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TESTIMONY BEFORE THE BOARD OF EDUCATION
HUMAN RESOURCES COMMITTEE

RE: AGENDA ITEM IV, B: Presentation on Annual Reporting of the 2017-2020
Department of Education and Board of Education Joint Strategic Plan
Indicators for Goal 2: Staff Success

THURSDAY, NOVEMBER 15, 2018

COREY ROSENLEE, PRESIDENT
HAWAII STATE TEACHERS ASSOCIATION

Dear Chair DeLima and Members of the Committee,

As you know, Hawai'i is in the midst of a teacher shortage crisis. Goal 2 of the Joint Strategic Plan mentions teacher retention, but we only see proposal for more recruitment efforts to address this crisis. What about retention? We feel the data clearly shows that teacher recruitment is not the problem, teacher retention is the problem. We, as a state, can't keep our certified teachers. If we find a way together to retain our certified teachers, we will not have a recruitment problem. We will not need to recruit so many teachers each year, if we are able to retain our certified teachers.

Look at the facts. In the last six years, teachers voluntarily separating from the DOE have increased by 30 percent. Those leaving teaching in Hawaii to go to the mainland have increased by 71%. Hawai'i also leads the nation in having the most teachers with the least amount of experience. Experience matters when producing higher education outcomes. Pay matters when addressing a teacher shortage.

As reported by The Learning Policy Institute, "research shows that high teacher turnover rates in schools negatively impact student achievement for all the students in a school, not just those in a new teacher's classroom. These rates are highest in schools serving low-income students and students of color.

Constant churn exacerbates staffing difficulties that lead to shortages. Thus, students in these hard-to-staff schools disproportionately suffer the consequences of both turnover and shortages: substitute teachers, canceled classes, and inexperienced, underprepared teachers. Office for Civil Rights data show that districts serving children of color are about four times more likely to be assigned uncertified teachers." We can definitely see this trend in Hawaii as well, especially for our Title I schools. Those students who are most vulnerable, are most likely to get the most

inexperienced teachers, those without teacher certification, or substitutes. 352 positions to be exact for Special Education Teaching positions for this year, 225 who have no SPED License, and 125 positions are still vacant. These numbers don't even take into account that since 2009, when the way we allocated SPED positions changed. Positions were once allocated based on student need (if they need a one-on-one, small setting, etc.) to now when it has become a ratio based on WSF allocations.

What we don't seem to be hearing is the fact that teacher turnover also extracts a significant financial cost. Research shows that teacher replacement costs, including expenses related to separation, recruitment, hiring, and training, can range from an average of \$9,000 per teacher in rural districts to more than \$20,000 in urban districts. A 2007 study estimated a national cost of over \$7 billion a year, a price tag that would exceed \$8 billion today. In high turnover settings, it's important to consider what else these dollars could buy—including teacher mentoring and learning opportunities to increase effectiveness—if they weren't being spent on filling the leaky bucket each year.

With more teachers leaving the profession and fewer students wanting to become teachers, in the last four years, Hawai'i has seen an ever increasing number of people being hired to teach without having first completed a state approved teacher education program. Most critically, in the last five years, the amount of state teacher vacancies has increased as well. This vacancy rate has led to a drastic increase in the use of substitutes to replace qualified teachers and, in turn, drained the substitute pool. As Lindsay Ball, superintendent of the Hana-Lahainaluna-Lanai-Molokai Complex Area stated in *Civil Beat* in 2015, "Our principals are working very hard to fill vacancies and positions...but what can you say when you don't have anyone and you are just hopeful you have enough substitutes?" To place an adult in every classroom, the qualifications for substitute teaching have been diluted. Substitutes in high need areas are no longer required to have a college degree.

Good education starts with good teachers, and our keiki in Hawai'i deserve the best. However, difficulties in the retention of existing qualified teachers and recruitment of the next generation of qualified teachers has reached crisis proportions, as the number of teachers leaving their classrooms has been rising dramatically over the past five years. The number of annual vacancies presents a serious problem – every year at least 10% of all teachers leave Hawai'i schools. This number is one of the highest in the country (the national average is 6.8%), and these high teacher attrition rates come at a high price. Richard Ingersoll, a University of Pennsylvania professor whose work centers on teacher retention, estimated that filling all the vacancies could have cost Hawai'i up to \$13 million in 2008. This means that teacher turnover costs from 2008 to 2014 could have amounted to almost \$70 million and now, four years later, now 2018, the turnover is even greater, and the turnover costs keep rising.

Unfortunately, the real cost of teacher attrition is paid not by the state, but by our students. So many educators leave the classroom every year that teacher preparation programs in the state of Hawai'i cannot keep up with the demand for new teachers. This forces the state to recruit teachers from the mainland (more than half of new teachers who have completed a Teacher Education Program have obtained their degrees from out-of-state institutions) and alternative teaching pipelines, such as Teach for America (TFA), who are less likely to stay in the classroom beyond two-three years. These types of recruitment, along with Troops to Teachers, although well-intended, are not fixing the problem, in fact, they are contributing to it, because as the teacher turnover increases, the turnover costs continue to increase. Also it deprofessionalizes teaching when there are programs who provide a summer crash course in teaching, along with



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any four-year college degree, and suggest anyone can be a teacher. Yes, in TFA, in order to stay a teacher, they do go through a SATEP program as they are teaching, but that is just it, when they finish their degree, the vast majority of TFA teachers leave the profession anyhow. Teaching is a profession. Teaching is a skill. Research shows that certified, experienced teachers, have much better success with raising academic achievement. When we, as a state, are not able to retain our certified teachers, our students pay the price, because every year, hundreds of vacancies are filled with emergency hires and substitute teachers who often lack the appropriate training to facilitate student success in the classroom. For the 2018-2019 school year, according to data from the HIDOE on November 15, 2018, there were 1,011 teaching positions statewide that were not filled by SATEP teachers, which means these teaching positions were filled by “emergency hires” those who have not completed a State Approved Teacher Education Program (SATEP). These include all entering Teach for America teachers. The students who suffer the most attend schools that already have a hard time filling their open positions because their schools are remote, rural, or struggling with poverty, crime, alienation and disaffection.

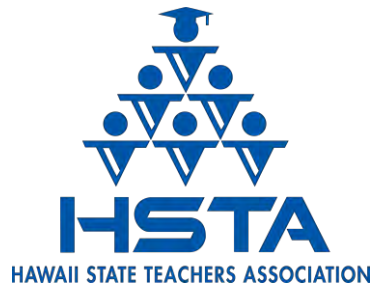
Beginning and inexperienced teachers are those most likely to leave, creating a perpetual “revolving door” that has a profoundly negative effect on student learning and school community building. Of the teachers who leave the DOE each year, 60% resign (30% retire and 10% are terminated). “What we have is a retention crisis,” says National Commission on Teaching and America’s Future commission President Tom Carroll. The greatest problem is retaining teachers because of high levels of attrition. Over 40 percent of new teachers leave the profession within the first five years. Pouring more teachers into the system will not solve the retention problem. “As fast as [districts] are moving teachers into schools, they’re leaving,” Carroll says. When almost 70% of new teachers hired each year have no previous teaching experience, and **research shows that teachers only become fully effective after five years of classroom experience**, the implications of our inability to retain qualified teachers for students, student learning and school community-building become clear.

The most glaring source of the teacher retention problem is pay. The BOE, DOE, and the state, need to face this fact. There is no way to dodge it. They must work together to fund our public schools adequately and that includes money that can be bargained for to increase teacher pay. Those entering the teaching profession suffer from a “teacher pay penalty” nationally – similar college-educated workers in other professions out earn their teacher counterparts significantly. On average, teachers earn 30% less than they would in a different vocation with similar college education. The high cost of living in Hawai‘i creates an even more challenging economic situation for teachers. With highest food, gas, and rent prices in the country, teachers’ salaries are often literally unsustainable for young teachers, who often need to pay off their student loans as well. Almost 50% of college students in Hawai‘i graduate with an average debt of \$25,000, and about 50% of new teachers hired each year are between 21 and 30 years old, so that far too many young HIDOE teachers suffer from such heavy college debt burden that they have to get second jobs.

Hawai‘i’s teachers are not only poorly compensated when they start – their future outlook is also quite bleak. In Hawai‘i, teachers who stay in the classroom see very little pay growth over time.

Teachers with 10 years of experience earn merely 9% more than teachers with no experience whatsoever (in comparison, nationwide, teachers with 10 years of classroom experience on average enjoy 28% higher pay than teachers). This appalling lack of upward mobility continues to erode the appeal of the teaching profession and forces many veteran teachers to look for jobs elsewhere. Because the Hawai'i Department of Education only considers a maximum of six years of teaching experience from non-DOE teachers (i.e. charter, private, and out-of-state) for salary placement purposes, many experienced teachers would face major pay cuts in order to teach in Hawai'i's public schools. This policy, coupled with extraordinarily low mid-career teacher salaries and the high cost of living in Hawai'i, effectively prevents schools from keeping and recruiting experienced teachers.

Policy makers in Hawai'i must address the one strategy that seems to be missing, better teacher compensation to retain our certified teachers, perhaps adding a state college debt forgiveness program would also help, but more funding for our public schools from which better salaries may be bargained from, is essential. HSTA asks you to focus on this issue. It cannot be overlooked.



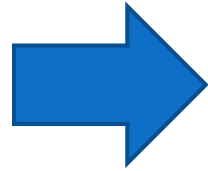
BOE Presentation

Corey Rosenlee
HSTA President

| 1 | | New York (June 16,2018) | San Francisco (2018-2019) | San Jose (2017-2018) | Los Angeles (2017-2018) | Washington DC (2018-2019) | Oakland (2017-2018) | Boston (9/02/17-8/31/18) | San Diego (July 1,2018) | Bergen-Passaic, NJ/Hackensack (2017-2018) | Montgomery Count MD (July 1,2018) | Average | Hawaii | Difference |
|----|------------------|----------------------------|------------------------------|-------------------------|----------------------------|------------------------------|------------------------|-----------------------------|----------------------------|-------------------------------------------------|-----------------------------------------|---------|--------|------------|
| 2 | BA 1 | 56711 | 61240 | 54958 | 50368 | 56313 | 46570 | 60126 | 46585 | 54930 | 49013 | 53681 | 48248 | -5433 |
| 3 | BA 5 | 59891 | 64491 | 63016 | 51561 | 61903 | 51655 | 78157 | 54016 | 58630 | 54383 | 59770 | 51377 | -8393 |
| 4 | BA 10 | 80120 | 68927 | 74655 | 57838 | 74769 | 60570 | 96977 | 65100 | 66960 | 65691 | 71161 | 52919 | -18251 |
| 5 | BA 15 | 87931 | 72467 | 79130 | 57838 | 82838 | 64123 | 96977 | 67588 | 88610 | 65691 | 76319 | 54506 | -21813 |
| 6 | BA 20 | 99607 | 72467 | 83605 | 57838 | 89924 | 64123 | 96977 | 73622 | 88610 | 65691 | 79246 | 56140 | -23106 |
| 7 | BA TOP | 105394 | 72467 | 92555 | 57838 | 89294 | 67689 | 96977 | 73622 | 88610 | 65691 | 81014 | 68988 | -12026 |
| 8 | BA+30/MA 1 | 63751 | 64430 | 54958 | 50965 | 60067 | 46496 | 63932 | 49427 | 62775 | 53977 | 57078 | 52302 | -4776 |
| 9 | BA+30/MA 5 | 66931 | 68177 | 63016 | 53399 | 69503 | 52546 | 83203 | 56858 | 66475 | 61492 | 64160 | 55487 | -8673 |
| 10 | BA+30/MA 10 | 87160 | 73967 | 74655 | 63518 | 82200 | 61449 | 102022 | 67942 | 74805 | 74726 | 76244 | 57152 | -19092 |
| 11 | BA+30/MA 15 | 94971 | 78709 | 79130 | 63518 | 95529 | 65002 | 104546 | 73021 | 101375 | 88983 | 84478 | 58868 | -25610 |
| 12 | BA+30/MA 20 | 106647 | 78709 | 83605 | 63518 | 107389 | 65002 | 104546 | 79108 | 101375 | 100154 | 89005 | 60632 | -28373 |
| 13 | BA+30/MA TOP | 112434 | 78709 | 92555 | 63518 | 110179 | 68568 | 104546 | 79108 | 101375 | 100154 | 91115 | 74508 | -16607 |
| 14 | BA+60/MA +30 1 | 65656 | 66805 | 54958 | 51561 | 61944 | 48076 | 67747 | 52271 | 72495 | 55583 | 59710 | 56569 | -3141 |
| 15 | BA+60/MA +30 5 | 68836 | 73938 | 65702 | 57385 | 72198 | 55221 | 88259 | 59702 | 72495 | 64110 | 67785 | 60014 | -7771 |
| 16 | BA+60/MA +30 10 | 89065 | 85574 | 79132 | 70141 | 88206 | 64123 | 107069 | 70786 | 84525 | 77439 | 81606 | 61815 | -19791 |
| 17 | BA+60/MA +30 15 | 96876 | 92942 | 83607 | 70141 | 98213 | 69459 | 107069 | 78558 | 114140 | 92773 | 90378 | 63671 | -26707 |
| 18 | BA+60/MA +30 20 | 108552 | 99687 | 88082 | 70141 | 110128 | 69459 | 107069 | 84701 | 114140 | 104418 | 95638 | 65580 | -30058 |
| 19 | BA+60/MA +30 TOP | 114339 | 106875 | 97032 | 70141 | 112919 | 73028 | 107069 | 84701 | 114140 | 104418 | 98466 | 80587 | -17879 |
| 20 | TOP 1 | 70789 | 66805 | 54958 | 54831 | 65697 | 55221 | 74797 | 57957 | 79440 | 57020 | 63752 | 62362 | -1390 |
| 21 | TOP 5 | 73969 | 73938 | 65702 | 65260 | 74885 | 62340 | 96639 | 65388 | 83140 | 65721 | 72698 | 66160 | -6538 |
| 22 | TOP 10 | 94198 | 85,574 | 79132 | 80116 | 90905 | 71242 | 115463 | 76473 | 91470 | 79384 | 86396 | 68146 | -18250 |
| 23 | TOP 15 | 102009 | 92942 | 83607 | 81560 | 101191 | 80157 | 115463 | 89957 | 118,066 | 95104 | 96006 | 70191 | -25815 |
| 24 | TOP 20 | 113685 | 99687 | 88082 | 83969 | 110128 | 80157 | 115463 | 96214 | 118066 | 107041 | 101249 | 72297 | -28952 |
| 25 | TOP (TOP) | 119472 | 106875 | 97032 | 88253 | 116408 | 83723 | 115463 | 96214 | 118066 | 109449 | 105096 | 88839 | -16257 |

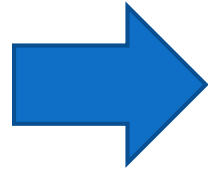
Salary Increases for Hawaii Teachers to be Average with Similar Districts

Starting
Teachers



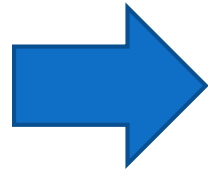
\$5,400

Mid-Career
Teachers



\$18,000 - \$30,000

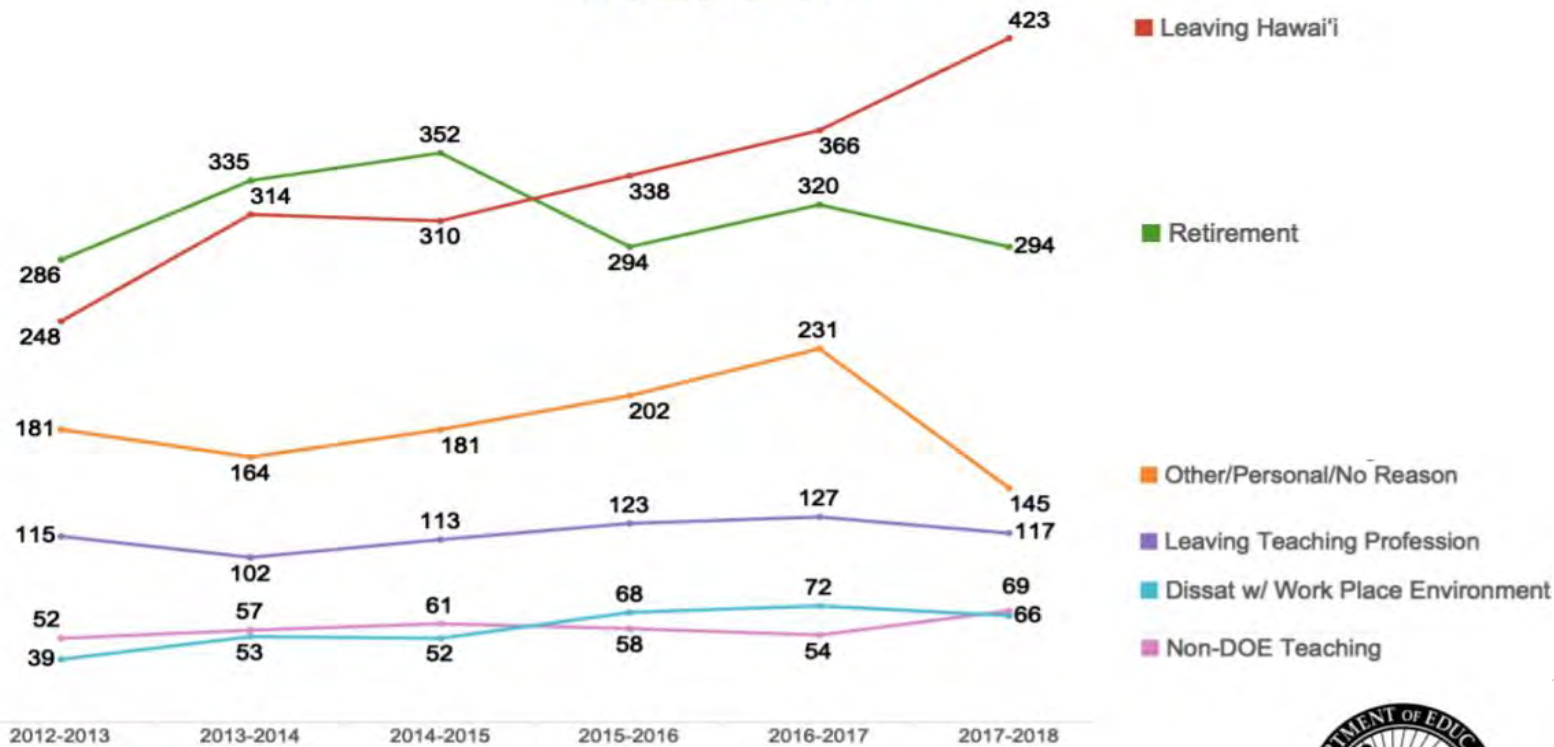
Most Experienced
Teachers



\$12,000 - \$18,000

71% increase in teachers leaving Hawaii since 2012-2013

Teacher Separation Counts by Reason



1,000+ Shortage, SPED Shortage Increasing

STRATEGIC PLAN DYNAMIC REPORT

Status

| Indicator | SY2017 Baseline | SY2018 Results | SY2019 Results | 2020 Target |
|------------------------------------------------------|--------------------|-------------------|-------------------|----------------|
| Teacher Positions Filled <i>by SATEP Teachers</i> | 93% | 92% | 92% | 96% |

2016-17
 12,268 out of
 13,188 positions

2017-18
 12,309 out of
 13,320 positions

2018-19
 12,408 out of
 13,437 positions

Special Education

| | | | |
|-----------------------------------------------------------|-----|-----|-----|
| SPED Teacher Positions Filled <i>by SATEP Teachers</i> | 86% | 86% | 84% |
|-----------------------------------------------------------|-----|-----|-----|

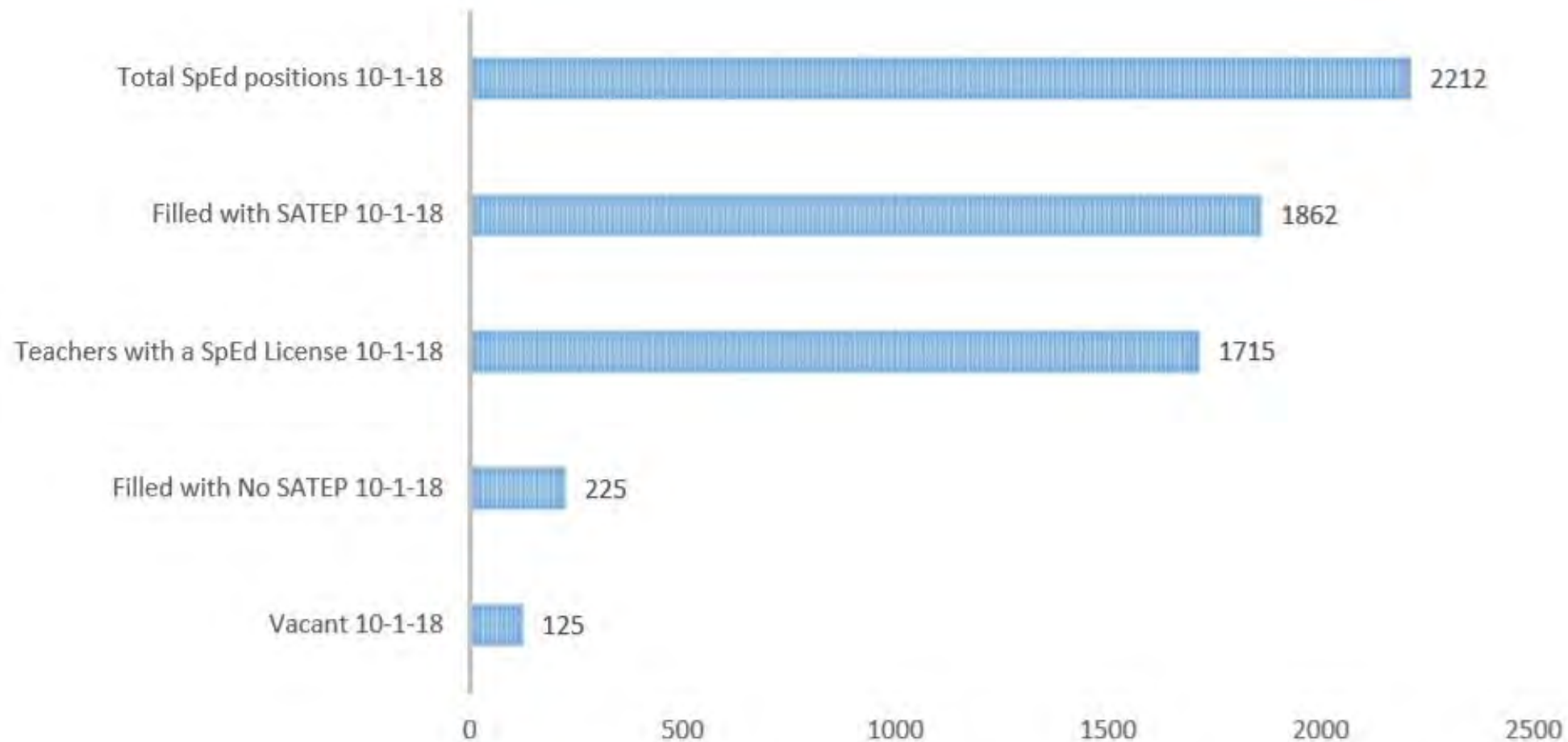
2016-17
 1,818 out of
 2,108 positions

2017-18
 1,840 out of
 2,151 positions

2018-19
 1,860 out of
 2,212 positions



Special Education Position Data SY 18-19



Looking back...

“Island teachers last year received a pay hike, causing local college graduates to stay home and employed teachers to hang onto their posts.”

- Honolulu Star-Bulletin July 12, 1970

“DOE has more than 1,000 teachers on the waiting list for elementary school positions alone.”

“Of the 992 new teachers, 643 are Hawaii residents, and 349 Mainlanders.”

“The second reason for DOE’s teacher hiring success is that it ‘compares very favorably in the beginning and upper level salaries’ with Mainland school systems.”

- Honolulu Advertiser Feb. 16, 1972

Looking back...

“The University of Hawaii’s College of Education has doubled its annual output of teachers since 1969. Now it is time to hold the line. The college turns out 1,000 graduates a year.”

- Honolulu Advertiser Feb.10, 1972

“Fewer students are being admitted to the University of Hawaii’s College of Education because of an alleged teacher surplus. Five hundred students were turned away from the college’s door this past year.”

- Honolulu Advertiser Feb.16, 1972

“At present there are about 2,700 unemployed teachers in the State of Hawaii and the chances for a teacher career for an extremely high number of them is virtually nil.”

- Honolulu Advertiser Oct. 11, 1972

“He(Ariyoshi) said collective bargaining can encourage senior teachers to consider retirement sooner and this will lead to openings.”

- Honolulu Star-Bulletin Feb.1, 1975

Looking back...

“Hawaii teachers are the fifth-best-paid educators in the nation.”

- Honolulu Star-Bulletin Dec. 19, 1984

Graduation rates: Hawaii -82%, National Average-**74%**. **“Hawaii was 14th** in the nation in 1983 in the percentage (82) of students who graduated four years after entering high school. In 1982, Hawaii was fourth at 84 percent. The Hawaii 1983 graduation rate is still well above the U.S. average of 74 **percent.”**

- Honolulu Star-Bulletin Dec. 19, 1984

SAT scores: Rank among 50 states: 16. Improvement over 1972 12 pts.
National avg. improvement 2 pts.

- Honolulu Star-Bulletin Dec. 19, 1984

