicates all professional requirements for certification in the field have been met. Conditional Certificates are issued at the request of a Georgia employer when one or more conditions have to be met in order to be issued the Clear Renewable Certificate. Life Certificates were discontinued in 1974; however, Georgia educators issued life certification before 1974 may continue to use these certificates.	Categories include: <ul style="list-style-type: none"> <li>➤ Clear Renewable Certificate,</li> <li>➤ Conditional Certificate, and</li> <li>➤ Life Certificate</li> </ul>
Certificate Level	The certificate level assigned to a Georgia certificate indicates the highest degree level attained by the certificate holder that is recognized by the PSC for certification.	Levels include: <ul style="list-style-type: none"> <li>➤ Level 1 (HS Diploma/GED),</li> <li>➤ Level 2 (associate's degree),</li> <li>➤ Level 4 (bachelor's degree),</li> <li>➤ Level 5 (master's degree),</li> <li>➤ Level 6 (specialist's degree),</li> <li>➤ Level 7 (PhD or E.D. degree)</li> </ul>
Permits	Permits, unlike certificates, are issued to individuals who qualify to serve as educators on the basis of their experience instead of formal education. Permits are issued in teaching fields and the field of superintendent.	

Source: Georgia Professional Standards Commission, "Classification of Certificates," [www.gapsc.com/TeacherCertification/ClassificationofCertificates.asp](http://www.gapsc.com/TeacherCertification/ClassificationofCertificates.asp).

In addition to obtaining the requisite certificate for teaching in a Georgia public school, educators in the state may elect to pursue additional, advanced certificates that represent a higher level of professionalism and skill in the teaching field. One such certificate, the Georgia Master Teacher Certificate, is offered at the state level. The other, the National Board Certification, is offered through a nationally-administered program.

### **Georgia Master Teacher Certification Program**

In 2005, the Georgia General Assembly passed legislation to establish the Georgia Master Teacher Certification Program. This program provides statewide recognition to Georgia public school teachers with at least three years of experience who demonstrate excellence in the classroom that is linked to gains in student achievement. Teachers who meet the criteria for Master Teacher Certification will create the pool for state-funded Academic Coaches. The program is implemented as a partnership effort of the Professional Standards Commission, the Governor's Office of Student Achievement, and the Georgia Department of Education.

The first group of 199 Master Teachers was named in 2006; in 2007, another 97 teachers earned this distinction. In 2008, Governor Perdue proposed an enhancement to the Master Teacher Program in an effort to further expand the number of teachers selected for the certification. Highlights of these enhancements to the Master Teacher program include:

- Master Teachers will be eligible for an annual \$500 stipend for mentoring new teachers.
- Master Teachers who serve as Academic Coaches will receive an annual \$2,000 stipend.
- Governor Perdue will give priority consideration to Master Teachers when making appointments to state-level boards of K-12 education agencies.

### **National Board Certification of Teachers**

In addition to fulfilling state-level requirements for certification and licensure, teachers may voluntarily apply to earn National Board Certification (NBC) from the National Board for Professional Teaching Standards. Like board-certified doctors, accountants, and architects, teachers who achieve NBC have met rigorous criteria through intensive study, self-assessment, evaluation, and peer review. Many NBC teachers report that the process of becoming certified, which includes developing and submitting a portfolio recording their teaching practice, is a substantial professional learning opportunity. Teachers who have achieved the NBC designation are highly accomplished practitioners in their field. Research is consistently positive about the impact of National Board Certification on raising the quality of teaching, improving teacher retention, and affecting increases in student achievement.

Many states offer financial incentives for National Board Certified Teachers (NBCTs). Georgia educators who received National Board Certification prior to July 1, 2006, receive a 10 percent salary supplement based on their state salary regardless of school assignment. However, due to a recent change in Georgia's law, incentives are now applicable for newly-certified NBCTs only if they opt to work in a school designated as high-needs. Teachers are provided reimbursement of up to \$2000 for initial NBC application fees if they successfully attain NBCT status and are teaching fulltime in a Georgia public school that is designated "Needs Improvement" on the Department of Education's list. These teachers must now teach full time in a Needs Improvement School to be eligible for the 10 percent salary supplement.

In Georgia, the number of National Board Certified Teachers (NBCTs) has increased on an annual basis. In the 2006-07 school year, a total of 2,451 NBCTs were working in Georgia's schools as teachers, instructional leaders, and administrative personnel. Georgia currently has the eighth highest number of NBCTs among all states in the nation; however, Georgia's number of new NBCTs is not keeping pace with the top states. Tables 9.5 and 9.6 show state-level statistics for National Board Certified Teachers.

**Table 9.5. Top Ten States by Total NBCTs**

RANK	STATE	TOTAL	NEW NBCTS 2007
1	North Carolina	12,770	1,442
2	Florida	10,875	1,675
3	South Carolina	5,729	651
4	California	3,878	250
5	Ohio	2,757	136
6	Mississippi	2,685	158
7	Illinois	2,492	511
8	Georgia	2,451	91
9	Oklahoma	1,995	439
10	Washington	1,792	484

Source: National Board for Professional Teaching Standards, "NBCT Directory," www.nbpts.org. Data current as of December 4, 2007.

**Table 9.6. Top Ten States by New NBCTs**

RANK	STATE	NEW NBCTS 2007	TOTAL
1	Florida	1,675	10,875
2	North Carolina	1,442	12,770
3	South Carolina	651	5,729
4	Illinois	511	2,492
5	Washington	484	1,792
6	Oklahoma	439	1,995
7	Virginia	285	1,434
8	Kentucky	251	1,374
9	California	250	3,878
	Arkansas	250	843
10	Maryland	229	1,056

Source: National Board for Professional Teaching Standards, "NBCT Directory," www.nbpts.org. Data current as of December 4, 2007.

## V. MENTORING AND INDUCTION

The terms induction and mentoring have become synonymous in most states and school districts across the country. Although used interchangeably, they actually have different meanings, both of which are equally important in retaining new and beginning teachers. Induction programs offer a wide support system by providing guidance and introduction to a position as well as help in curriculum planning, evaluation, professional development, and mentoring. Mentoring, or coaching, includes one-on-one support and feedback by an experienced, veteran teacher to a novice teacher resulting in increased skills and confidence necessary for success in the teaching profession.<sup>8</sup>

It is within the first few years of actual teaching in the classroom that teachers can become accomplished professionals. It is also true that within the first three years of teaching, those without induction programs or support are twice as likely to leave the teaching profession. New teachers who participate in induction programs and receive quality mentoring adjust more successfully to the profession and experience greater job satisfaction than teachers who receive little or no support. A 2004 research study shows that teachers who participate

in an induction program are twice as likely to remain in teaching. Participation positively benefits both the inexperienced and the experienced teachers.<sup>9</sup>

The most recent data available for Georgia shows that in FY2005, annual teacher attrition in Georgia was 9.1 percent; however, the rate of attrition for newly hired teachers stands at 13.8 percent. An analysis of trend data reveals that over the past 15 years, annual teacher attrition rates in Georgia have been steadily increasing; the rate may reach 9.8 percent by FY2012. Quality statewide mentoring and induction programs could be a key intervention to help curb the exodus of teachers from our state's classrooms.<sup>10</sup>

Georgia's only statewide mentoring or induction program for teachers is the Georgia Mentor Teacher Program, a voluntary program implemented at the local district level. Among the states in the southern region, Georgia is one of only a few that does not have a state-mandated support program for new teachers. Table 9.7 shows which southern states have induction and/or mentoring policies currently in place.

<sup>8</sup> Education Commission of the States, "Teaching Quality: Induction Programs and Mentoring," www.ecs.org.

<sup>9</sup> Education Commission of the States, "Teaching Quality: Induction Programs and Mentoring," www.ecs.org; Center for Teaching Quality, "Why Mentoring and Induction Matters and What Must Be Done for New Teachers," *Best Practices and Policies: Teaching Quality Around the Nation* (Vol. 5, No. 2, June 2006).

<sup>10</sup> Georgia Professional Standards Commission, *The Georgia Educator Workforce 2006: A Report of the Supply, Demand, and Utilization of Teachers, Administrative, and Student Services Personnel in Georgia Public Schools* (Atlanta, GA, 2006).

**Table 9.7. State Induction and Mentoring Programs in the Southern Regional States**

STATE	NEW TEACHER INDUCTION PROGRAM	MENTORING PROGRAM OR COMPONENT	STATE MANDATES PROGRAM IMPLEMENTATION
Alabama	✓	✓	✓
Arkansas	✓	✓	✓
Delaware	✓	✓	No
Florida	✓	✓	No
<b>Georgia</b>	<b>No</b>	✓	<b>No</b>
Kentucky	✓	✓	No
Louisiana	✓	✓	No
Maryland	✓	✓	✓
Mississippi	No	✓	✓
North Carolina	✓	✓	✓
Oklahoma	No	✓	No
South Carolina	✓	✓	✓
Tennessee	✓	✓	No
Texas	✓	✓	No
Virginia	No	✓	✓
West Virginia	✓	✓	✓

Source: Education Commission of the States, "State Induction Programs and Mentoring for New and Beginning Teachers," December 2007. Note: The 16 states listed are those that comprise the Southern Regional Education Board.

**VI. RECRUITMENT AND RETENTION**

Teaching is a profession that loses many of its newly-trained members very early in their careers and long before the retirement years. As shown in Figure 9.6, national data suggests that after just five years, between 40 and 50% of all beginning teachers have left teaching altogether.<sup>11</sup>

With the alarming rates of teacher attrition throughout the country, many states and districts must continually work towards attracting and keeping teachers in public schools. To recruit and retain teachers, many systems and their surrounding community organizations offer incentives, which can be granted in one of many ways:

- Tuition reimbursement,
- Loan forgiveness programs,

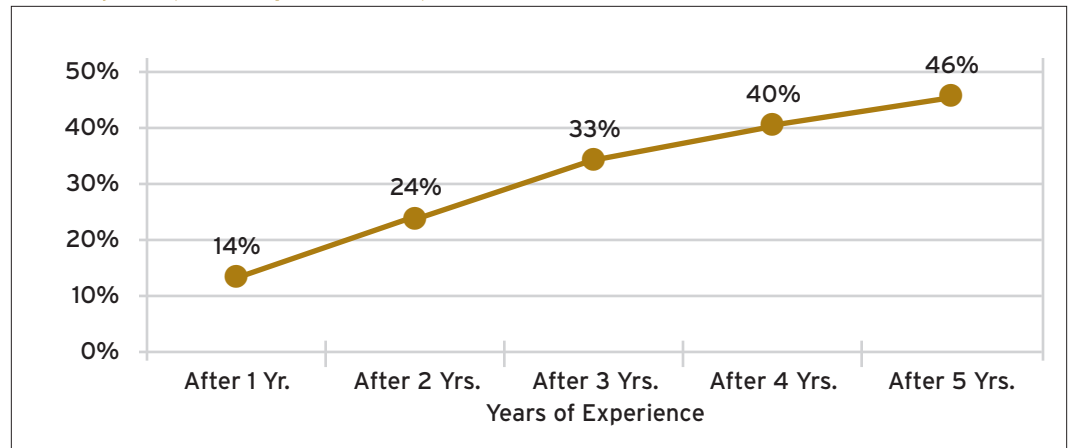
- Signing bonuses,
- Salary adjustments,
- Housing assistance,
- Induction programs and mentoring, and
- Professional development.

Recruitment and retention of educators in at-risk/hard-to-staff schools (inner-city, rural, low-performing and high-poverty) and hard-to-staff subjects (math, science, computers and special education) is of critical importance in to order to increase student performance, provide quality education, and help close the achievement gap. In many states, incentives are offered to teachers and teacher candidates who agree to teach in these schools in return for multi-year commitments to remain in the school and in the teaching profession.<sup>12</sup>

<sup>11</sup> R. Ingersoll, *Is There Really a Teacher Shortage?* Center for the Study of Teaching and Policy and Consortium for Policy Research in Education (University of Washington, 2003).

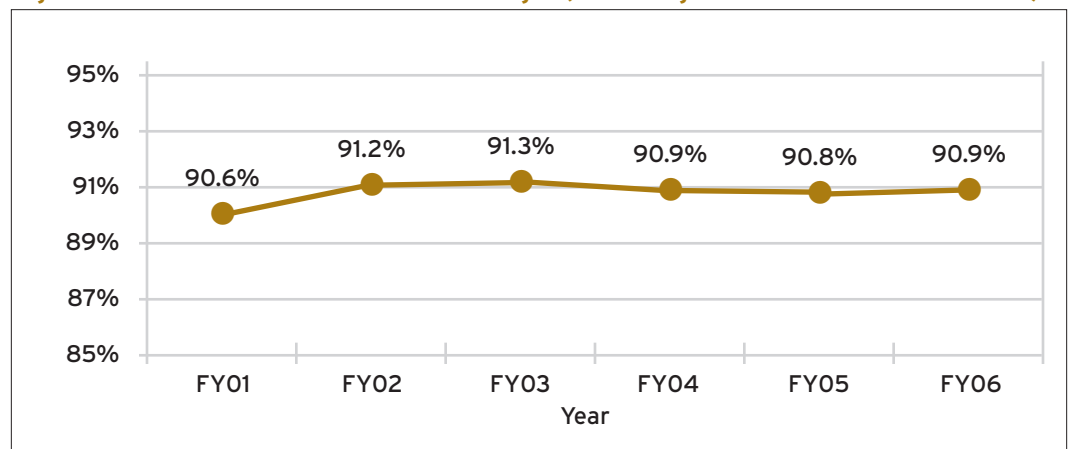
<sup>12</sup> Education Commission of the States, "Teacher Quality: Recruitment and Retention," [www.ecs.org](http://www.ecs.org).

**Figure 9.6. Beginning Teacher Attrition: Cumulative Percent of Teachers Having Left Teaching Occupation, by Years of Experience**



Source: R. Ingersoll, *Is There Really a Teacher Shortage?* Center for the Study of Teaching and Policy and Consortium for Policy Research in Education (University of Washington, 2003).

**Figure 9.7. Rate of Teacher Retention in Georgia (Percentage Retained from Previous Year)**



Source: Georgia Professional Standards Commission, *The Georgia Educator Workforce 2006*.

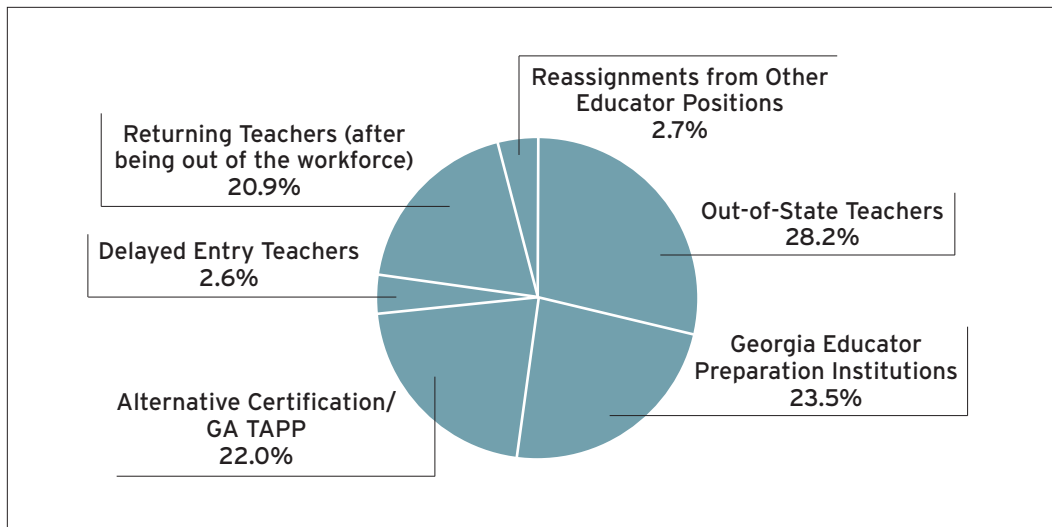
In Georgia, the retention of teachers from one year to the next continues to be the major means of staffing classrooms. In FY06, the large majority (90.9%) of Georgia teachers returned to the classroom after the FY05 school year. The percentage of teachers retained from year-to-year in Georgia consistently remains above 90%. Figure 9.7 shows the rate of teacher retention in Georgia over recent years.

While teacher retention rates in Georgia have held steady from year to year, the attrition of some teachers combined with increasing student enrollments creates an annual need for new teachers. In

FY06, new teachers accounted for 11.8% of the overall teacher workforce. These new teachers enter Georgia's public classrooms from various supply sources, including:

- Educator preparation programs at Georgia's colleges and universities;
- Alternative and provisional routes;
- Out-of-state and outside the United States;
- Outside of the workforce (e.g., teachers returning to the teaching workforce after one or more years out of service);
- Delayed entry into the teaching workforce after initial preparation; and
- Reassignments from other positions.

**Figure 9.8. Sources of Newly Hired Teachers in Georgia, FY06**



Source: Georgia Professional Standards Commission, *The Georgia Educator Workforce 2006*.

The largest single source of new teachers into FY06 Georgia public classrooms was from out-of-state sources (28.2%), while the second largest source was from Georgia’s educator preparation institutions (23.5%). Figure 9.8 shows the sources of newly hired teachers in Georgia’s public schools for FY06.

In an effort to ensure that all classrooms in Georgia are led by effective, qualified teachers, the state has implemented a number of innovative recruitment and marketing programs designed to attract new teachers into the public education field. Two such initiatives are the Troops to Teachers Program and TeachGeorgia.

The Troops to Teachers (TTT) Program is a joint effort between the U.S. Department of Education and the Department of Defense. The purpose of the program is to assist eligible men and women who have served the nation as members of the Armed Forces and are now seeking second careers as teachers in America’s public schools. Eligible service members may receive federal funding to help them meet state certification requirements as teachers and for agreeing to teach in high-needs schools. In FY06, 79 teachers were hired in Georgia via the TTT Program.

TeachGeorgia.org is the official recruiting web site for educators in Georgia. It is designed to facilitate the hiring process in Georgia’s K-12 public schools. School system administrators have the ability to post their vacancies on TeachGeorgia.org. Job applicants can then search for and apply directly to these positions using a web-based profile which acts as their resume. TeachGeorgia.org also contains information about upcoming job fairs, information sessions about the teaching profession, and links to other important resources.

## VII. COMPENSATION AND PROFESSIONAL GROWTH

### Compensation

Crafting the best policies for teacher compensation sits near the top of any education policy agenda year after year. While base salaries remain at the heart of any discussion of teacher pay, an effective policy discussion of teacher compensation goes far beyond just salaries. It involves increasingly diverse avenues of compensation that include one-time or sustained incentives, retirement packages, benefits, and more.<sup>13</sup>

Changing the way teachers are paid to include performance-based incentives or rewards for teaching in at-risk schools is gaining support in districts and states across the country. However,

<sup>13</sup> Education Commission of the States, “Teaching Quality: Compensation and Diversified Pay Systems,” [www.ecs.org](http://www.ecs.org).

the policy process for moving away from the traditional compensation structure, in which teachers are compensated based on years of service and educational attainment, is complex and controversial. Two primary innovations have been tried in some states: experimental merit (or performance) pay, and teacher career-ladder systems. Merit (or performance) pay systems provide monetary rewards or incentives to teachers based on the academic performance of their students. Career-ladder systems are designed to provide additional salary and advancement opportunities for teachers who assume additional roles such as mentoring and administrative responsibilities.<sup>14</sup>

Despite the national policy conversations regarding the reform of teacher compensation systems, Georgia has not shifted away from the traditional pay structure. The 1985 Quality Basic Education Act legislated the development of a teacher career

ladder; however, the law was never fully funded. The issue of reforming teacher pay has resurfaced several times over the years, but little change has been enacted. In Georgia, the majority of a teacher's pay is still determined by a minimum salary schedule that compensates educators based upon degree level and years of experience. The base salary schedule is established by the state Department of Education, though local school boards can approve a higher pay structure for their local employees.

Among Southern states, Georgia boasts one of the highest average annual teacher salaries. In the 2006-07 school year, the average salary for a classroom teacher in Georgia was \$49,905, an amount that equaled 98.2 percent of the national average salary. Table 9.8 shows the estimated average annual salaries of teachers in the states that comprise the Southern Regional Education Board (SREB).

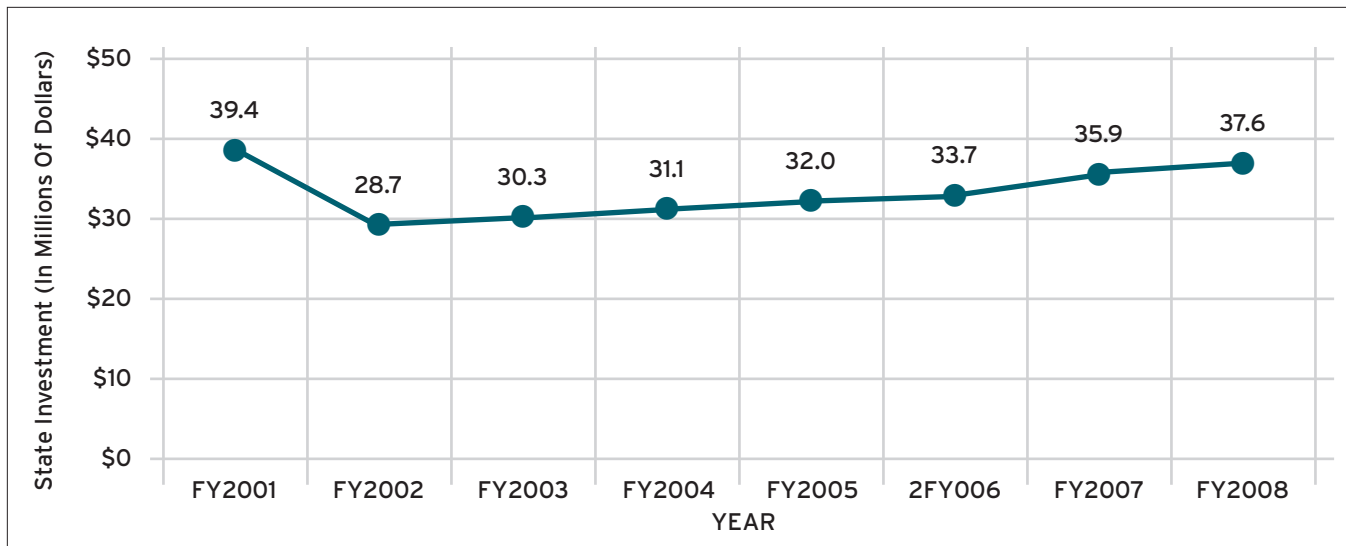
**Table 9.8. Estimated Average Salaries for Teachers in the SREB States**

STATE	2006-07 AVERAGE TEACHER SALARY	PERCENT CHANGE, 2005-06 TO 2006-07
<b>United States</b>	<b>\$ 50,816</b>	<b>3.65</b>
Maryland	\$ 56,927	4.77
Delaware	\$ 54,680	0.77
<b>Georgia</b>	<b>\$ 49,905</b>	<b>3.32</b>
North Carolina	\$ 46,410	5.66
Florida	\$ 45,308	4.63
Texas	\$ 44,897	7.55
Virginia	\$ 44,727	2.06
Arkansas	\$ 44,245	3.45
South Carolina	\$ 44,133	2.61
Tennessee	\$ 43,816	3.01
Kentucky	\$ 43,646	2.47
Alabama	\$ 43,389	7.54
Louisiana	\$ 42,816	6.96
Oklahoma	\$ 42,379	9.30
West Virginia	\$ 40,531	5.87
Mississippi	\$ 40,182	-0.97

Source: National Education Association, Rankings and Estimates, December 2007.

<sup>14</sup> Christine Palumbo, Funding Diversified Teacher Compensation Systems, Education Commission of the States Issue Paper, June 2007.

**Figure 9.9. Georgia's Investment in Staff/Professional Development via QBE Funding, 2001-2008**



Source: Georgia Department of Education, QBE Funding Reports, [www.gadoe.org](http://www.gadoe.org). Total investment includes state and local share of QBE staff development funds.

### Professional Growth

Professional growth and development generally refers to the acquisition or updating of knowledge and skills required for maintaining a particular career path and growing as a professional in a particular field. As various professions attempt to adapt to global changes, professional development is used to help employees stay on top of innovations in technology and best practices in their fields. In education, professional development is essential for teachers to remain effective and well-qualified. Professional development can help integrate advancements in research concerning how people learn and new subject-area knowledge into a teacher's instruction in the classroom. In addition, professional development is an increasing component tied to teachers' career advancement.<sup>15</sup>

In Georgia, professional development not only increases a teacher's knowledge and skills as an educator, but also is required for the renewal of an individual's teaching certificate. Certificate renewal is dependent on the completion of continuing professional learning activities deemed acceptable by the Professional Standards Commission (PSC). While professional learning is essential for individual educators to maintain valid certificates, PSC encourages teachers to pursue professional learning

opportunities that are focused on school improvement and increased student learning.

Georgia educators who hold a Clear Renewable teaching certificate may complete the required professional learning through one of several approved avenues:

- Completion of 6 semester hours of college course work;
- Completion of 10 units of Georgia Professional Learning Units (PLUs);
- Completion of 10 credits of Continuing Education Units;
- Completion of 10 credits based on U.S. DOE Teacher-to-Teacher Workshops; or
- Completion of one full year of acceptable school experience in another state.

Despite the need for professional learning as a requirement for certificate renewal as well as research showing the value of ongoing professional learning for teacher effectiveness, Georgia's investment in professional development is lower today than it was 20 years ago. In 1987, state investment in staff and professional development was at an all-time high, \$45 million. While the funds have increased slightly in recent years, the overall state

<sup>15</sup> Education Commission of the States, "Teaching Quality: Professional Development," [www.ecs.org](http://www.ecs.org).

investment has never reached the 1987 level again despite significant growth in the student enrollment and teacher workforce. In FY2008, the state's investment in professional development as determined through the QBE funding formula was approximately \$37.6 million. Figure 9.9 shows Georgia's state-level investment in staff and professional development over recent years.

## VIII. TEACHER QUALITY AND EVALUATION

A comprehensive set of state policies for teacher preparation, certification, recruitment, retention, and compensation should ensure that all students within the public school system are educated by highly-qualified and highly-effective teachers. In addition to the collection of research underscoring the importance of excellent teaching, the federal No Child Left Behind Act has cast an even greater spotlight on teacher quality. According to the national mandate, all students in every classroom must be taught by teachers who are “highly qualified” in their academic subject area. For teachers to be deemed highly qualified under NCLB rules, they must:

- Have a bachelor's degree,
- Have full state certification or licensure, and
- Prove that they know each subject they teach.

Despite the wealth of research on teacher quality, the specific characteristics that constitute an effective teacher are widely debated. Furthermore, teacher quality is extremely difficult to measure. Still, states must set standards for teacher evaluation to guarantee that teachers are performing at the highest level possible and to intervene where teachers are not.<sup>16</sup> Georgia has several initiatives underway to help improve teacher quality throughout the state. These include Georgia's Committee on Quality Teaching (CQT), Georgia's Framework for Teaching, the Teacher Quality Project, and the Teacher Quality Division of the Georgia Department of Education.

### Georgia's Committee on Quality Teaching (CQT)

The Committee on Quality Teaching is a collaborative group including the Department of Education (DOE), the University System of Georgia Board of Regents (BOR), the Georgia

Professional Standards Commission (PSC), the Governor's Office of Student Achievement (OSA), Georgia's Leadership Institute for School Improvement (GLISI), and the Georgia Partnership for Excellence in Education (GPEE). Established in 2003 as a voluntary collaborative, this committee provides a statewide interagency approach to considering the key issues affecting teacher quality. The two primary purposes of the group's work are to understand and coordinate work that is currently going on so that efforts are aligned and pooled when appropriate and to actively engage in new work across agencies based on priorities resulting from CQT strategic planning. Among CQT's most significant accomplishments has been the development of and joint adoption of the Georgia Framework for Teaching. Additionally, the CQT assists with the Teacher Quality Project, an initiative that works with local schools and communities to find innovative solutions to the workplace conditions that may cause teacher attrition.

### Georgia Framework for Teaching

The Georgia Framework for Teaching was adopted in 2005 by the Georgia Department of Education (DOE), the Georgia Professional Standards Commission (PSC), and the University System of Georgia Board of Regents (BOR) as the state definition of quality teaching. Developed by partners of the Georgia Systemic Teacher Education Program (GSTEP) through extensive focus groups across the state, the Framework identifies knowledge, skills, dispositions, understandings, and other attributes of accomplished teaching. The six domains and associated indicators provide common language and definitions for all stakeholders who are interested in quality teaching. The Framework is now being used by the DOE, PSC, and BOR as the foundation for all teacher quality efforts. Figure 9.10 represents the theoretical basis of the Framework for Teaching.

### The Teacher Quality Project

In 2007, the Georgia Partnership for Excellence in Education (GPEE) joined with the University System's Board of Regents (USG/BOR) to expand a 2004 pilot teacher quality project which is designed to improve both teacher retention rates and student achievement. The Partnership brokered a joint venture between the Georgia Chamber of

<sup>16</sup> Education Commission of the States, “Teaching Quality: Teacher Effectiveness and Evaluation,” [www.ecs.org](http://www.ecs.org).

**Figure 9.10. Georgia's Framework for Teaching**



Source: Georgia Partnership for Excellence in Education, *Georgia's Unfinished Business in Teacher Quality* (Atlanta, GA, 2006).

Commerce and local chambers to support the project expansion by offering a financial incentive to cover half the cost to school systems.

At the core of the project, school systems survey their teacher workforce on the conditions needed to keep teachers in their respective school system, create and implement a process for community-school partnerships to improve conditions, and resurvey teachers to measure the impact of specific actions on improving those conditions and on teacher retention.

Ten Georgia school districts with over 7,000 educators participated in the first survey in January 2004. Seven of those school districts and their supporting community/business partners analyzed their results, identified areas for improvement and implemented clearly-targeted action plans. These seven districts participated in the resurvey, administered in November 2006. With an 84 percent response rate from over 7,000 educators who teach over 93,000 students, the resurvey findings underscored emerging trends. In the resurvey, the majority of respondents indicated that learning and teaching environments had improved at their schools subsequent to the implementation of action plans focused on improving conditions. Key findings showed that educators ranked leadership as the most important factor in their decisions to continue teaching at their schools.<sup>17</sup>

### **Georgia Department of Education Teacher Quality Division**

In 2005, the Georgia Department of Education (DOE) created the Teacher Quality (TQ) Division in the Office of Teacher and Student Support. The goal of the TQ Division is to promote and support quality teaching to improve student learning in every classroom in the state. To achieve this goal, the Teacher Quality Division is involved in the following activities:

- Collaborating with the Committee on Quality Teaching and other agencies in the coordination and implementation of strategies to improve teaching quality;
- Managing effective use of Title IIA funds at the state and local level which are specifically targeted for use in meeting the highly qualified teacher requirements of No Child Left Behind;
- Developing and implementing a Georgia Teacher Success Model;
- Developing and implementing the Academic Coach Program;
- Promoting effective use of professional development funds and activities to support school improvement;
- Providing an incentive for professional excellence and teacher retention through the National Board for Professional Teaching Standards (NBPTS) certification; and
- Maintaining current data regarding Teacher Shortage Areas.

<sup>17</sup> Georgia Partnership for Excellence in Education, Teacher Quality Project, [www.gpee.org](http://www.gpee.org).

### EMERGING POLICY CONCERNS FOR TEACHER WORKFORCE

Improving the quality of teachers is crucial to efforts to raise student performance, narrow achievement gaps, and reduce economic inequality. Yet for policymakers, crafting laws and programs to address this issue can be complicated and controversial. At the federal level, discussions of teacher merit pay have been closely tied to the intense debates over reauthorization of the No Child Left Behind Act. Determining what constitutes an effective teacher and establishing the appropriate compensation for educators continue to be contentious issues within the educational policy arena.

In 2006, the Georgia Partnership for Excellence in Education released the policy gap analysis, *Georgia's Unfinished Business in Teacher Quality*.<sup>18</sup> The research-based publication identified key areas that must be addressed if Georgia is to realize its goal of ensuring qualified, effective teachers for all students and raising student achievement. The report urged policymakers to act on five key recommendations:

- Provide high-quality research-based induction for every new teacher throughout the first three years.
- Transform the teaching profession in Georgia by complementing the Georgia Framework for Teaching with increased funding for high quality job-embedded professional development.
- Eradicate inequities in the distribution of effective and experienced teachers by creating a cohesive system that integrates existing state investments (National Board Certification, Master Teacher, Academic Coach and High Performing Principals).
- Urge the Alliance of Education Agency Heads to study and develop a comprehensive plan for restructuring teacher compensation.
- Ensure all school districts have the capacity to recruit the most qualified teacher candidates.

In Georgia, the data on the state's teacher workforce illustrates a need to keep this issue at the forefront of educational policy. Our state's policymakers must review these research-based recommendations and reconsider their commitment to improving teacher quality in the state. In the coming years, Georgia will continue to face high rates of teacher attrition and growing demands for entrants into the workforce.

<sup>18</sup> Georgia Partnership for Excellence in Education, *Georgia's Unfinished Business in Teacher Quality* (Atlanta, GA, 2006).