

**NEW MEXICO'S THREE-TIERED TEACHER
LICENSURE SYSTEM:
CURRENT RESULTS & FUTURE CHALLENGES**

**A JOINT EVALUATION BY
THE OFFICE OF EDUCATION ACCOUNTABILITY
THE LEGISLATIVE EDUCATION STUDY COMMITTEE
AND
THE LEGISLATIVE FINANCE COMMITTEE**



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EXECUTIVE SUMMARY

In the late 1990s, policymakers, researchers, and educators across the country and here in New Mexico raised the alarm about the critical shortage of qualified teachers who were essential in the efforts to improve public education. These individuals pointed out that, all too often, the education system:

- struggled to attract talented individuals to teaching due to low starting pay;
- waived licensing requirements to allow districts to fill teaching positions with unqualified individuals;
- provided small incremental teacher pay increases based on longevity and education, without considering performance;
- held veteran teachers to the same teaching accountability standards as beginning teachers; and
- did not adequately encourage ongoing professional growth.

In 2003, the Legislature enacted comprehensive education reforms broadly intended to improve student achievement. Improving the recruitment and retention of a high-quality teacher workforce is a cornerstone of New Mexico's education reform efforts. As a result, the state established a progressive career ladder system that links teachers' license status and a new minimum salary system.

Over the past four years, over \$82 million has been invested in raising teachers' minimum salaries in order to implement the three-tiered licensing system. Today, beginning teachers (Level 1) earn a minimum of \$30,000; professional teachers (Level 2) earn a minimum of \$40,000; and master teachers (Level 3-A) earn a minimum of \$50,000 – all for a standard nine-month contract.

The Office of Education Accountability (OEA), the Legislative Education Study Committee (LESC), and the Legislative Finance Committee (LFC) sought jointly to evaluate how well the new reforms are working now that the policy changes have been implemented. Specifically, the joint evaluation assessed the:

- impact of the three-tiered system on recruitment and retention of teachers;
- impact of Level 3 licensed teachers on schools and student academic performance;
- effectiveness and timeliness of Public Education Department (PED) teacher licensing administration and quality control;
- use of professional development and funding to improve teachers' core competencies necessary for licensure advancement; and
- state's efforts to develop a systematic plan to recruit and retain school leaders, with a particular focus on school leadership licensing requirements.

Significant Evaluation Findings

Recruitment and Retention of Teachers, 2001 and 2007

In 2001, the Teacher Education Accountability Council issued results of a survey showing problems with teacher supply and demand in New Mexico. OEA, LESC, and LFC conducted a similar survey in 2007 to assess whether districts had experienced changes since that time. Survey responses from local district officials showed the following:

- overall growth in the number of teachers from 21,563 in 2001 to 23,310 in 2007. The recent figures exclude librarians, which are now classified as teachers;
- improved retention of teachers, particularly for teachers in their first three years of teaching. In 2001, districts reported about 34 percent beginning teacher attrition rates versus 25 percent in the 2007 survey. Most teachers leave districts (26 percent) to teach in other New Mexico districts, with movement out of state a close second (12 percent);
- reduction in the use of teaching waivers from 10 percent of classroom teachers to approximately 1.0 percent. The federal *No Child Left Behind Act of 2001* (NCLB) prohibits the use of teaching waivers in most cases contributing to this decline.

In addition, approximately 64 percent of responding district officials felt that the three-tiered system has helped with recruiting and retaining teachers in their districts. Despite improvements in retention overall, however, districts report that they continue to face challenges hiring bilingual, math, and science teachers and that staffing for special education continues to be an area of concern.

Impact of the Three-Tiered System on Schools and Student Academic Performance

- A number of policymakers and educational researchers across the country argue that states should find more direct ways to link teachers to student achievement and then use that information to evaluate and strengthen teacher effectiveness. At this point in time, no one has developed a clear and uncontroversial methodology for linking teachers to student achievement within districts or throughout a state. One interesting approach is value-added models, which use the change in individual students' academic test scores over several years to evaluate the effectiveness of their teachers. There are a number of practical, technical, and ethical issues that must be addressed in using a value-added model, however.
- Student achievement is one component of the three-tiered system in New Mexico although the system currently focuses more on documenting student achievement than providing direct consequences for teachers. The most reasonable place to start to examine the impact of the three-tiered system on teachers and students is by looking at those teachers who have submitted their professional development dossiers (PDDs) for advancement to Level 2 or Level 3. However, an important point to note is that the percentage of teachers in each of New Mexico's school districts who have submitted their PDDs as of February 2007 is very small. As of February 2007, approximately 2,600 (11 percent) of New Mexico's 23,600 teachers have submitted PDDs for advancement. This percentage will increase as more teachers advance through the PDD system. The OEA

has been gathering data that may prove useful for New Mexico in examining the impact of the three-tiered system on schools and student academic performance.

Significant Recommendation. New Mexico should design and fund a study to examine whether student achievement growth models and student achievement and teacher quality value-added models should be used in the state. This study would then be able to make recommendations to the Governor and the Legislature for the implementation of a long-term teacher effectiveness accountability system.

Teacher Licensing Administration and the Professional Development Dossier

Generally, the PDD process, from online submission and payment by teachers to online reviews, works efficiently. However, the laws and PED contracts governing the collection and spending of PDD fees collected from teachers need modification to allow PED to continue this process, but within the normal practices governing state finances. The evaluation found that PED:

- relies heavily on outside contractors to administer the PDD process, spending approximately \$550,000 in FY 07;
- has delegated the collection and spending of an additional \$700,000 in teacher licensing fees to one of the contractors, which is outside the appropriations process and statutory authority;
- does not collect licensing application fees from teachers seeking advancement to levels 2 or 3, and, as such, does not deposit these fees into the educator licensure fund per statute; and
- has contractually allowed its contractor to collect and spend fees on behalf of the state.

Even if PED appropriately deposited application fees collected from teachers, it would not have funding available to pay the PDD reviewers because state law limits the use of application fees to only the educator background check program.

Significant Recommendations. The following recommendations would require legislative action and are intended to balance executive flexibility with the Legislature's constitutional appropriations' authority.

- Consider amending Section 22-8-44 (B) NMSA 1978 to clarify that appropriations from the fund may be used to cover the costs of licensing educators, including costs associated with evaluating and processing licensing applications and PDDS, conducting background checks, and enforcing educator ethics requirements.
- Consider amending Section 22-8-44 (B) NMSA 1978 to clarify that money in the Educator Licensure Fund is subject to annual legislative appropriations. Currently, the statute appears to delegate this authority by appropriating all money in the fund outside the normal annual appropriations process.

- Consider granting PED necessary budget adjustment authority in the *General Appropriation Act* to cover the costs of PDD reviews in the event of unexpected growth in the number of teachers submitting licensure advancement applications.

In response to the statutory changes, PED should modify future contracts to ensure proper collection of applicant fees and timely payment of vendors.

Teacher Professional Development

New Mexico has not fully aligned its policy of improving teacher quality through the three-tiered system and spending on professional development.

- Teachers must now demonstrate increased competency to qualify for significant increases in compensation.
- New Mexico has aligned its teaching standards, also called competencies, to differentiate expectations for beginning, professional, and master level teachers.
- Improving teachers' competency in the classroom requires ongoing high-quality professional development.
- PED has developed a professional development framework, but has yet to fully implement a process to evaluate local district plans or their effectiveness for funding purposes.
- Districts do not receive ongoing data about which competencies their teachers going through the PDD process struggle with the most.

As noted in an LESC staff report, the state lacks comprehensive information on professional development spending, both at PED and at the local school district level.

- PED has struggled to compile an accurate accounting of spending on professional development by the agency, on which activities and whether those activities meet its own criteria for high-quality programs.
- Likewise, accounting for professional development spending at the local level proves difficult, especially under the state's new accounting system. For example, multiple contract costs are imbedded in a single budget code, making it difficult to determine the amounts in contracts that support vendor-provided training.

Significant Recommendation. PED should compile and report annually to OEA, LESC, and LFC on professional development spending by the department, both federal and state funds, and explain whether that spending meets its own guidelines for high-quality professional development; and amend the state's chart of accounts to require local districts to report contracted professional development across functions, not just instruction.

The Challenge of School Leadership

Increased focus on improving learning for all students has heightened the need for effective school leaders, in addition to high-quality teachers.

- National attention has also focused on the need to redefine school leaders' roles, authority, and skill sets to meet the challenges facing today's schools.
- Previous work by OEA indicated that many schools experienced high rates of principal turnover and that the quality and quantity of applicants for principals had decreased, though the state has taken recent action to ameliorate these issues through increased pay.
- Having enough talented school leaders is critical in New Mexico, which faces the challenge of having approximately 47 percent of its 800 schools at some level of the school improvement framework.
- During the 2007 session, the Legislature also passed Senate Joint Memorial 15, requesting that PED study alternative licensure pathways for school administrators.
- Until this year, state law allowed only master Level 3-A teachers to qualify for school administrator licenses. New Mexico has recently taken steps to expand the potential principal labor pool by allowing counselors and college professors to qualify for school administrator licenses under certain circumstances.
- School district officials indicate that principals need teaching experience, but some expressed concern over the limited number of quality applicants in their areas. Approximately 54 percent of district officials responding to the 2007 OEA, LESC, and LFC survey felt that seven years of classroom experience is necessary to produce a high-quality principal.
- New Mexico requires more years of classroom experience for prospective school administrators than any other state.
- New Mexico also faces challenges with retaining superintendents. Approximately 76 percent of school districts have experienced at least one change in superintendents since 2003.

Significant Recommendation. PED, in collaboration with the Legislature, OEA, the Higher Education Department, higher education institutions, educational organizations, and other key groups should create a systematic plan for the recruitment, preparation, mentoring, evaluation, professional development, and support for school principals and other school leaders. As part of the plan, PED's task force studying SJM 15 should continue its examination of whether existing requirements that limit the type of teachers who may move into principal positions need modification.

INTRODUCTION: THE THREE-TIERED TEACHER LICENSURE SYSTEM

Background.

In 2003, New Mexico enacted comprehensive public school reform legislation. Among its numerous provisions, this legislation was intended to address a teacher shortage that had been identified in the late 1990s and to enhance student achievement. As a means of addressing both of these needs, the legislation created a three-tiered teacher licensure, evaluation, and salary system that, in addition to increasing student achievement by recruiting and retaining high-quality teachers, was designed to align with the “highly qualified teacher” requirements of the federal *No Child Left Behind Act of 2001* (NCLB).

The need for a stronger system for licensing teachers became apparent in 1998 when the New Mexico Commission on Higher Education (CHE) and the New Mexico State Board of Education (SBE) formed the Teacher Education Accountability Council (TEAC) to find ways to address the challenge of ensuring that the state had an adequate supply of high-quality teachers. Although New Mexico already had a three-tiered teacher licensure system in place, TEAC felt the system needed to be redesigned so that it attracted new teachers into the profession and provided current teachers with a more progressive career pathway.

Furthermore, the revised three-tiered system was recommended by the Education Initiatives and Accountability Task Force, which operated from 1998 to 2000, and the LESC Ad Hoc Subcommittee for Education Reform, which continued the momentum for education reform during the 2001 and 2002 interims. It also corresponded to HJM-5 (First Special Session, 1999), which requested that the LESC, in cooperation with the State Department of Education (SDE), CHE, and New Mexico teacher preparation programs, create a systematic plan to recruit, prepare, and support high-quality public school teachers.

The law describes this licensure framework as “a progressive career system in which licensees are required to demonstrate increased competencies and undertake increased duties as they progress through the licensure levels.” Because the legislation contained an emergency clause, its provisions became effective upon the Governor’s signature (April 4, 2003), hastening the need for implementation.

- Through the spring and summer of 2003, the former SDE (now the Public Education Department, or PED), in collaboration with TEAC and other parties whom SDE called “all of the major players that had been involved in educator quality initiatives over the past few years,” developed the framework of the three-tiered evaluation system, drafted rules to implement it, and submitted those rules for public review. In August 2003, the SBE adopted the rules.
- As PED explained at the time, there were two main parts to the evaluation system that was being developed within the three-tiered licensure framework: the PDD for

licensure advancement and a local annual performance evaluation, which is a factor in licensure advancement and local employment decisions as well.

- Furthermore, this evaluation system was designed to comply with the requirement in state law for “a highly objective uniform statewide standard of evaluation” (HOUSSE), which corresponds to a similar provision in NCLB.
- In October 2003, PED established the Three-Tiered Implementation Council to guide the design phase of the three-tiered evaluation system, including HOUSSE. At their first meeting, council members formed five work groups to design specific components of the system:
 - the Professional Development Dossier Workgroup;
 - the Local Annual Evaluation Workgroup;
 - the Teacher Training Workgroup;
 - the Administrator Training Workgroup; and
 - the Independent Reviewer Training Workgroup.
- By September 2004 these work groups had completed their tasks, and implementation of the three-tiered licensure and evaluation system was underway.

Now, in fall 2007, all features of the three-tiered system are in place: the requirements for more rigorous annual evaluations have been in place for three years; the PDD system for advancing from level to level has been in place for two years; and the schedule of minimum salaries by level was fully implemented with school year 2007-2008. Therefore, fall 2007 seems to be a good time to examine the impact of the system so far.

Evaluation of the Impact of the Three-Tiered Teacher Licensure System.

In order to evaluate the impact of the Three-Tiered Teacher Licensure System, it is important to look more closely at the purposes of the system as provided in law. Notably, the section of legislative findings and purposes begins and ends with an emphasis on “student success”:

- The legislature finds that no education system can be sufficient for the education of all children unless it is founded on the sound principle that every child can learn and succeed, and the system must meet the needs of all children by recognizing that student success for every child is the fundamental goal.

- It is the purpose of this 2003 public school reform legislation to provide the framework to implement the legislative findings to ensure student success in New Mexico.

Furthermore, the legislation identifies the “key to student success” as a multicultural education system that:

- attracts and retains quality and diverse teachers to teach New Mexico’s multicultural student population; and
- holds teachers, students, schools, school districts, and the state accountable through a well-designed, well-implemented, and well-maintained assessment and accountability system that ensures that:
 - students who do not meet or exceed expectations will be given individual attention and assistance through extended learning programs and individualized tutoring;
 - teachers who do not meet performance standards will improve their skills or they will not continue to be employed as teachers; and
 - public schools will make adequate yearly progress (AYP) and school districts and the state will actively intervene and improve failing public schools.

The legislation also clearly states its intention to address the teacher shortage:

The legislature finds further that the teacher shortage in this country has affected the ability of New Mexico to compete for the best teachers and that, unless the state and school districts find ways to mentor beginning teachers, intervene with teachers while they still show promise, improve the job satisfaction of quality teachers and elevate the teaching profession by shifting to a professional educator licensing and salary system, public schools will be unable to recruit and retain the highest quality teachers in the teaching profession in New Mexico.

In addition, this multicultural education system must also:

- integrate the cultural strengths of its diverse student population into the curriculum with high expectations for all students;
- recognize that cultural diversity in the state presents special challenges for policy makers, administrators, teachers, and students; and
- elevate the importance of public education by clarifying the governance structure at different levels.

With these features as prescribed in law, the education system in New Mexico at least has the potential of accomplishing the “three things that matter most” in successful education systems worldwide, according to the Organisation for Economic Co-operation and Development:

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.

Furthermore, these legislative findings and purposes raise a number of points that might be considered in assessing the impact of the Three-Tiered Teacher Licensure System, among them:

- strengthening of teachers’ skills including knowledge of their content; increased effectiveness in working with all kinds of students; and an increased professionalism in working with colleagues, parents, and community members;
- an increase in the supply of high-quality teachers including higher numbers of individuals entering the profession, a decrease in the number of new teachers who leave in the first three years, and an increase in the number of experienced teachers who remain in the classroom;
- impact on student behaviors, especially in terms of students becoming more engaged in their own learning, a decrease in discipline problems, and an increase in student attendance; and
- improvements in student achievement on standardized tests of reading, math, and other content areas; and an increase in high school graduation rates and readiness for college and the workplace.

While all of these points merit attention, this study focuses primarily on changes in the supply and demand of teachers and the promises and challenges of linking the Three-Tiered Teacher Licensure System to improvements in student achievement. In this regard, the study has two major review objectives:

1. examine the impact of the Three-Tiered Teacher Licensure System on the recruitment and retention of high-quality teachers; and
2. explore the impact of the Three-Tiered Teacher Licensure System on schools and student academic achievement.

In addition, the report addresses issues with three related topics: the process of submitting and reviewing the PDD, teacher professional development, and school leadership.

It must be noted, however, that the three-tiered system is only one of many recent initiatives affecting teachers and students. The return-to-work provisions in state law have likely had an impact on the supply and demand of teachers, as have general economic conditions in New Mexico and neighboring states. In terms of student achievement, such initiatives as New Mexico PreK, Kindergarten Plus, K-3 Plus, the School Improvement Framework, high school redesign, increased graduation requirements, and increased support for families have made or soon will make an impact. Even so, it is possible to make certain associations between conditions in New Mexico and the Three-Tiered Teacher Licensure System that should shed some light on the effectiveness of the system. Thus, this study proceeds with an overview of the system itself.

Overview of the Three-Tiered Teacher Licensure System.

Table 1 provides an overview of the Three-Tiered Teacher Licensure System, which consists of these key components:

- Through the submission of a PDD, Level 1 teachers must demonstrate to their principal, to their mentoring teachers, and then to two independent reviewers that they meet nine key teaching competencies.
- If Level 1 teachers are able to demonstrate that they meet the competencies in all of these ways, they can advance to Level 2; if they cannot satisfy these requirements, they cannot remain as licensed teachers.
- Level 2 teachers interested in advancing to Level 3 must demonstrate that they can meet nine key teaching competencies at higher levels of professionalism. Level 2 teachers must demonstrate their mastery of the teaching competencies to their school administrators and to another set of independent reviewers during the submission of the PDD. In addition, Level 2 teachers must either earn a master's degree or obtain certification from the National Board for Professional Teaching Standards (NBPTS).
- Level 3 teachers are required to demonstrate their command of the key teaching competencies at even higher levels during their annual evaluations. In addition, Level 3 teachers are expected to become instructional leaders and undertake greater responsibilities.

Table 1. An Overview of New Mexico's Three-Tiered Teacher Licensure System

Level 1 Provisional Teacher \$30,000 Minimum Salary	Level 2 Professional Teacher \$40,000 Minimum Salary	Level 3 Master Teacher \$50,000 Minimum Salary
Must Participate in a Beginning Mentoring Program		
Must Have Annual Evaluations	Must Have Annual Evaluations	Must Have Annual Evaluations
Must Advance to Level 2 by Submitting a Professional Development Dossier (PDD)	May Advance to Level 3 by Submitting a Professional Development Dossier (PDD)	
Must Have 3 to 5 Years of Successful Teaching Experience At Level 1 before Advancing to Level 2	Must Have 3 Years of Successful Teaching Experience At Level 2 before Advancing to Level 3	
	Must Have A Master's Degree or NBPTS Certification before Advancing to Level 3	

Source: OEA

The minimum salaries noted in Table 1 were also established in law, to be phased in over a five-year period as follows:

- Level 1, Provisional Teacher: \$30,000 in school year 2003-2004;
- Level 2, Professional Teacher: \$35,000 in school year 2004-2005 and \$40,000 in school year 2005-2006; and
- Level 3-A, Master Teacher: \$45,000 in school year 2006-2007 and \$50,000 in school year 2007-2008.

The phase-in is now complete so that every licensed teacher in New Mexico public schools earns at least \$30,000 and every Level 3-A teacher earns at least \$50,000 for a standard nine-month contract.

Table 2 provides a summary of the funding associated with the rollout of minimum salaries.

Table 2. General Fund Appropriations for New Mexico's Three-Tiered Teacher Licensure System, FY 04 to FY 08 (Dollars in Thousands)

FY	FY 04	FY 05	FY 06	FY 07	FY 08	Total
GF Recurring Appropriations	\$5,700.0	\$8,638.7	\$51,800.0	\$6,841.3	\$9,118.6	\$82,098.6

Source: LESC

Perhaps the most innovative component of New Mexico's Three-Tiered Teacher Licensure System is the requirement that, to advance from Level 1 to Level 2 and from Level 2 to Level 3, teachers must submit a PDD. The PDD is a collection of the teacher's classroom data (lesson descriptions, handouts, student work, video and audio recordings, and photos). It is organized into five strands – Instruction, Student Learning, Professional Learning,

Verification, and Evaluation. The first three strands incorporate the nine core teacher competencies, and they are to be evaluated by two outside reviewers; the other two indicate the superintendent's verification that the dossier is indeed the teacher's own work and the superintendent's recommendation for advancement. As PED has explained, "No one part of the PDD serves to fully represent a teacher's work, but the entire PDD is intended to provide sufficient evidence to judge when a teacher is qualified to advance to a higher level of licensure." Listed below are the major steps in the PDD process:

1. Teachers who wish to advance to Level 1 or Level 2 complete a PDD consisting of the five strands:
 - Strand A – Instruction (content, curriculum, teaching methods, and assessment)
 - Strand B – Student Learning (student growth and development, classroom management)
 - Strand C- Professional Learning (professional development, collaboration with colleagues, parents, community)
 - Strand D – Verifications (verification of mentorship for Level 1 teachers, verification of leadership roles for Level 2 teachers, and verification of the authenticity of the PDD).
 - Strand E – Evaluations (annual evaluations, superintendent's recommendation for advancement).

2. Teachers submit their PDD online to New Mexico's web-based system (www.teachnm.org). Teachers have three opportunities during the year to submit their PDD. Submission Period 1 starts on February 1 and ends on March 1; Submission Period 2 starts on June 1 and ends on July 1; and Submission Period 3 starts on October 15 and ends on November 15. Two independent external reviewers evaluate Strands A, B, and C. Local district administrators complete Strands D and E.

3. If teachers pass all five strands, then they are advanced to the next level. If teachers do not pass all five strands, then they are given an opportunity to resubmit the strands that they did not pass.

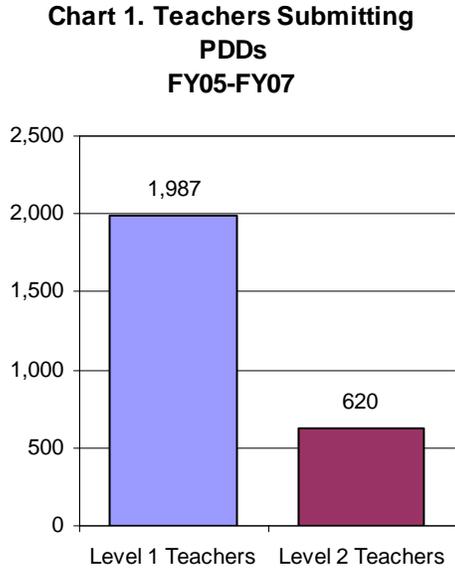
Table 3 provides information on the number of teachers who have participated in the PDD system since it was implemented in spring of 2005.

Table 3. Numbers of Submissions and Resubmission of PDDs, 2005-2006

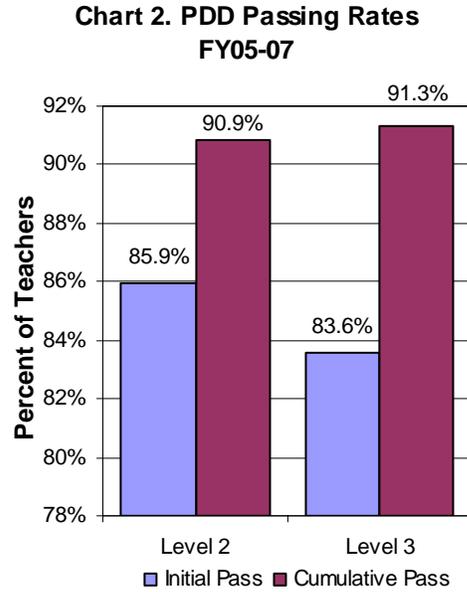
Submission Dates	Submit Period # 1 Feb '05	Submit Period # 2 June '05	Submit Period # 3 Nov '05	Submit Period # 4 Feb '06	Submit Period # 5 June '06	Submit Period # 6 Nov '06	Submit Period # 7 Feb '07	Total to Date
Number of Level 1 & 2 Teachers – New	913	56	18	565	364	27	664	2607
Number of Level 1 & 2 - Resubmit		70	15	21	84	27	51	268

Source: OEA

Chart 1 provides an overview of the number of Level 1 and Level 2 teachers who have submitted their PDD since the system was implemented in spring of 2005. Chart 2 provides information on the passing rates of the teachers who have submitted their PDD since spring of 2005.

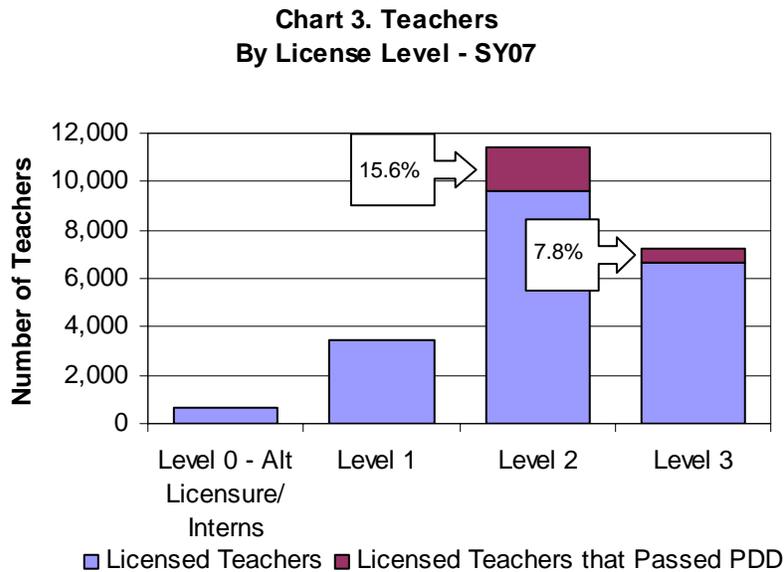


Source: OEA



Source: OEA

Chart 3 shows the numbers of teachers at the various levels and the percentage of teachers at Level 2 and Level 3 who obtained those licenses through the PDD process.



Source: OEA

Over 2,700 teachers advanced to Level 3 between the effective date of HB 212 in April 2003 and the effective date of rules requiring teachers to submit PDDs for advancement in July 2004.

To obtain some sense of how these PDD provisions have been implemented, LESC staff sought the views of the people involved in developing the PDD in 2003 and 2004, as members either of the Professional Development Dossier Design Workgroup or the Teacher Training Design Workgroup – two of the five work groups that PED’s Three-tiered Implementation Council formed to design specific components of the evaluation system (see “Background,” above). From a small targeted group of 23 people, the LESC staff received five confirmed responses.

All five of the respondents expressed satisfaction with the implementation of the PDD, finding that it has contributed to the recruitment and retention of high-quality teachers and that it has provided evidence to determine when a teacher is qualified to advance to a higher level of licensure. Among their comments, these targeted respondents:

- noted “improved practice in classrooms”;
- said that the PDD process “has increased the professional expectations for teachers” and that teachers “actually report growing professionally from the experience”;
- suggested that teachers had become “more reflective of their practice” and more inclined to discuss student achievement and best practices; and
- cautioned against believing that the implementation is complete because the PDD will continue to require technical assistance from PED and ongoing professional development for teachers.

RECRUITMENT AND RETENTION OF TEACHERS 2001 & 2007**Districts Report Improvements in Hiring and Keeping Classroom Teachers, Though Some Positions Remain Challenging to Fill.**

History of the Teacher Shortage. In 2001, TEAC conducted a survey of the status of teacher supply and demand in New Mexico. The survey was sent to all New Mexico school districts and covered school year 2000-2001. Seventy-one school districts (80 percent) responded, accounting for 18,732 of New Mexico's approximately 21,500 budgeted teaching positions for school year 2000-2001. Among the key results of the 2001 survey:

- More than 1,856 teachers in the responding districts had substandard licenses, were teaching out of their field, or were long-term substitutes. These teachers represented approximately 10 percent of the responding districts' filled positions.
- The responding districts identified 234 vacant positions in school year 2000-2001.
- Mathematics, bilingual education, music, science, and technology education were identified as the five most difficult endorsement areas to keep filled.
- More than 1,618 teachers resigned and more than 428 retired between school year 1999-2000 and school year 2000-2001.
- Thirty-four percent of the teachers who left (excluding retirements) between school year 1999-2000 and school year 2000-2001 were in their first three years of teaching.
- Twenty percent of the teachers who resigned went to teach in other New Mexico districts; 13 percent went to teach in other states; and 9.0 percent left the profession.

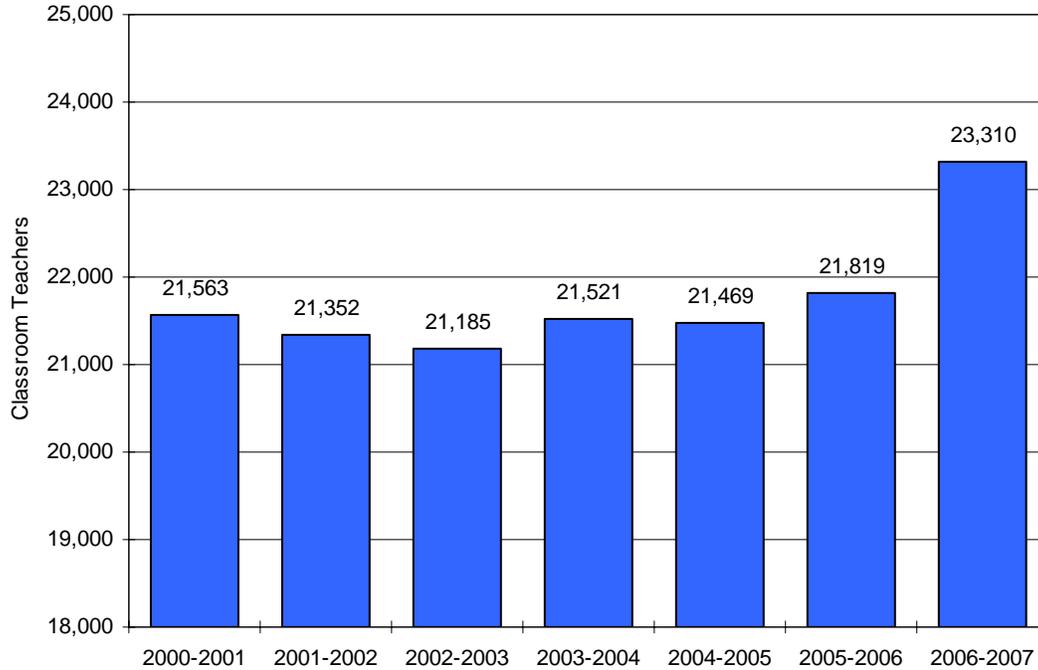
The Current Status of Teacher Supply and Demand in New Mexico. In 2007, the OEA, LESC, and LFC conducted a similar survey on the status of teacher supply and demand in New Mexico. The survey was sent to all 89 school districts and 64 charter schools and covered school years 2005-2006 and 2006-2007. Seventy-seven districts and 11 charter schools responded. The responding districts and charter schools accounted for 18,956 (or 80 percent) of New Mexico's approximately 23,614 budgeted teaching positions (FTE), including librarians, for school year 2005-2006. A list of those districts and charter schools that did and did not respond is available in the appendices.

The following tables and charts provide some key comparisons showing how New Mexico's supply and demand of teachers has changed from school year 2000-2001 to school year 2006-2007.

Chart 4 presents the change in number of teachers in New Mexico. It is important to note that the legal definition of teachers was changed in 2005 to include librarians. In order to make an appropriate comparison between school year 2000-2001 and school year 2006-2007, Chart 4 presents the data with librarians excluded. Even with librarians excluded, the number of New Mexico teachers has increased over the years.

It is interesting to note that that total number of students in New Mexico in school year 2000-2001 was 327,290 compared to 326,156 in school year 2006-2007, and that the total number of students varied from a low of 321,312 in school year 2002-2003 to a high of 327,769 in school year 2004-2005.

**Chart 4. Classroom Teachers
2000-2007**



Source: OEA
*Classroom teacher figures do not include librarians.

Chart 5 shows the change in both the number and percentage of teachers with substandard licenses. It is important to note that the implementation of NCLB coincided with the implementation of the Three-Tiered Teacher Licensure System. NCLB restricts the use of licensure waivers (with the exception of teachers of English as a second language, if the teacher is already highly qualified in language arts).

Chart 5. Teachers With Substandard Licenses

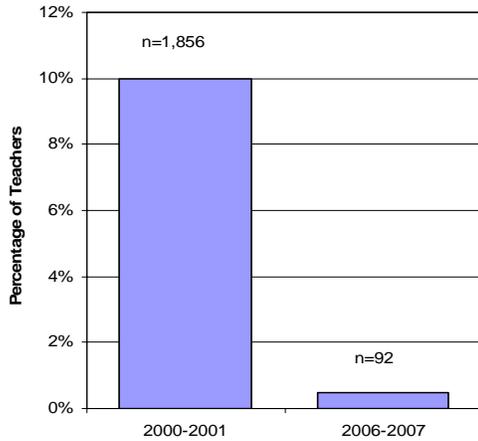
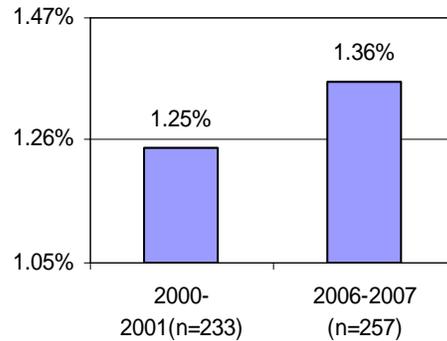


Chart 6. Percentage of Vacant Teaching Positions



Both the 2001 and the 2007 surveys asked school districts to rank the endorsement areas that they found the most difficult to keep filled. Table 4 illustrates the responses in each case. Although their relative rankings changed, the top four remain bilingual education, mathematics, music, and science.

**Table 4. Hard to Staff Teaching Positions
District Survey Responses
2001 & 2007**

Rank Order In Terms Of Need (1=High)	2000-2001 (N=71 Districts)	2006-2007 (N=73 Districts)
1	Mathematics	Bilingual Education
2	Bilingual education	Mathematics
3	Music	Science
4	Science	Music
5	Technology Education	Teaching English As A Second Language (TESOL)

Source: TEAC, 2001; OEA, LESC, LFC, 2007

The identification of math and science teachers corresponds to national trends as well. In June 2007, Congress heard testimony from the American Association of Colleges for Teacher Education, education scholar and researcher Linda Darling-Hammond, and other parties about such factors as the high turnover rates among math and science teachers, the limited number of college students majoring in math and science, and the competition for those majors between public schools and other employers. In addition, the National Council of Teachers of Mathematics has projected a nationwide shortfall of 280,000 qualified math and science teachers by 2015.

In addition, attracting and retaining special education teachers was a challenge for New Mexico’s school districts in school year 2000-2001, and it remains a challenge for districts in school year 2006-2007. Because the questions were worded differently in the two surveys, a direct comparison is not possible; however, 41 of the districts responding to the 2006-2007 survey stated that it was “Extremely Difficult” or “Somewhat Difficult” to keep special education positions filled. Indeed, approximately 58 percent of the 257 vacancies identified by districts in the 2006-2007 survey were for special education teachers.

Chart 7. Percent of Teachers Leaving District

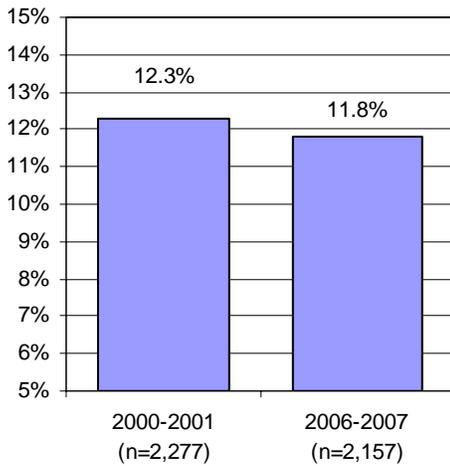
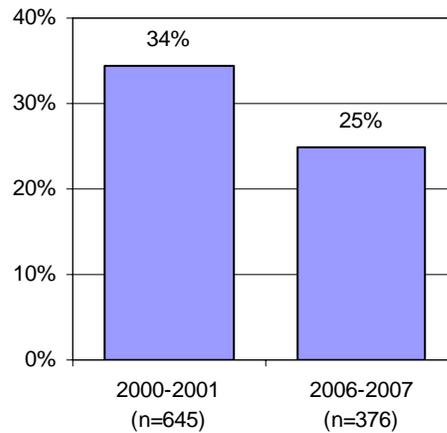
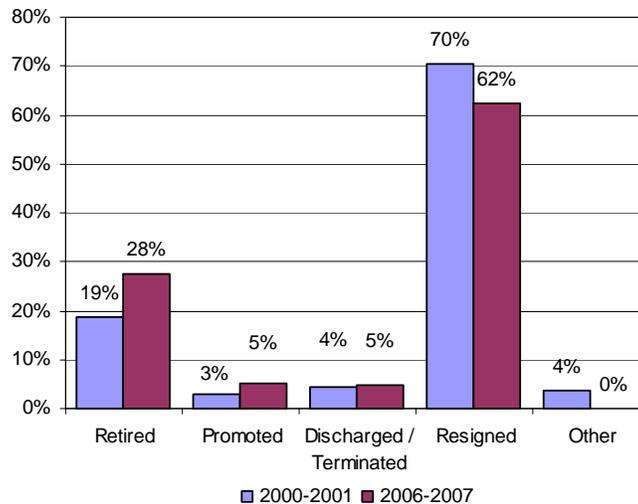


Chart 8. Percent of Teachers Leaving During First 3 Years Teaching



Source: OEA, LESC, LFC Survey, 2007

Chart 9. Reasons for Teachers Leaving District



Source: OEA, LESC, LFC Survey, 2007

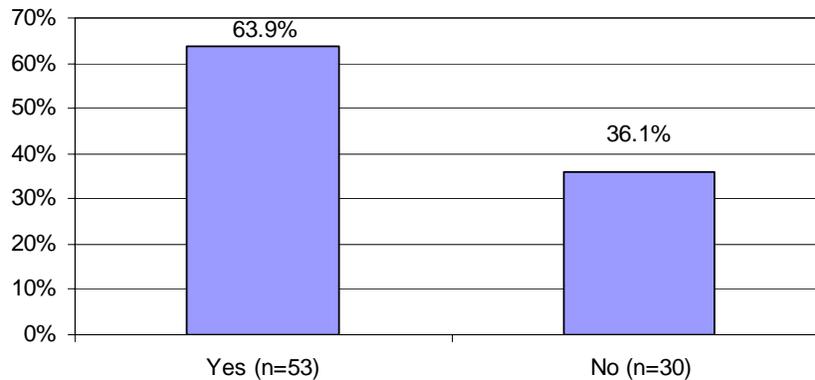
**Table 5. Teacher Exit Interview Data -
What positions do teachers take after leaving district classrooms?**

Of the total number of teachers who resigned, how many took jobs:	2000-2001		2006-2007		Change from 2000-2001 to 2006-2007	
	Number	Percent	Number	Percent	Number	Percent
<i>Teaching in other NM districts</i>	328	20%	343	26%	15	6%
<i>Teaching in private schools</i>	13	0.80%	8	1%	-5	0%
<i>Teaching in other states</i>	214	13%	162	12%	-52	-1%
<i>In School Administration</i>	39	2%	19	1%	-20	-1%
<i>Outside the teaching profession</i>	140	9%	65	5%	-75	-4%
Totals	734	45%	597	46%		
<i>Follow-Up Information on Teachers Not Available</i>	884	55%	701	54%		
<i>Number of Teachers Who Resigned</i>	1618		1298		-320	20%

Both the 2000-2001 and the 2006-2007 surveys asked districts about what happened to those teachers who resigned. Table 5 provides the comparisons. These data indicate that approximately 320 (20 percent) fewer teachers resigned in school year 2006-2007 compared to school year 2000-2001. The movement of teachers among New Mexico districts increased by 6.0 percent, and the number of teachers who resigned to leave the profession decreased by 4.0 percent. It is important to note, however, that some of these changes are fairly small and that there are no follow-up data on more than half of the teachers who resigned in either school year 2000-2001 or school year 2006-2007.

Districts' Assessment of the Effects of the Three-Tiered Licensure System. One of the questions in the 2007 survey asked respondents (superintendents, human resource officers, and directors or principals of charter schools), "Do you think the three-tiered licensure system has contributed to the recruitment and retention of high-quality teachers?" The results of that question are presented in Chart 10.

Chart 10. Survey Question: Has Three-Tier System Helped with Recruiting & Retaining Teachers?



The 2007 survey also asked respondents to explain their “yes” or “no” answers depicted in Chart 10. A majority of respondents who answered “Yes” cited the increases in salary. Other reasons included:

- “It brings accountability and a higher level of professionalism to teaching.”
- “Competitive salaries and Professional Development opportunities.”
- “Support through the development of the dossier gives the depth and foundation that was previously missing.”
- “Rural districts are able to compete with larger districts salary scales.”
- “We have more applicants from other states.”
- “Provides a method of creating a high level of professionalism and accountability for teachers and administrators.”
- “It is keeping our master teachers in the profession longer.”

Respondents who answered “No” cited such reasons as:

- “The licensure system helps retain mid career teachers and assists with recruiting efforts. However, teachers in their first 3-5 years have expressed concern over lack of salary increases.”
- “Being level 3 does not make them any better teacher [*sic*], it just shows that they put in the effort to do the paper work required for advancement.”
- “Although I have not lost any teachers except through retirement, I get the impression that tier III teachers want the pay but not additional assignment in leadership abilities. Level I and II teachers complain about the dossiers.”
- “Made it more difficult to recruit dual endorsed to rural district with smaller classes.”
- “I am concerned that teachers who are ‘not as proficient’ as some of their colleagues are spending too much time trying to advance on the scale and not enough time focusing on their teaching.”

Some comments were mixed or neutral:

- “Yes, for recruitment of new teachers – better pay. No, for retention of experienced teachers.”
- “It is still too early to tell. However, the increase in salary has helped retain teachers overall, whether qualified or not.”
- “The system has neither hurt or [sic] helped recruitment. In our District’s case, the minimum salary for a Level III was not generated on the current T&E funding formula because many of our new Level III teachers have a minimum number of years of experience. For the District’s FY 08 budget, this created a gap between revenue and anticipated salary expenditures.”

OEA conducted a study of how many new teachers who began teaching in New Mexico were still teaching in New Mexico one, two, three, and four years later. The purpose of this study was to gather baseline data for a future study of New Mexico’s Beginning Teacher Mentoring Program and other components of the Three-Tiered Teacher Licensure System have on the retention of new teachers.

These data are presented in Table 6.

The figures for new teacher turnover vary across the nation depending on the characteristics of the school district, but credible estimates indicate that approximately 33 percent of teachers leave after the first three years and that approximately 50 percent of teachers leave after the first five years. It is important that New Mexico continue to monitor the retention of new teachers and find ways to keep talented individuals in the profession.

Table 6. Beginning Teacher Retention

Teachers Who Started In		Teachers Who Are Still Teaching in New Mexico Public Schools at the End of School Year 2005-2006			
School Year	Number of Teachers	Number of Teachers Still Teaching in New Mexico	Percent	Number of Teachers Still Teaching in the Same District	Percent
2001-2002	1,273	801	62.9%	619	48.6%
2002-2003	1,269	866	68.2%	704	55.5%
2003-2004	1,329	993	74.7%	859	64.6%
2004-2005	1,207	982	81.4%	872	72.2%

Source: OEA

Level Three Teachers Undertake Additional Responsibilities.

One of the key goals in the Three-Tiered Teacher Licensure System was making Level 3 the highest level of licensure for those teachers who choose to advance as instructional leaders and who would take on greater responsibilities. One of the questions in the 2007 survey asked respondents to specify the greater responsibilities that Level 3 teachers assumed in their districts or charter schools. Eighty of the respondents provided more detailed information:

- Sixty-five percent of the respondents listed mentoring of other teachers as the most common kind of additional responsibility assumed by Level 3 teachers.
- Other kinds of additional responsibilities included chairing committees; leading teacher study groups; leading advisory councils; developing curriculum; developing short-cycle assessments; taking responsibility as EPSS coordinators; providing oversight for professional development efforts; writing grants; assisting districts with implementation of programs like bilingual education and Reading First; and developing faculty, student, and board handbooks.
- Five of the 80 respondents (6.0 percent) identified challenges with the requirement that Level 3 teachers assume greater responsibilities. Quoted below, the respondents' comments are instructive.
 - In small schools teachers have to do their job regardless of their level.
 - Our level III teachers retired because they didn't want to take on additional duties. They also organized their union to "protect" themselves from what they deem unreal expectations teaching and too much professional development.
 - Truthfully, this is very difficult in a rural district. We all were [sic] multiple hats and deal with a huge variety of issues. We do the best we can, but we don't have the manpower to really focus on issues like this. We try to give them more responsibilities such as mentoring, committee chairs, etc.
 - They are department chairs, participate in site based councils, mentor new staff, work on school improvement committees. But we are still struggling to make sure that those who were grandfathered into the Level III accept those responsibilities. And often energetic Tier 1 and 2 teachers engage in those responsibilities as well.
 - Teachers carry a full load because of the cuts we have made this year. Just to get through a normal day is a task for all teachers. We do expect our level 3 teachers to be mentors, but some are so busy, that time is limited.

The System Contains Quality Control Features.

The other side of the recruitment and retention of high-quality teachers is preventing poor-quality teachers from entering or remaining in the profession. As noted earlier, one purpose of the three-tiered system is to ensure that only those teachers meeting certain qualifications enter or remain in the classroom. Because it is a provisional license good for no more than five years, the Level 1 license is the first provision to serve as quality control.

In addition to this gatekeeper function, the three-tiered system allows the removal of licensed teachers for failure to satisfy requirements.

- For Level 2 and Level 3-A teachers alike, if a teacher “does not demonstrate essential competency in a given school year, the school district shall provide the teacher with additional professional development and peer intervention during the following school year. If by the end of that school year the teacher fails to demonstrate essential competency, a school district may choose not to contract with the teacher to teach in the classroom.”
- State law further provides that, if the performance evaluation of a Level 2 or Level 3-A teacher “indicates less than satisfactory performance and competency, the school principal may require the teacher to undergo peer intervention, including mentoring, for a period the school principal deems necessary. If the teacher is unable to demonstrate satisfactory performance and competency by the end of the period, the peer interveners may recommend termination of the teacher.”
- Responses to the 2006-2007 survey suggest that these provisions seldom result in personnel actions. Only a small percentage of respondents reported terminating or reassigning teachers as a result of their not demonstrating essential competencies; and in no case have more than two teachers in a district or charter school been either terminated or relieved of classroom duties for that reason:
 - of 75 respondents, 12 (or 16 percent) terminated Level 2 teachers (17 teachers altogether);
 - of 72 respondents, three (or 4.0 percent) relieved Level 2 teachers of classroom duties (five teachers altogether);
 - of 74 respondents, four (or 5.4 percent) terminated Level 3 teachers (five teachers altogether); and
 - of 72 respondents, none had relieved a Level 3 teacher of classroom duties.

It should be noted that the *School Personnel Act* provides other causes for the termination of a licensed teacher, which are not reflected here.

Yet another authority for action against a teacher is a PED rule that establishes procedures for supervising and correcting “unsatisfactory work performance” of licensed school personnel before requesting that the Secretary of Public Education suspend a Level 3-A teaching license for unsatisfactory work performance at that level. In this case, none of the 83 survey respondents answering this question have ever petitioned the Secretary in this regard. One of the respondents asked, “What good would it do if you cannot reduce the pay?”

Successful Education Systems Recruit from the Top of the Class.

As a final point about recruitment of high-quality teachers, the practices of successful education systems throughout the world might be noted. In September 2007, the Organisation for Economic Co-operation and Development (OECD) released a report of the best-performing school systems as defined by their students' performance on the OECD's Programme for International Student Assessment (PISA). According to this report:

The top-performing school systems consistently attract more able people into the teaching profession, leading to better student outcomes. They do this by making entry to teacher training highly selective, developing effective processes for selecting the right applicants to become teachers, and paying good (but not great) starting compensation. Getting these essentials right drives up the status of the profession, enabling it to attract even better candidates.

The report continues to say that the top-performing systems recruit their teachers from the top third of each cohort of graduates from their school systems – the top 5.0 percent in South Korea, the top 10 percent in Finland, and the top 30 percent in Singapore and Hong Kong, for example – whereas the United States, according to the New Commission on the Skills of the American Workforce, tends to recruit teachers from the bottom third of high school graduates going to college.

However, the OECD report does cite three teacher recruitment and preparation programs in this country – the Boston Teacher Residency, the New York Teaching Fellows, and the Chicago Teaching Fellows – that are following the international lead and targeting the graduates of top universities. According to their respective websites, these three programs all pursue targeted recruitment strategies (not just of recent college graduates but also mid-career transfers and retirees); maintain selective admission standards (admitting only a fraction of applicants); include financial incentives (stipends, reduced tuition rates, loan forgiveness plans); and typically place teachers in high-need geographical areas or disciplines with shortages (math, science, special education). The Legislature might consider requesting a study of these programs to identify their techniques and results and to determine whether any of those methods should be incorporated into the three-tiered system in New Mexico.

IMPACT OF THE THREE-TIERED TEACHER LICENSURE SYSTEM ON SCHOOLS AND STUDENT ACADEMIC PERFORMANCE**Student Achievement Is One Component of the Three-Tiered System.**

Historically, increasing student achievement has been the focus of New Mexico's efforts toward education reform. In its final report in December 2002, for example, the LESC Ad Hoc Subcommittee for Education Reform identified improving student achievement as the premise behind its recommendation of a three-tiered teacher licensure framework:

. . . the subcommittee supports the principle that the single, most important factor in improving student academic achievement is to ensure that a qualified, competent teacher is in every classroom and believes that New Mexico's primary focus must be to strengthen the teaching force by attracting and retaining quality teachers. . . .

As this three-tiered framework has been developed – first through legislation and then through PED rule – it has included student achievement as a factor in teacher evaluations and in the progression through the three levels of licensure and the increasing minimum salaries attached to each level. For example, within a component of Strand A of the PDD, Student Work and Analysis of Student Work, the teacher must select one example each of high, mid-range, and low levels of student achievement on a particular assignment and explain how the teacher's instruction contributed to student achievement at each of these three levels. The teacher must also explain how the student achievement was communicated to parents. However, these requirements focus primarily on describing or documenting student achievement, while involving no direct, explicit consequences – whether rewards or sanctions – for teachers based on the achievement of their students.

Even so, in 2003 Quality Counts cited New Mexico as one of four states nationally that was pioneering ways to reward teachers for demonstrating both their knowledge and skills and the impact they have on student learning. "New Mexico, for example," the report says, "has a new three-tiered licensure system in which teachers are observed in the classroom and must complete professional development dossiers. External reviewers score the dossiers. Satisfactory scores allow the teachers to advance to the next licensure tier and receive higher pay."

Nationwide, Interest in Linking Teacher Quality to Student Achievement Is Growing.

The national research examining value-added models and the link between teacher quality and student achievement has implications for New Mexico because any long-term evaluation of the effectiveness of the Three-Tiered Teacher Licensure System must examine the impact

on student success. Although New Mexico has made a good start in developing a data warehouse that contains information on student achievement and teacher quality, a number of other steps must be completed before teacher quality can be linked to school performance and student achievement.

Valued-Added Models (VAM): The Search to Link Teacher Quality to Student Achievement. One of the most interesting approaches is called the Value-Added Model (sometimes called VAM), which uses the change in individual students' academic test scores over several years to evaluate the effectiveness of those students' teachers. Although several states – among them Tennessee, Ohio, Virginia, Delaware, and Pennsylvania – are currently using different approaches to the value-added model, a number of practical, technical, and ethical issues must be addressed before such an approach could be considered in New Mexico:

- Assuming that individual teachers are the only factor that can cause changes in students' test scores is inaccurate. Changes in students' scores can also be influenced by the conditions at the school, available resources, parental support, and other factors outside of the teacher's control.
- Students are usually not placed randomly in teachers' classes. For example, some of the most effective teachers may end up with a higher proportion of more challenging students or vice versa.
- Using standardized test scores (usually reading or math) as the only measure of a teacher's effectiveness means that only those portions of the curriculum are being evaluated. Looking only at reading and mathematics scores also means that a large number of teachers who teach other subjects (science, social studies, art, music) can not be evaluated through a value-added model.
- Current value-added models cannot account for the impact of team teaching, pull-out programs, support teaching, and student mobility. These factors are particularly problematic with middle schools and high schools where students have a number of teachers.
- Most researchers agree that value-added results should not be used as the sole or principle basis for making important decisions about teachers' salaries, promotions, or sanctions. To do so would raise serious questions about fairness and the proper use of tests.

Despite these issues, a number of studies argue that value-added models can be beneficial if they are considered carefully and used appropriately. For example, a study completed for the Rand Corporation argues that:

At the current time, VAM may show promise for lower-stakes, diagnostic purposes. Examples include identifying teachers who might be low or high performing so that follow-ups can be done to verify the VAM findings. Inferences would need to be circumspect because of possible bias or sensitive to the measure, but they could be a starting point for administrators (such as principals or superintendents) to target teachers for more thorough review.

Barnett Berry and his colleagues at the Center for Teaching Quality and the National Center for Education Accountability argue valid ways of connecting teacher and student data must be found in order to improve teacher quality and student learning. These researchers offer the following principles for integrating student accountability data systems and teacher quality efforts.

- Data should not be collected and analyzed to punish individuals, programs, or agencies. Rather, data collection and subsequent analyses should be used in formative ways to focus on improvement, in addition to being used for accountability purposes.
- Due to the complexity of identifying high-performing teachers, based on student achievement data, using only student test scores may not be appropriate. Additional measures, including both quantitative and qualitative data, provide a more complete picture when making judgments about the effectiveness of teachers, schools, and preparation programs.
- Creating a useful teacher quality data warehouse and system requires the participation of state agencies, preparation programs and school districts. Engaging providers and users of teacher quality data helps ensure that the system efficiently provides data that are user friendly, relevant, and timely.
- Data need to be longitudinal – following individuals (students and teachers) over time – and of high quality. The foundation of a comprehensive longitudinal teacher quality data system is having unique student and teacher IDs and being able to connect the two.
- The privacy and security of individual records in the database must be protected.
- Oversight of the database should be entrusted to a state agency that can enforce security safeguards; assert the authority needed to collect and edit data; add and revise reports as needed; maintain the system; and work effectively across P-12 community college and university boundaries.

A recent edition of *The School Administrator*, a publication of the American Association of School Administrators, provides some examples of value-added models being used for such “lower-stakes, diagnostic purposes” as identifying achievement gaps and isolating effective teaching strategies.

- A principal of a Tennessee middle school identified 20 seventh grade students who were underperforming in mathematics. School staff identified traits shared by these students and determined that, while they could not address traits such as socio-economic status, they could provide the students with donated school supplies and create an extra math class where the students could do homework and receive help and feedback from teachers. After the additional assistance, the value-added gains of the students were over triple the national norm for math.
- A superintendent of an Ohio school district noticed that 4th graders at two schools were outperforming their peers in science and visited the schools to see what was working. The 4th grade teachers had decided that each would specialize in a segment

of the curriculum and teach that segment to all the 4th graders in the school. The superintendent investigated duplicating the strategy in other schools in his district.

Here in New Mexico, the experiences of one school district in particular provide a kind of preview of the potential for a value-added approach. A recent report of the Center for the Study of Teaching and Policy describes how the “new emphasis on data has changed the culture of accountability” in Aztec Municipal Schools:

Just as the superintendent asks principals for their data, so the principals expect teachers to account for student performance. “Now,” says [Superintendent Linda] Paul, “the facts are right there in the numbers. If a teacher is having trouble teaching algebra, we can see it. Data has helped us get egos out of teacher evaluations.

However the connection may ultimately be measured, there is growing interest in connecting teachers with the achievement of their students as part of teacher evaluations. As the OECD report notes, “all of the top-performing systems also recognize that they can not improve what they do not measure.”

On the other hand, it is important to remember that not every quality of an effective teacher lends itself to quantitative measurement. The remark attributed to Albert Einstein seems pertinent here: “Not everything that can be counted counts; not everything that counts can be counted.” Furthermore, a 1996 report from the National Center for Education Statistics acknowledged the un-measurable traits that affect teacher quality: “teacher motivation, enthusiasm, and skill at presenting class material are likely to influence students’ achievement, but [they] are difficult traits to accurately measure” Teachers’ attitudes toward their students can have a significant impact as well, as suggested by a familiar maxim: “Students don’t care what you know until they know that you care.”

Finally, while a value-added model may hold promise as a component of the Three-Tiered Teacher Licensure System at some point in the future, current requirements are that, to earn a master teacher Level 3-A license, a teacher must not only submit a successful PDD and satisfy annual evaluations but also acquire either one of two traditional credentials: a master’s degree or certification by the National Board for Professional Teaching Standards (NBPTS). Although both of these credentials carry a certain intuitive value, much like the additional education or certification that other professionals obtain, a number of recent studies have found mixed results in trying to determine correlations between teachers with these credentials and the achievement of those teachers’ students. One point that has emerged from studies of the master’s degree in particular is that there is a greater likelihood of beneficial effects upon student achievement if the teacher has a master’s degree in the content area. One point that has emerged from studies of NBPTS certification is the possibility that the certification process serves to identify more effective teachers as much as to help create them.

Interest in Linking Teacher Quality to Student Achievement Is Growing in New Mexico as Well.

The national research examining value-added models and the link between master's degrees and/or the NBPTS and student achievement has implications for New Mexico. First, any long-term evaluation of the effectiveness of the Three-Tiered Teacher Licensure System must examine the impact on student success. Second, a number of legislators have raised questions about the effectiveness of teachers' advanced degrees in enhancing student achievement. Legislators' interest in the impact of NBPTS in particular has a fiscal dimension as well: NBPTS certification accounts for a yearly, one-time salary differential in the Public School Funding Formula.

Although New Mexico has made a good start in developing a data warehouse that contains information on student achievement and teacher quality, a number of other steps must be completed before teacher quality (including performance on the three-tiered system, or having a master's degree or NBPTS certification) can be linked to school performance and student achievement.

In addition to the three-tiered system itself, New Mexico currently has in place:

- a data warehouse (STARS) with unique student and teacher identification numbers and the capacity of storing longitudinal data. At this point in time, STARS contains information for school year 2006-2007 and school year 2007-2008;
- a standards-based assessment system in grades 3-8 and 11. New Mexico does not currently use the test data to measure student growth since the state follows NCLB guidelines and compares this year's grade level students to last year's grade level students. New Mexico needs to examine if the standards-based assessment can be used to accurately measure individual student growth;
- statutory requirements for the development of a PreK-20 data warehouse that links data from the Higher Education Department (HED) and data from the Public Education Department (PED); and
- statutory requirements that the HED and PED, and the teacher preparation programs at community colleges and universities, develop a Teacher Education Accountability Report System.

To have a data system that can link student achievement and teacher quality, New Mexico needs to develop:

- a shared consensus of how information linking teacher quality and student achievement will be used by policymakers, educational administrators, teachers, and teacher preparation programs;
- a clear policy decision about whether data on student growth will be collected at the level of the individual teacher or at the level of the school;

- a system for gathering other kinds of data (teacher behaviors, curriculum, working conditions, and program support) that must be used in conjunction with student test scores to fairly evaluate the effectiveness of teachers;
- a more effective system for ensuring that all data about students, academic achievement, and staff are accurate, valid, and timely;
- the capacity of STARS to follow students over time and to link those students to teachers; and
- a minimum of three years of longitudinal data that links teachers to students in order to conduct the kinds of statistical value-added models used in other states.

The OEA has been gathering data that may prove useful for New Mexico in examining the impact of the Three-Tiered Teacher Licensure System on schools and student academic performance. The most reasonable way to start such an examination is by looking at those teachers who have submitted their PDD for advancement to Level 2 or Level 3. As of February 2007, approximately 2,600 (11 percent) of New Mexico’s 23,600 teachers have submitted PDDs for advancement.

The first important point to note is that the percentage of teachers in each of New Mexico school districts who have submitted their PDDs as of February 2007 is very small. This percentage will increase as more teachers advance through the PDD system. Table 7 shows the percentage of district teachers who have submitted their PDDs and advanced to Level 2 or to Level 3. Table 8 and Table 9 on the following pages provide district-level data on teachers and PDD passers.

The second important point is that the teachers who have submitted their PDDs and advanced to Level 2 or to Level 3 hold a variety of teaching licenses, as shown in Table 8. The most commonly held licenses are the Elementary K-8, followed by the Secondary 7-12, and Special Education PreK-12.

Table 7. The Percentage of District Teachers Who Have Submitted Their PDDs and Advanced To Level 2 or Level 3 by Type of Teaching License (February 2005 – February 2007)

Type of Licensure	Pass to Level 2	Percent	Pass to Level 3	Percent
Elementary K-8	976	54.9%	306	53.8%
Early Childhood	69	3.9%	15	2.6%
Middle Level 5-9	63	3.5%	22	3.9%
Secondary 7-12	344	19.3%	103	18.1%
Special Education PreK-12	217	12.2%	95	16.7%
Specialty Area (e.g., Phys Ed, Visual and Performing Arts)	90	5.1%	23	4.0%
Blindness/Visual Impairment B-12	3	0.2%	1	0.2%
Secondary Vocational-Technical	16	0.9%	4	0.7%

Source: OEA

Table 8. Percentage of Licensed Teachers Who Advanced through PDD by District, 2006-2007

District	# of Level 0 Teachers (Alternative Licensure Interns)	# of Level 1 Teachers	# of Level 2 Teachers	# of Level 3 Teachers	Total Teachers Based on Licensure Levels	% of Level 2 Teachers Who Have Advanced by Submitting a PDD	% of Level 3 Teachers Who Have Advanced by Submitting a PDD
Alamogordo	11	52	209	153	425	17%	9%
Albuquerque	178	1103	3172	2144	6,597	17%	7%
Animas	1	0	8	15	24	13%	0%
Artesia	5	27	111	106	249	14%	4%
Aztec	12	28	115	67	222	14%	4%
Belen	22	52	168	96	338	20%	8%
Bernalillo	5	50	132	91	278	5%	8%
Bloomfield	2	23	118	63	206	12%	10%
Capitan	0	6	20	19	45	0%	32%
Carlsbad	8	51	78	250	387	12%	0%
Carrizozo	1	1	9	10	21	33%	0%
Central	7	83	295	112	497	5%	6%
Chama	0	1	26	16	43	15%	0%
Cimarron	1	6	31	15	53	10%	20%
Clayton	1	4	30	9	44	0%	56%
Cloudcroft	1	1	19	19	40	5%	16%
Clovis	10	75	276	163	524	18%	4%
Cobre	0	12	34	67	113	12%	6%
Corona	0	2	6	6	14	17%	0%
Cuba	1	6	30	16	53	7%	31%
Des Moines	0	3	10	2	15	20%	0%
Deming	13	50	155	102	320	22%	16%
Dexter	2	12	44	21	79	18%	5%
Dora	0	0	13	9	22	8%	0%
Dulce	1	7	24	8	40	21%	0%
Elida	0	0	2	4	6	0%	25%
Espanola	6	41	178	72	297	13%	7%
Estancia	1	4	36	31	72	11%	32%
Eunice	0	7	26	11	44	15%	9%
Farmington	10	85	364	219	678	14%	8%
Floyd	0	2	16	6	24	31%	0%
Fort Sumner	0	2	8	22	32	0%	14%
Gadsden	41	199	470	262	972	18%	6%
Gallup	111	200	465	211	987	16%	3%
Grady	0	0	8	9	17	13%	11%
Grants	2	34	140	75	251	15%	17%
Hagerman	0	6	17	13	36	41%	8%
Hatch	1	18	45	28	92	18%	18%
Hobbs	11	65	244	166	486	16%	10%
Hondo Valley	0	4	11	3	18	18%	33%
House	0	1	11	3	15	9%	0%
Jal	0	3	19	10	32	0%	0%
Jemez Mountain	1	8	13	9	31	0%	0%
Jemez Valley	1	10	23	8	42	9%	0%
Lake Arthur	1	3	15	2	21	20%	0%
Las Cruces	21	262	830	554	1,667	18%	6%

District	# of Level 0 Teachers (Alternative Licensure Interns)	# of Level 1 Teachers	# of Level 2 Teachers	# of Level 3 Teachers	Total Teachers Based on Licensure Levels	% of Level 2 Teachers Who Have Advanced by Submitting a PDD	% of Level 3 Teachers Who Have Advanced by Submitting a PDD
Las Vegas City	0	12	99	44	155	7%	16%
Logan	1	1	10	11	23	0%	0%
Lordsburg	0	5	25	23	53	20%	9%
Los Alamos	2	25	120	140	287	13%	6%
Los Lunas	14	77	261	201	553	21%	6%
Loving	0	8	16	17	41	13%	18%
Lovington	5	36	102	56	199	12%	9%
Magdalena	1	2	23	15	41	9%	0%
Maxwell	0	2	11	2	15	0%	0%
Melrose	0	2	16	6	24	0%	0%
Mesa Vista	0	5	20	4	29	15%	0%
Mora	1	4	25	14	44	16%	0%
Moriarty	4	39	156	61	260	15%	16%
Mosquero	0	1	4	3	8	0%	0%
Mountainair	0	4	22	6	32	18%	50%
Pecos	5	5	32	14	56	22%	0%
Penasco	0	1	17	19	37	12%	0%
Pojoaque	1	19	67	41	128	13%	15%
Portales	0	23	118	45	186	18%	7%
Quemado	0	4	9	8	21	11%	0%
Questa	1	12	30	12	55	17%	8%
Raton	1	10	63	28	102	11%	25%
Reserve	0	1	10	12	23	10%	0%
Rio Rancho	29	201	493	281	1,004	16%	16%
Roswell	8	77	393	159	637	10%	8%
Roy	0	1	7	3	11	0%	0%
Ruidoso	3	7	74	72	156	12%	13%
San Jon	0	0	8	8	16	0%	0%
Santa Fe	28	141	462	242	873	20%	11%
Santa Rosa	1	6	33	14	54	6%	7%
Silver	1	22	82	109	214	6%	2%
Socorro	7	21	83	31	142	13%	6%
Springer	0	3	13	4	20	15%	0%
Taos	10	35	105	49	199	11%	12%
Tatum	0	0	13	14	27	0%	0%
Texico	0	4	11	20	35	18%	5%
Truth or Consequences	2	13	54	36	105	13%	11%
Tucumcari	1	7	48	21	77	21%	10%
Tularosa	1	7	46	33	87	24%	3%
Vaughn	0	2	7	2	11	14%	0%
Wagon Mound	0	5	10	7	22	0%	14%
West Las Vegas	1	18	92	33	144	11%	12%
Zuni	9	15	61	33	118	15%	3%
Statewide Totals	626	3,492	11,425	7,250	22,793	16%	8%

Source: OEA
Note: Teachers may have left the district after advancing to a higher licensure level.

More information is needed regarding the nature of assistance teachers receive in submitting their PDDs. The data presented in Table 8 and Table 9 raise an issue that needs further examination. In particular, the pass rates on the PDD vary considerably across districts. More needs to be known about the nature of assistance teachers receive in completing the PDD, according to a small survey by LESC staff of those who helped design the system. The responses ranged from teachers' receiving so little assistance that the process was overly burdensome to teachers' receiving too much assistance.

Table 9. PDD Passing Rates by School District - 2005-2007

District	Number Submitting PDD 2005-2007	% Level 2 Passing	% Level 3 Passing	District	Number Submitting PDD 2005-2007	% Level 2 Passing	% Level 3 Passing
Alamogordo	53	97%	88%	Las Cruces	193	97%	94%
Albuquerque	753	91%	95%	Las Vegas City	16	78%	100%
Animas	1	100%		Logan			
Artesia	22	83%	100%	Lordsburg	10	63%	100%
Aztec	23	89%	60%	Los Alamos	24	100%	100%
Belen	44	97%	80%	Los Lunas	77	89%	93%
Bernalillo	14	100%	100%	Loving	5	100%	100%
Bloomfield	21	93%	100%	Lovington	20	86%	83%
Capitan	8	0%	100%	Magdalena	3	67%	
Carlsbad	11	90%	0%	Maxwell			
Carrizozo	3	100%		Melrose			
Central	25	94%	88%	Mesa Vista	3	100%	
Chama	5	100%	0%	Mora	5	80%	
Cimarron	6	100%	100%	Moriarty	36	92%	100%
Clayton	5		100%	Mosquero			
Cloudcroft	4	100%	100%	Mountainair	7	100%	100%
Clovis	66	86%	75%	Pecos	8	88%	
Cobre	9	80%	100%	Penasco	2	100%	
Corona	1	100%		Pojoaque	17	82%	100%
Cuba	9	50%	100%	Portales	24	100%	100%
Des Moines	2	100%		Quemado	2	50%	
Deming	66	71%	89%	Questa	6	100%	100%
Dexter	9	100%	100%	Raton	14	100%	100%
Dora	1	100%		Reserve	1	100%	
Dulce	6	83%		Rio Rancho	133	94%	92%
Elida	2	0%	100%	Roswell	55	95%	86%
Espanola	34	83%	100%	Roy			
Estancia	18	50%	100%	Ruidoso	19	90%	100%
Eunice	5	100%	100%	San Jon			
Farmington	76	93%	86%	Santa Fe	128	95%	90%
Floyd	5	100%		Santa Rosa	3	100%	100%
Fort Sumner	3		100%	Silver	10	63%	100%
Gadsden	125	82%	85%	Socorro	13	100%	100%
Gallup	85	95%	86%	Springer	2	100%	
Grady	2	100%	100%	Taos	20	100%	75%
Grants	39	88%	87%	Tatum	1	0%	
Hagerman	8	100%	100%	Texico	3	100%	100%
Hatch	15	89%	83%	Truth or Consequences	11	100%	100%
Hobbs	62	86%	89%	Tucumcari	14	83%	100%
Hondo Valley	3	100%	100%	Tularosa	14	92%	50%
House	2	50%		Vaughn	3	50%	0%
Jal				Wagon Mound	1		100%
Jemez Mountain				West Las Vegas	15	91%	100%
Jemez Valley	3	67%		Zuni	11	90%	100%
Lake Arthur	4	75%		Statewide	2587	90%	92%

Source: OEA

Note: Teachers may have left the district after advancing to a higher license level.

OEA is working in collaboration with several New Mexico school districts to learn more about how to link teacher quality to student achievement. While the results of that pilot study are promising, the study along with the data presented in the preceding tables raise important questions that must be answered before an effective and fair value-added model can be implemented in New Mexico. These questions include:

- How should the effectiveness of teachers in kindergarten, first, second, third, tenth and twelfth grades be measured? These are grades that are not currently tested with the standards-based assessment, or in the case of third grade, do not have previous year's data for comparison.
- How many teachers who have passed the PDD and become Level 2 or Level 3 teachers need to be in a single school or district before it is fair to examine their impact on the school's or district's performance?
- What is the best way to measure the effectiveness of teachers who do not teach in self-contained classrooms, such as art teachers, physical education teachers, music teachers, and resource teachers? Additionally, how might effectiveness be attributed at the middle and high school levels, where teachers are limited in their contact with students to one period per day?
- What additional factors regarding teacher effectiveness should be considered, such as socio-economic status and other student demographic factors, school location and community factors, district curriculum initiatives, district teacher professional development initiatives, years of experience, and teacher preparation program?
- Given the variety of statistical approaches to value-added models that different states are exploring, which ones might be used in New Mexico?

Recommendations

New Mexico should design and fund a study to examine whether student achievement growth models and student achievement and teacher quality value-added models should be used in the state. That study should include the input from a group of stakeholders including teachers, policymakers, and national statistical and value-added experts who can advise on the feasibility, data collection needs, and statistical methodologies that can provide New Mexicans with accurate and useable information regarding the effectiveness of public school teachers. It should seek to answer a number of questions, including:

- How would value-added data be used in New Mexico?
- Is the value-added model an effective method that New Mexico could use to improve teacher quality and student success?
- What capacity must be built to implement a functioning, longitudinal value-added model method for measuring teacher effectiveness?
- What are the factors that must be included to accurately measure teacher effectiveness in New Mexico (e.g. advanced degrees, additional forms of certification, and the federal "highly qualified" status)?
- What would be the best statistical method for measuring teacher effectiveness?
- Who will be responsible for conducting the annual data analysis?

This study would then be able to provide recommendations to the Governor and the Legislature for the implementation of a long-term teacher effectiveness accountability system.

To maintain the integrity of the PDD process, PED should ensure that teachers throughout the state have access to proper training and assistance in developing their PDDs as accurate reflections of their classroom practices. To do so, PED should monitor the passing rates by district and by teacher preparation program to identify any trends that may suggest an inordinate passing rate or failure rate and then provide technical assistance or other interventions as needed.

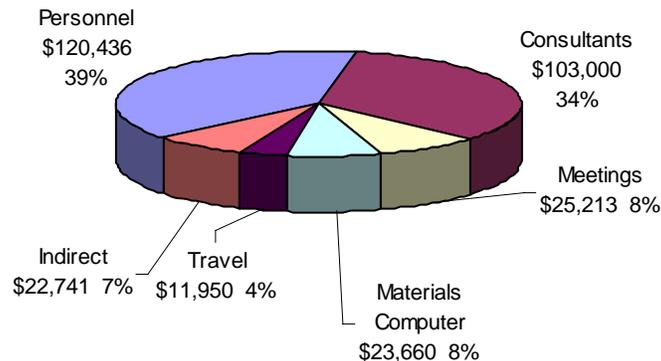
TEACHER LICENSING ADMINISTRATION AND THE PROFESSIONAL DEVELOPMENT DOSSIER

PED Relies Heavily on Outside Contractors to Administer the Professional Development Dossier (PDD) Process, Spending Approximately \$550,000 in FY 07.

University of New Mexico. PED has entered into an inter-government agreement with the Institute for Professional Development (IPD) at the University of New Mexico (UNM) to provide oversight and support of the implementation of the Three-Tiered Teacher Licensure System, including overseeing the training and selection of external reviewers. The contracted amount for FY 06 was \$275,000 and approximately \$300,000 each year for FY 07-FY 08 using federal Title II funding. UNM has performed a significant amount of work on behalf of PED, including the following examples from FY 06:

- facilitated 30 days of meetings, workshops, conferences, and trainings for over 1,000 participants;
- trained 201 reviewers across four training sessions around the state; and
- responded to 518 queries as part of a help desk service to districts and educators relating to completing the PDD. Approximately 43 percent of the queries were related to technology issues, 42 percent related to PDD content or preparation, and 15 percent for individual licensure issues.

**Chart 11. PED - UNM Contract
FY08 Budget**



Source: PED

Consultant fees support the development and actual training sessions for reviewers, in addition to maintaining the teachnm.org website.

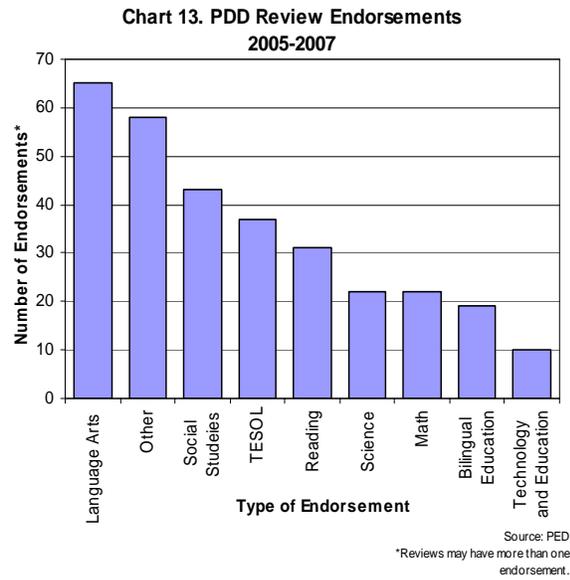
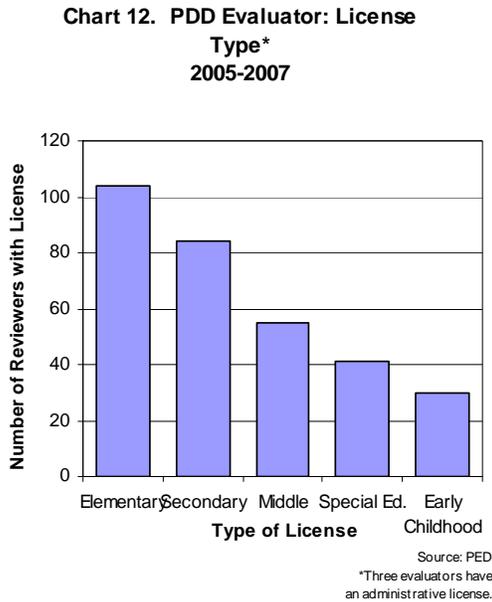
VisionLink. PED has also contracted with a company to operate and maintain an online service for teachers to submit their PDDs electronically. VisionLink processes teacher licensure applications, including PDDs, renewal applications, and the alternative licensure portfolio; operates a help desk for interacting with the online system; and collects fees on behalf of PED. The contract funding has supported the development of the online licensure process. Amounts for each year of the contract include \$200,000 each year for FY 05 and FY 06, and \$250,000 each year for FY 07 and FY 08. These contract totals do not include online processing fees the company collects or the actual fees it collects from teachers on behalf of PED.

PED Has Established a Process for the Application, Selection and Monitoring of PDD Reviewers.

Application. Through UNM and the teachnm.org website, PED recruits potential PDD reviewers and accepts reviewer applications. At a minimum, reviewers must have at least five years experience as a teacher, administrator and/or teacher educator (university faculty) and complete training. According to PED, approximately 25-30 new reviewers are invited to train each year.

Selection and Training. PED reports that it invites applicants to train based on the needs for new reviewers in certain locations or type of license and available funding. The training process is an integral part of ensuring PDD scoring accuracy. Reviewers must demonstrate they can reliably score a PDD through a series of practice tests administered at the training. According to UNM, “reliability encompasses several aspects of score consistency with a focus on ensuring, to the extent possible, that individual differences in test scores are due to differences in the characteristics being measured, and not to chance errors.” The training measures the ability of reviewers to apply the scoring standards consistently to a PDD based on interrater reliability through consensus estimates. Essentially, reviewers should be able to come to exact agreement about how to apply the scoring rubric.

UNM staff activates reviewers in the VisionLink online system who successfully complete the training. At this point reviewers may begin their work. The reviewer pool totaled 193 in the spring of 2007. Chart 12 and Chart 13 show the type of license and endorsements held by reviewers since 2005.



Current Reviewers. Qualified reviewers must attend training to update their skills and demonstrate their continued ability to score PDDs accurately and reliably. UNM staff indicate that they regularly monitor reviewers’ consistency in scoring PDDs based on how often their scores “agree” with that of the second reviewer. The target for the system is 93 percent and the current average is 89 percent.

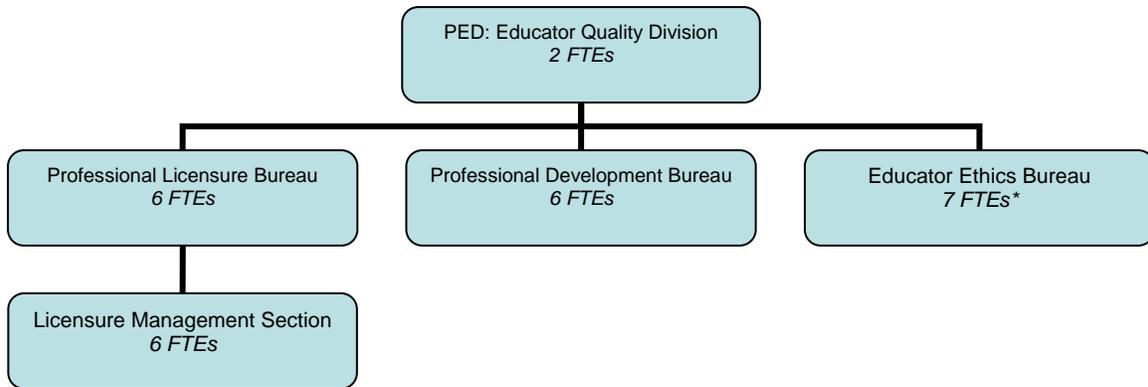
Licensing Fee Revenue Does Not Cover the Costs Associated with PED’s Educator Licensing Functions, Including Licensing Issuance, PDDs, and General Oversight.

PED’s Educator Quality Division carries out three main functions: professional licensure; educator ethics (enforcement); and professional development. The division has three bureaus to carry out these functions, as illustrated in the division’s organizational chart, below.

- Professional Licensure Bureau: Processes applications for licensure, issues licenses, and provides customer service to educators regarding licensure.
- Educator Ethics Bureau: Conducts criminal history background checks, investigates complaints, coordinates ethics hearings and takes enforcement action through denials, suspensions, and revocations of licenses against educators.
- Professional Development Bureau: Coordinates the professional development framework; oversees state/federal professional development programs, including federal Title II and the Improving Teacher Quality Grant program; and oversees three-tiered licensure implementation, NBPTS, educator acknowledgement,

recruitment (alternative licensure, Transition to Teaching grant), educator preparation, accreditation, teacher assessment, and teacher retention issues.

**Educator Quality Division
Organizational Chart
FY08**



Source: PED, Operating Budget – FY08
*One unauthorized FTE.

The division relies on a mix of federal, state, and licensing fee revenue to support its operations. Table 10 shows the sources and amounts of revenue used by each bureau. Unlike common practice for most licensing functions, the Professional Licensure Bureau receives significant subsidies from the state General Fund.

Table 10. Sources of Funding: FY 07 Budgeted
(In thousands)

	Professional Licensure Bureau	Professional Development Bureau	Educator Ethics Bureau
General Fund	\$364.6		
Other Funds (Fees)			\$753.3
Federal Funds		\$2083.3	
Total	\$364.6	\$2083.3	\$753.3

Source: PED

For FY 08, PED received an additional \$400,000 in appropriations from the General Fund to support the costs of overseeing the PDD process. These funds replace most of the federal funds the department had been using to contract with UNM and VisionLink to support the PDD process. None of the fee revenue collected or spent on the PDD is reflected in PED’s budget, as explained in the following sections.

More Formal Oversight by PED Would Help Strengthen the Integrity of the PDD Process.

Currently, information regarding the PDD review process, including information on external reviewers, resides in many documents, including rule, websites, contracts, and other various documents developed by vendors. Developing a formal policy and procedures manual would strengthen the integrity of the process and ensure continuity should there be staff changes at various organizations.

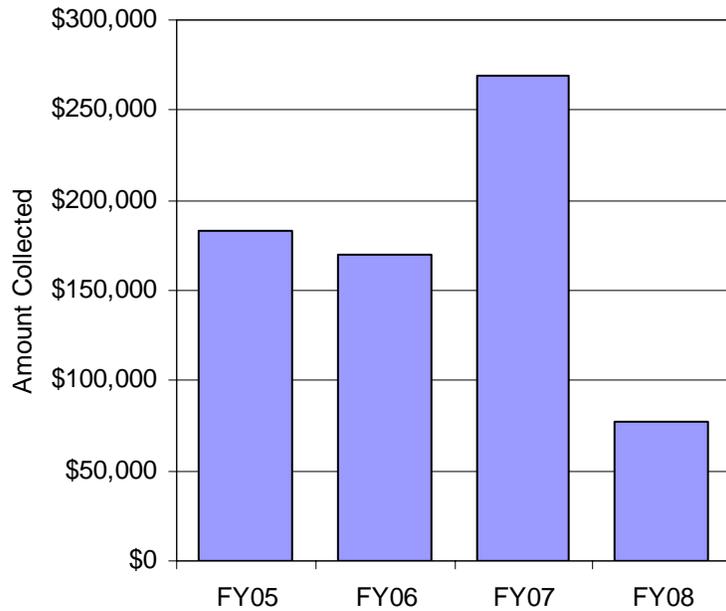
PED could also strengthen the agreement with UNM, particularly in the area of performance measures and outcome reporting. Currently, UNM submits an annual report of its activities during the contract year, including information on the type of trainings it facilitated and number of reviewers trained. However, additional ongoing information could be useful for PED to oversee the system effectively, including the following.

- Better define the number and type of reviewers that should be available for PDD evaluations before each submission period. The agreement does not require UNM to maintain a minimum number of trained reviewers. This would require UNM to ensure that the trained reviewer pool had an adequate distribution of individuals from around the state and by type of license. PED and UNM staff indicate that they believe the current pool of reviewers is adequate, but neither entity has conducted a formal analysis in this area or set minimum benchmarks to assess the pool's adequacy.
- Formally define goals and reporting periods for overall reviewer agreement rates for each submission period. This process would assist PED in regularly monitoring the integrity of the scoring for each PDD submission period. Agreement rates should be a formal performance measure.
- Consider random scoring post-audits and regular reporting of reviewers' agreement rates. Currently, the system relies on agreement rates of reviewers through both training and periodic monitoring. Additional reviews or audits of reviewers not flagged for inconsistent scoring could also help ensure the integrity of the PDD scoring system.

PED Has Delegated the Collection and Spending of Almost \$700,000 in Teacher Licensing Fees to a Contractor Outside the Appropriations Process and Statutory Authority.

Approximately \$700,000 has been collected through teacher licensing fees and \$657,000 spent on behalf of the state outside the appropriations process between FY 05 and July 2007. Chart 14 shows fee revenue collected by fiscal year. The flowchart on page 42 shows the appropriate process for collecting and spending licensing fees versus the current practice used by PED.

**Chart 14. PDD Fees Collected by VisionLink
FY05- July '08***



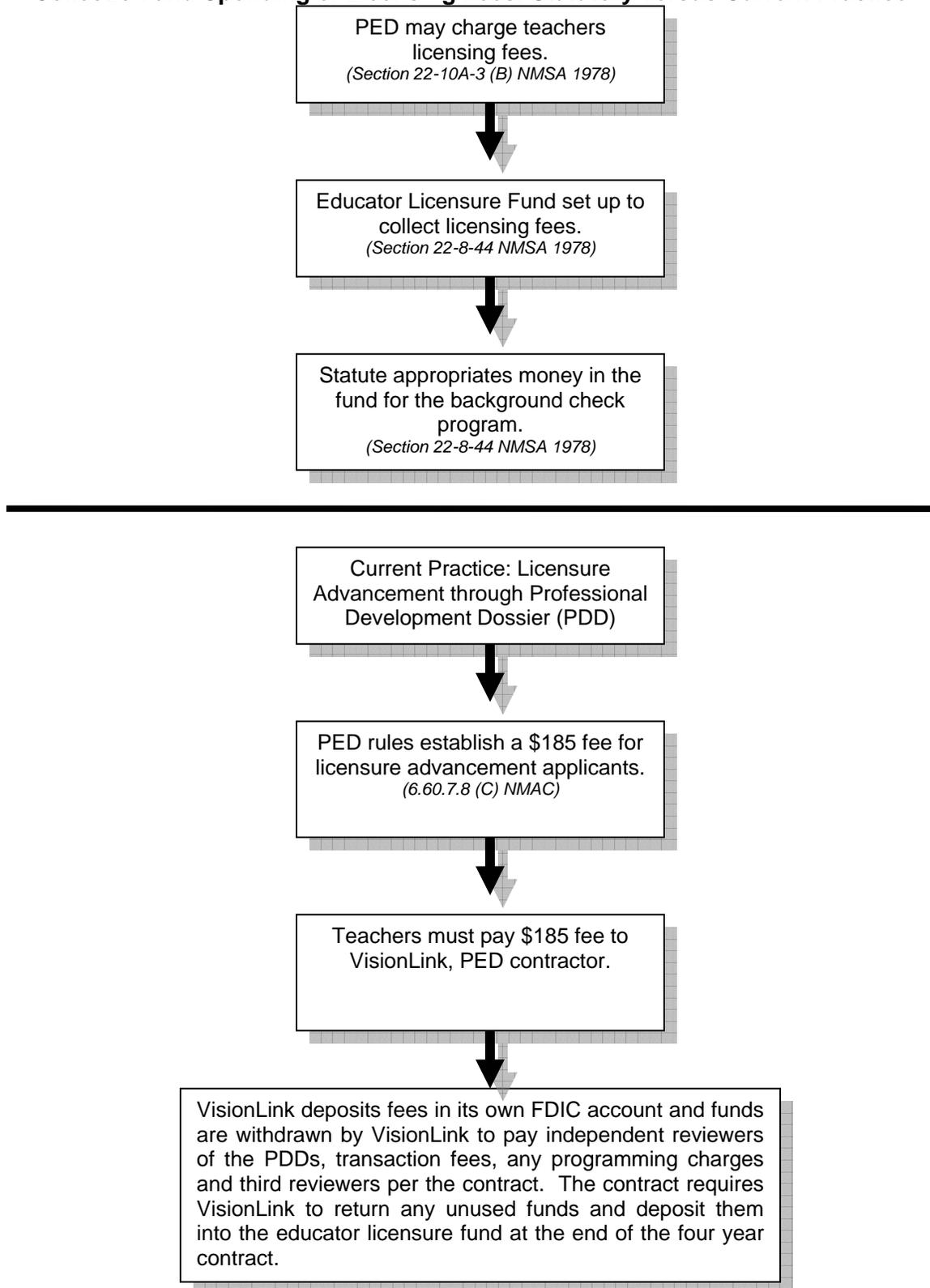
Source: VisionLink

Article 4, Section 30 of the state constitution requires that “money shall be paid out of the treasury only upon appropriations made by the legislature.” State law provides PED the authority to charge application fees for persons seeking an initial license or renewal of a license. Under this authority, PED has established a range of licensing application fees for educators either seeking an initial license at any level, renewing an existing license, seeking an alternative license, or seeking an endorsement to a license.

State law also establishes the Educator Licensure Fund, consisting of money collected from application or renewal fees. Money in the fund is administered by PED and appropriated to fund the educator background check program.

By administrative rule, PED has established fee amounts for applicants seeking a Level 2 or Level 3 license through the submission of PDDs. The fee amount that a teacher must pay is \$185. Applicants who fail certain PDD strands and must resubmit their evidence must pay a fee of \$65 for one strand, \$115 for two strands, and \$165 for three strands.

Collection and Spending of Licensing Fees: Statutory versus Current Practice



PED does collect licensure fees for Level 1 teachers; however, PED does not collect licensure advancement fees for individuals moving from Level 1 to Level 2 or from Level 2 to Level 3 or deposit them into the Educator Licensure Fund per statute. Instead, PED has contractually allowed VisionLink to collect and spend fees on behalf of the state as shown in Table 11. The same arrangement has been established for same level licensing renewals and for applicants for alternative licensure through a portfolio as shown in Table 12 and Table 13.

PED has contracted with VisionLink to operate and maintain the PDD computer system (including processing teacher licensing applications), to operate a help desk, and to collect dossier submission fees. The contract allows VisionLink to subcontract with a company called Versign and authorizes the collection of certain processing fees per transaction. VisionLink deposits fees in an FDIC account; and funds are withdrawn by the contractor to pay independent reviewers, transaction fees, any programming charges, and third reviewers. The contract anticipates that the fees collected will not be sufficient to cover third reviewers. The contract allows PED discretion in the use of any remaining funds, but it requires VisionLink to return any unused funds at the end of the contract.

Table 11. PDD Fee Breakdown

Activity	Cost
Reviewer Payments (\$25 per strand A, B, C x 2 reviewers)	\$150.00
Credit Card Fees	\$9.25
Merchant Bank Fees	\$4.80
VisionLink Fees	\$15.95
PED Processing Fee (not collected by state but intended to help create a 'reserve pool' of cash for third reviewers; balance reverts to state)	\$5.00
<i>Total</i>	<i>\$185.00</i>

Source: VisionLink
*Bank and credit card fees are variable.

Table 12. Online Portfolio Alternative Licensure Fee Breakdown

Activity	Cost
Reviewer Payments (\$75 per portfolio x 3 reviewers)	\$225.00
Credit Card Fees	\$15.00
Merchant Bank Fees	\$4.80
VisionLink Fees	\$17.25
PED License Fee	\$35.00
PED Processing Fee (not collected by state but intended to help create a 'reserve pool' of cash for third reviewers; balance reverts to state)	\$2.95
<i>Total</i>	<i>\$300.00</i>

Source: VisionLink
*Bank and credit card fees are variable.

Table 13. Same Level Teacher Licensure Renewal Fee Breakdown

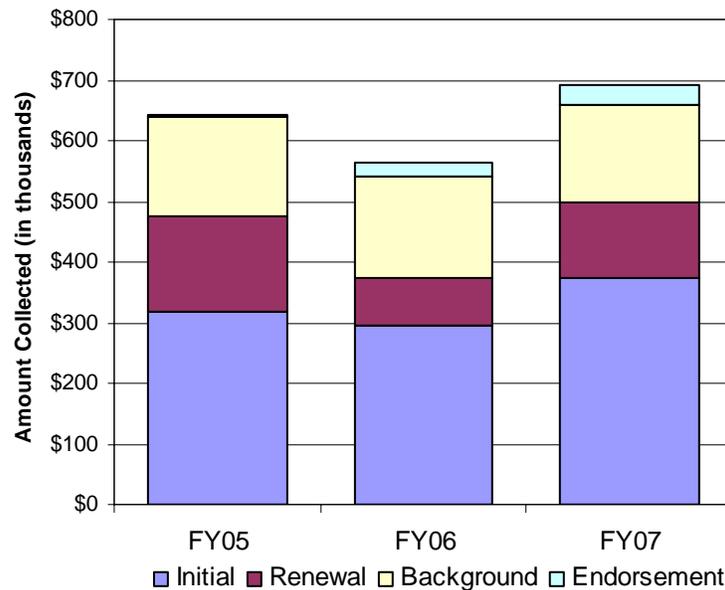
Activity	Cost
Credit Card Fees	\$1.75
Merchant Bank Fees	\$4.80
VisionLink Fees	\$8.95
PED Processing Fee	\$19.50
<i>Total</i>	<i>\$35.00</i>

Source: VisionLink
*Bank and credit card fees are variable.

The employment or contractual status of PDD reviewers is unclear. Neither the agreement with UNM nor the VisionLink contract clearly articulates whether PDD reviewers work as agents or contractors of either entity. Lack of a contractual or employment relationship raises a host of issues, including whether fees paid to reviewers are properly reported as income to the state and federal governments. Some reviewers have earned as much as \$10,000 conducting PDD reviews on behalf of the state.

State law limits the use of application fees to only the Educator Background Check Program, hampering PED’s flexibility to fund the PDD process. Even if PED appropriately deposited application fees collected from teachers by VisionLink, it would not have funding available to pay the PDD reviewers. PED uses this funding, approximately \$750,000 annually, to support the operations of the Educator Ethics Bureau.

**Chart 15. Revenue Earned from Licensing Fees
FY05-FY07**



Source: PED

Diversion of licensing fee revenue will reduce the amount of revenue deposited in the Educator Licensure Fund at a time when PED is requesting increased appropriations from the fund. For example, PED has collected almost \$360,000 in license renewal fees between FY 05 and FY 07, accounting for almost 20 percent of all revenue deposited in the Educator Licensure Fund. Beginning in FY 08, the agency, per the contract with VisionLink, will not deposit fee revenue in the fund. PED has requested \$178,000 in increased appropriations from the fund for FY 09.

The Educator Licensure Fund carries over \$1.0 million in fund balances each year. PED has requested to spend down a portion of this balance during FY 09 by increasing the budget of the Educator Ethics Bureau to \$900,000.

Chart 16. FY09 Budget for Educator Licensure Fund

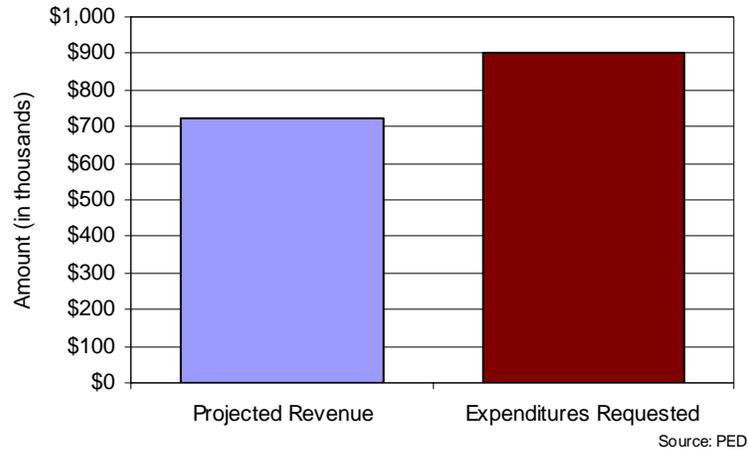
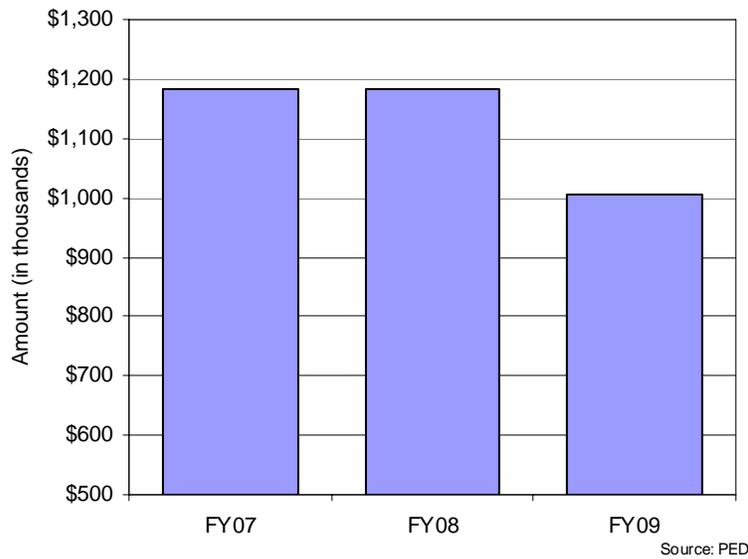


Chart 17. Projected Fund Balance Educator Licensure Fund FY07-FY09



Recommendations

Modify the agreement with UNM and current oversight practices to ensure an adequate pool of effective reviewers, including the following:

- Define the number and type of reviewers that should be available for PDD evaluations before each submission period. Clarify that PED has final approval authority over whether an individual may serve as a PDD reviewer.
- Formally define goals and reporting periods for overall reviewer agreement rates for each submission period. Agreement rates should be a formal performance measure.
- Consider random scoring post-audits and regular reporting of reviewers' agreement rates.

Consolidate information currently contained in various locations (contracts, websites, etc.) on PDD reviewer selection, training and approval, and oversight into a single policy and procedure document.

Generally, the PDD process, from online submission and payment by teachers to online reviews, works efficiently. However, the laws and PED contracts governing the collection and spending of PDD fees collected from teachers need modification to allow PED to continue this process, but within the normal practices governing state finances. The following recommendations recognize these needed changes require legislative action and corresponding agency action that may not occur until FY 09, but PED should start planning immediately.

The following recommendations would require legislative action and are intended to balance executive flexibility with the Legislature's constitutional appropriations authority.

- Consider amending Section 22-8-44 (B) NMSA 1978 to clarify that money in the fund is subject to annual legislative appropriations. Currently, the statute appears to delegate this authority by appropriating all money in the fund outside the normal annual appropriations process.
- Consider amending Section 22-8-44 (B) NMSA 1978 to clarify that appropriations from the fund may be used to cover the costs of licensing educators, including costs associated with evaluating and processing licensing applications and PDDs, conducting background checks, and enforcing educator ethics requirements.
- Consider granting PED budget adjustment authority in the *General Appropriation Act* to increase the department's operating budget using revenue from the Educator Licensure Fund for unexpected growth in the number of teachers submitting licensure advancement applications. The BAR authority should require certification of increased applications above projected applications by the Department of Finance and Administration, subject to review and objection by the LFC. This BAR authority would allow PED to cover the PDD reviewer and VisionLink fee costs should the number of teachers applying for licensure advancement exceed the initial estimates used in preparing the budget.

Future contracts for PDD administration should include provisions to implement the following practices:

- require the company to remit all fees collected from educators to PED;
- reimburse the company for costs and fees outlined in the contract, including costs for paying PDD reviewers;
- clarify the contractual status of PDD reviewers. Consider classifying them as independent subcontractors of VisionLink subject to PED approval. PED may rely on recommendations for PDD reviewer approval from UNM per its current role as trainer; and
- require PED staff to report regularly on the timeliness of payments to VisionLink.

TEACHER PROFESSIONAL DEVELOPMENT

New Mexico Has Not Fully Aligned Its Policy of Improving Teacher Quality Through the Three-Tiered System and Spending on Professional Development.

Teachers must now demonstrate increased competency to qualify for significant increases in compensation. Before implementation of the current three-tiered system, all teachers, whether in their first or twentieth year, were expected to meet a common core set of teacher competencies. In addition, the previous system did not contain explicit expectations of or provide awards for improved teaching effectiveness over time.

New Mexico has aligned its teaching standards, also called competencies, to differentiate expectations for beginning, professional, and master level teachers. The alignment of teacher competencies is in direct support of the three-tiered licensure and compensation system. The PDD and annual local evaluations done by school leaders assess whether teachers are meeting the teaching standards for their level of licensure and compensation. As a result, assuming effective implementation, the state is in a better position to ensure that increased licensure levels and compensation are supported by enhanced teaching practice.

Improving teachers' competency in the classroom requires ongoing high-quality professional development. The licensing levels and annual local evaluations encourage ongoing development of teacher's skill sets. In addition to evaluations, teachers and their principals are required to implement annual individual professional development plans.

According to a recent LESC report, a review of the impact of professional development on teachers' skill sets has shown mixed results. Much is dependent on the quality and focus of the training. State law requires PED to develop a professional development framework to better define high-quality professional development and for use in determining funding. Specifically Section 22-10A-19.1 (B) NMSA 1978 states that "The framework shall include:

- (1) the criteria for school districts to apply for professional development funds, including an evaluation component that will be used by the department in approving school district professional development plans; and
- (2) guidelines for developing extensive professional development activities for school districts that:
 - (a) improve teachers' knowledge of the subjects they teach and the ability to teach those subjects to all of their students;
 - (b) are an integral part of the public school and school district plans for improving student achievement;
 - (c) provide teachers, school administrators and instructional support providers with the strategies, support, knowledge and skills to help all students meet New Mexico academic standards;

- (d) are high quality, sustained, intensive and focused on the classroom; and
- (e) are developed and evaluated regularly with extensive participation of school employees and parents.”

PED has developed a professional development framework but has yet to fully implement a process to evaluate local district plans or their effectiveness for funding purposes. PED requires school districts to prepare systems-wide professional development plans for varied purposes and consolidates these plans into the Educational Plan for Student Success (EPSS).

As reported by the LESC, the department does not evaluate every EPSS plan but rather focuses more on districts and schools struggling to make progress in the area of student achievement. District plans, as required by EPSS guidelines, focus professional development activities on systemic or school-wide activities or using data to inform instruction. School-wide activities and spending reported in the plans appear to focus extensively on training local staff in strategic planning using Baldrige programs.

Ironically, the EPSS plans reviewed for FY 07 showed no clear link between a school or district needs assessment that shows teacher deficiencies identified through local teacher evaluations or whether the school-wide professional development activities are in fact aligned with teacher professional development plans. Not aligning these plans may result in the school or district focusing resources on activities that will not ameliorate core problems in a school. For example, schools will not improve if a principal determines that math teachers show weakness in differentiating their instruction among different learners but then spends professional development resources reimbursing tenured teachers for taking classes toward a master’s degree or sending them to Baldrige training.

Districts do not receive ongoing data about which competencies their teachers going through the PDD process struggle with the most. Detailed feedback from the PDD reviews could prove more valuable to districts in identifying potential weaknesses in their teacher’s competency areas as more teachers progress through the licensing system.

The State Lacks Comprehensive Information on Professional Development Spending, Both at PED and at the Local School District Level.

PED has struggled to compile an accurate accounting of spending on professional development by the agency, either to identify the activities or to determine whether those activities meet the department’s own criteria for high-quality programs. Likewise, accounting for professional development spending at the local level proves difficult, especially under the state’s new accounting system. For example, multiple contract costs are imbedded in a single budget code, making it difficult to determine the amounts in contracts that support vendor-provided training. The Legislature added almost \$15 million to local districts’ base funding for professional development and additional teacher contract days for in-service training between FY 99 and FY 02. More information on how districts used this

and other sources of funding for professional development would be beneficial, especially as the state examines how it should revise the funding formula for schools.

The LESC estimates spending at approximately \$45 million in federal, state, and local professional development funds statewide, based on budget amounts for FY 08, but acknowledges that this estimate may undercount significant resources. For example, local districts reported budgeting almost \$4.0 million in “other professional services” and over \$30 million in interagency contracts across all funds supporting instruction, according to PED. Some amount of contracted professional development services is included in these figures, but due to the current structure of the chart of accounts these costs are not as transparent as they could be. The LESC report acknowledges that “estimating annual school district expenses of federal funds for professional development was beyond [its] scope.” Major federal sources for contracted or other professional development services at the local level include Title IA, Title IB-Reading First, Title IIA prior to FY 07, Title III, Carl A. Perkins, and IDEA.

Accounting for spending is also made difficult by trying to categorize whether a school, district, or state activity should be considered “professional development.” The definition of professional development is broad. According to PED, “professional development is a systemic process by which educators increase knowledge, skills, and abilities to meet professional and organizational goals that build capacity within the individual, organization, and education system for the purpose of ensuring success for all students.”

Professional development could include traditional reimbursement for teacher coursework or conferences; salary and benefits for instructional coaches at school sites; or contract spending on outside vendors to provide in-service training. Likewise, professional development could include the costs of additional teacher contract days the state has provided for in-service training or district costs reimbursing substitute teachers while regular classroom teachers attend conferences or other training during the school year.

The State Has Aligned Resources with the Three-Tiered System Requirements for Beginning Teachers to Receive Mentoring.

The requirement in law for all beginning teachers to participate in a mentorship program pre-dates the creation of the Three-Tiered Teacher Licensure System in 2003. Since 2000, the Legislature has appropriated approximately \$8.1 million for beginning teacher mentorship. In 2000, the LESC endorsed legislation to establish a teacher mentorship program. Although the legislation did not pass, the Legislature appropriated \$500,000 to the State Department of Education (SDE) to fund several pilot mentorship programs. In 2001, legislation was enacted to establish a beginning teacher mentorship program in law and to require SDE to create a framework for mentorship and provide support to districts that did not have well-developed mentorship programs. In 2002, SDE required districts to submit mentorship plans to the department for review and approval. According to PED rule, the district mentorship plans must be at least one year in length and include:

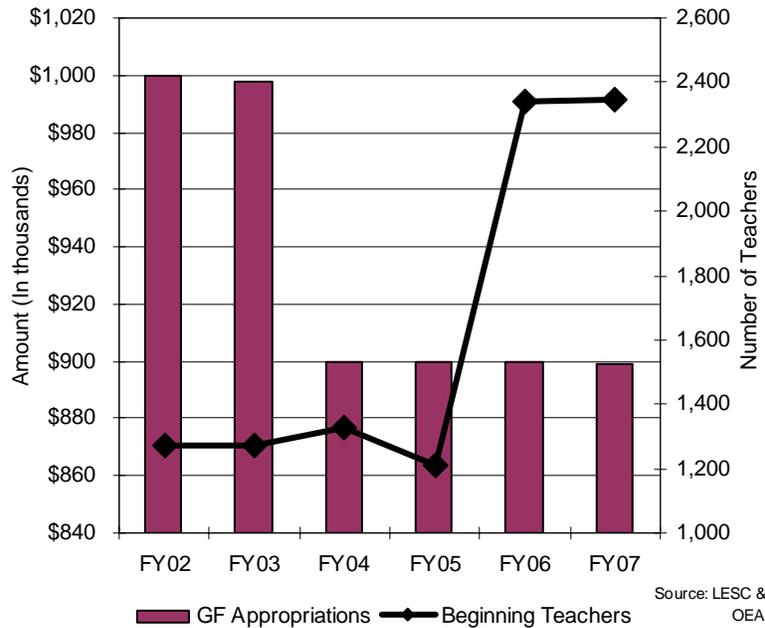
- individual support for beginning teachers from a designated mentor, including collaborative curriculum design and classroom observations;
- structured, research-based training for mentors;
- a structured process for the selection of mentors;
- compensation for mentors;
- ongoing formative and summative evaluations of the beginning teachers' performance;
- a process for addressing grievances between beginning teachers and their mentors; and
- provisions for an additional two to three years of mentoring if necessary.

When the Three-Tiered Teacher Licensure System was created, participation in a mentorship program became a requirement for all Level 1 teachers to be eligible for advancement to Level 2 and a responsibility that Level 3 teachers may assume as part of their increased leadership responsibilities. Since mentorship is coordinated and evaluated at the district level and district mentorship plans were submitted to the department prior to the implementation of the Three-Tiered Teacher Licensure System, more extensive research would be necessary to determine to what extent mentoring focuses on the completion of the PDD in addition to its initial purpose of enhancing the instructional effectiveness of beginning teachers. However, some comments on the 2007 teacher supply and demand survey indicate that mentors may assist Level 1 teachers with completion of the PDD in some districts.

In 2007, legislation was enacted requiring that teacher preparation programs, colleges of arts and sciences, and high schools (1) collaborate to develop a model for mentorship in order to provide “structured supervision and feedback” to all graduates of New Mexico teacher preparation programs who obtain a position teaching in New Mexico public schools; and (2) provide their recommendations and a cost analysis to the LESC. The 2007 legislation also requires that mentorship funds be distributed according to the number of beginning teachers on the 40th day of the current school year instead of the prior year.

Chart 18 provides a summary of the funding associated with the beginning teacher mentorship program and the number of teachers mentored through FY 07. The Legislature appropriated \$2.0 million for mentorship for FY 08; however, PED is in the process of verifying the number of beginning teachers in each district as of the 40th day of school year 2007-2008. The LESC will hear a report on beginning teacher mentorship at the December 2007 meeting, including the recommendations from the task force convened to create a model for mentorship as required in the 2007 law.

**Chart 18. Mentoring Program
FY01 - FY06**



Recommendations

PED should clarify professional development framework rules and the EPSS process to require districts to identify how their local plans take into account supporting teacher competencies as identified through teacher professional development plans in addition to other data such as student achievement scores.

PED should compile and report annually to OEA, LESC, and LFC on professional development spending by the department (both federal and state funding) and explain whether that spending meets its own guidelines for high-quality professional development. PED should ensure that agency spending is aligned with state policy goals and priorities.

PED should (1) amend the state’s chart of accounts to require local districts to report contracted professional development across functions, not just instruction; and (2) consider convening a task force to create a streamlined reporting requirement for districts to annually identify professional development spending. Currently, districts provide some budget information as part of the EPSS, but not comprehensive information. At a minimum, reimbursement costs for training and coursework (and associated travel), outside contractors, costs for in-service days (teacher contract days, substitute reimbursement), mentorship costs, in-house staff trainers and overhead, and instructional coaching costs should be included in the reporting.

THE CHALLENGE OF SCHOOL LEADERSHIP**Increased Focus on Improving Learning for All Students Has Heightened the Need for Effective School Leaders, in Addition to High-Quality Teachers, Both Nationwide and in New Mexico.**

National attention has focused on the need to redefine school leaders' roles, authority and skill sets to meet the challenges facing today's schools. In some cases, the public's and policymakers' expectations of principals may be deterring many prospective leaders who feel unprepared to meet today's demands of school leadership. The possibility that too many talented individuals may be hesitant to take leadership roles in schools is a concern because research supported by the Wallace Foundation shows that, "Leadership is second only to classroom instruction among all school related factors that contribute to what students learn in school." Furthermore, "There are virtually no documented instances of troubled schools being turned around in the absence of intervention by talented leaders."

Having enough talented school leaders is especially important in New Mexico, which faces the challenge of having approximately 47 percent of its 800 schools at some level of the school improvement framework. On this point, 61 schools in New Mexico are in the final stage of the school improvement process in school year 2007-2008, which means that they are implementing a school-wide restructuring plan. One of the options for restructuring is to replace all or most of the school staff, which may include the principal, who are relevant to the school's inability to make AYP. Although all 61 schools chose a different option – implementing any "other major restructuring" of the school's governance arrangement – PED reports that at least 15 of these schools have also changed principals, whether as a result of retirement, reassignment for other reasons, or some other factor.

The challenges of finding and keeping enough talented leaders are not just a New Mexico issue; they are a national problem. According to research supported by the Wallace Foundation, "the leadership we have had in public P–12 education is not helping us attain what matters most to the current constituents for public education: that all children, regardless of race, ethnicity, language background, or family circumstances, learn challenging content and habits of mind that equip them equitably for fulfilling intellectual, occupational, and civic futures."

School Leadership Roles. According to NCSL, "leadership is increasingly regarded as a key factor in whether schools fail or succeed" and the "pressure on school leaders has intensified since the passage of the federal No Child Left Behind Act (NCLB) of 2001." In addition, the past twenty-some years have resulted in an increased focus on "school accountability," an expectation that schools provide an adequate education to a more diverse student body and employ higher quality teachers in a significantly more competitive labor market.

A growing body of research is attempting to broaden the historically defined role of school leadership from “performing customary administrative and managerial duties—such as budget oversight, operations and discipline—to include emphasis on other responsibilities such as curriculum development, data analysis and instructional leadership,” according to NCSL. For example, schools are experimenting with efforts to distribute school leadership functions within the school rather than expect one person – the principal – to carry out all these functions. According to a 2006 study by the Center for the Study of Teaching and Policy, “three strategies are especially popular. The first creates new positions with instructional leadership responsibilities (e.g., instructional specialists or coaches); the second takes advantage of existing instructional leadership expertise among the school staff (by formalizing teacher leadership positions); and the third cultivates collective leadership with teachers’ professional learning communities.” New Mexico’s three-tiered licensing structure supports the concept of master teachers taking additional teacher leadership responsibilities, supporting the distributional leadership model. How local school districts implement these approaches may vary, including among each district’s schools.

The Wallace Foundation is funding extensive research into better defining the standards and training needed for effective school leadership, as well as the kinds of constraints that school leaders face. OEA received a grant from the foundation in 2004, one of 22 states, to assist in this endeavor. Included in OEA's grant activities are gathering information about the status of educational leadership in New Mexico and training for New Mexico principals on the effective use of data to drive decision-making at the school level. Both of these activities support PED’s efforts to help schools implement better school strategic planning and resource allocation centered on student learning.

Previous Work by OEA Indicated that Many Schools Experienced High Rates of Principal Turnover and that the Quality and Quantity of Applicants for Principals Had Decreased.

The 2004 study conducted by OEA, UNM, and the New Mexico Coalition of School Administrators pointed out that the average principal’s tenure was only 2.8 years as reported by district officials. In addition, approximately half of the 535 schools included in the study “had three to seven principals in the previous ten years, and 26 percent had four or more principals.” These data are presented in Table 14.

**Table 14. Principal Turnover
1994 – 2004**

# of Principals in Ten Years (1994-2004)	# of Schools Reporting	Percent
1	87	16.3%
2	175	32.7%
3	128	23.9%
4	72	13.5%
5	44	8.2%
6	22	4.1%
7	7	1.3%
Total	535	100%

Source: OEA, UNM, NMCSA 2004

The school districts responding to this 2004 survey noted that high rates of principal turnover resulted in a number of problems, including increased teacher turnover; decreased student achievement scores; poor morale; lack of community confidence; and lack of program continuity. In addition, two-thirds of the responding districts reported that both the quality and quantity of applicants for principal positions have decreased over the last 10 years. Finally, districts responding to the 2004 survey indicated that principal stability would be increased by a number of initiatives including pay commensurate with responsibilities; reduction in “red tape” so that principals could focus on instructional leadership; finding ways to support and respect principals; and more professional development designed for leadership, including mentoring and networking.

In 2007, the Wallace Foundation helped New Mexico collaborate with Ohio, Michigan, Georgia, and Kentucky in a series of multi-state studies examining the challenges that principals face in using accountability data to improve student learning. Some of the key findings of those studies are presented in charts 19, 20 and 21.

Chart 19. Percentage of Principals Who Completely or Strongly Agree Their Preparation/Certification Program Prepared Them To Deal Effectively With Accountability Data

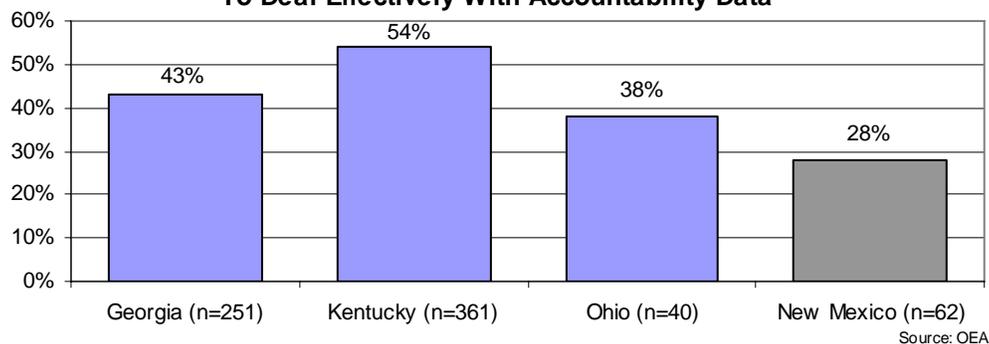


Chart 20. Do Principals Get Adequate Support From The District and The State In Using Data?

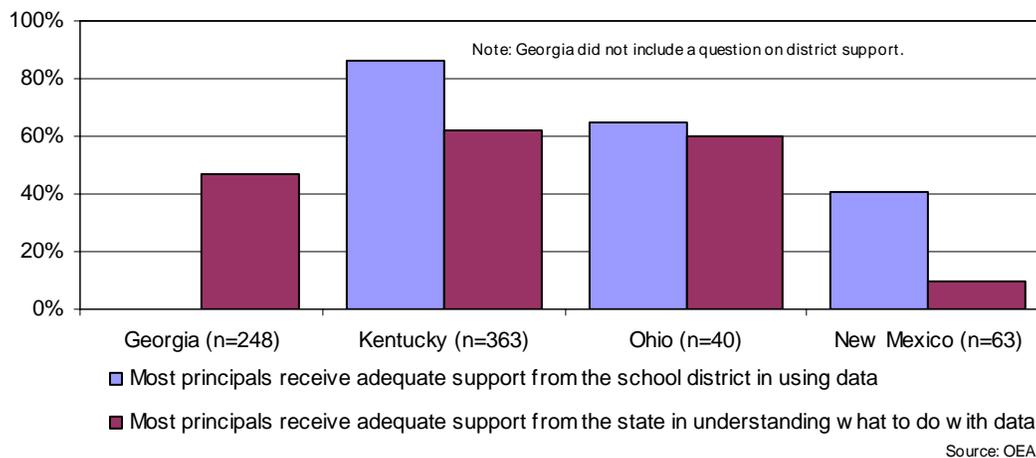
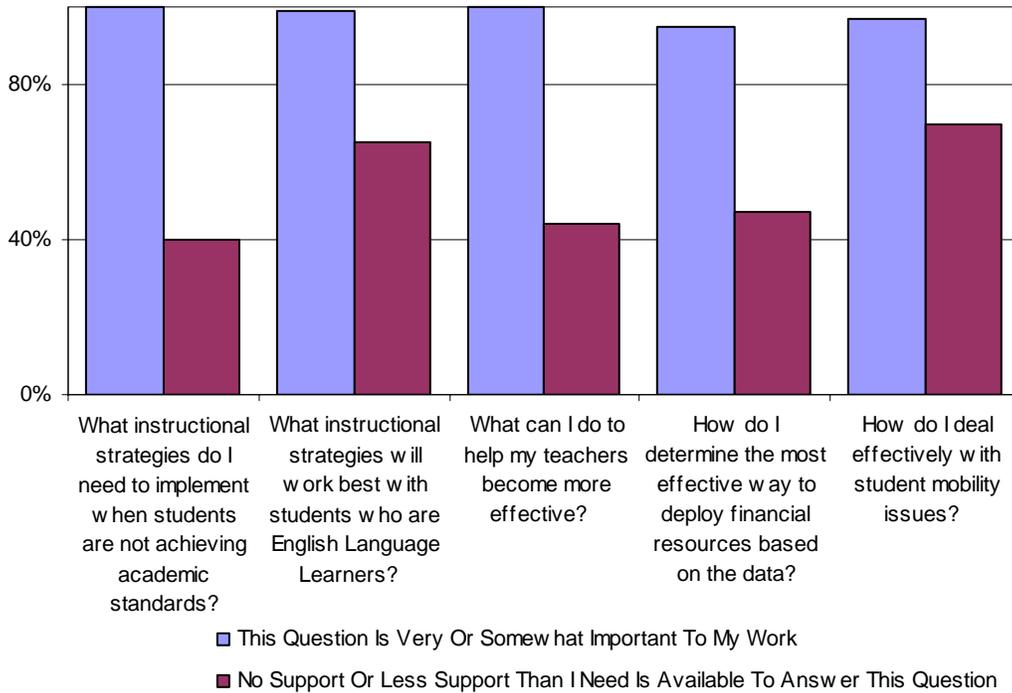


Chart 21. How Much Support Is Available To Principals As They Make Key Data-Informed Decisions? (N=71 New Mexico Principals)



New Mexico Has Made Efforts to Build a System of Support for School Principals.

The education reforms passed in 2003 included major changes designed to increase the authority of principals and superintendents:

Each school principal, with the help of school councils made up of parents and teachers, must be the instructional leader in the public school, motivating and holding accountable both teachers and students. Each local superintendent must function as the school district’s chief executive officer and have responsibility for the day-to-day operations of the school district, including personnel and student disciplinary decisions.

Over the last four years, New Mexico has begun to make improvements in the system of support for school leaders, including recruitment, preparation, mentoring, evaluation, professional development, and addressing the working conditions of principals.

Recruitment, Preparation, and Mentoring of New Principals. A number of states are developing strategies for identifying talented individuals and recruiting them into positions of leadership. The Southern Regional Education Board (SREB) writes in its 2007 study:

Only the most promising individuals should be prepared as school leaders. Yet many states and districts still draw primarily on a volunteer pool that includes many untested and often poorly qualified would-be principals. We can develop a ready supply of well-prepared school leaders if universities and districts would work together to recruit, select, and prepare future principals with the most promise of improving classroom practice and student achievement.

Several New Mexico school districts, including Gadsden and Albuquerque, are exploring collaborative partnerships with higher education to identify and recruit new leaders, but New Mexico still primarily relies on a volunteer pool to fill principal vacancies.

The SREB report includes a number of suggested steps that states can take to strengthen the selection, recruitment, and preparation of new principals. These steps include:

- encouraging school districts to develop school leadership succession plans;
- developing statewide data systems that track the supply and demand for principals, projected retirements, principal preparation program enrollment and completion rates, the licensing and hiring of in-state and out-of-state program graduates, and other key data related to leadership; and
- promoting partnerships among universities, colleges, and school districts to recruit and prepare future principals and ensuring that those preparation programs meet district needs for effective school leaders.

Evaluation of and Professional Development for Principals. Over the last two years, PED has worked with an evaluation task force convened by New Mexico State University (NMSU) to strengthen the criteria that are used to evaluate principals. The evaluation task force has developed the draft of the competencies and procedures in the New Mexico Highly Objective Statewide Evaluation System for School Leaders. The new procedures for principal evaluation are currently being circulated for public review by the PED. The PED is planning to finalize the new evaluation system this fall, engage in training sessions over the spring and summer of 2008, and implement the new principal evaluation system in school year 2008-2009.

The relationship between evaluation and professional development is as important for principals as it is for teachers. If principals are to be evaluated on their leadership abilities, particularly those principals who work in high-need schools, then they must have the professional development opportunities to develop and strengthen those leadership abilities.

The topic of professional development for teachers is addressed in Chapter 5 of this report, but it is important to note that professional development for principals is equally important. At this point in time, however, New Mexico does not have an overall coordinated approach for the professional development of principals and other school leaders although there are a number of separate activities. The PED has several bureaus and divisions – including the Priority Schools Bureau, Special Education Bureau, and the Educator Quality Division – that offer professional development programs specifically for principals and other school leaders.

The OEA has used Wallace Foundation funding to develop a Principals Support Network that helps principals use accountability data. Other organizations and agencies – among them Re:Learning New Mexico, Strengthening Quality in Schools (SQS), and higher education institutions – do offer professional development opportunities for principals. These are all important efforts but they need to be evaluated carefully and – if proven effective – they should be expanded. More importantly, however, these efforts need to be coordinated, particularly those efforts aimed at providing professional development to principals in schools in need of improvement.

In 2007, the OEA commissioned a study of the kinds of support that are offered to principals in high-need schools across the United States, as well as in Great Britain, Australia, and New Zealand. This study found that two-thirds of the states have implemented interventions aimed at providing support and training to school leaders. Interventions range from simple add-ons within existing leadership programs to thoughtfully designed initiatives aimed at increasing the knowledge and skills of educational leaders in focusing on student achievement and school improvement. Among the latter group, some common components can be found in most, if not all, of the interventions:

- leadership academies or institutes;
- incentives and rewards (e.g. cash incentives, recognition for exemplary work);
- coaching;
- demonstration sites;
- recruiting, certification, and support of new principals; and
- online resources.

These efforts in other states, along with many of the efforts currently underway in New Mexico could provide the basis for a well-developed, coordinated, and effective approach to supporting principals and other school leaders.

Raising the Salaries and Addressing the Other Working Conditions of Principals. In 2007, the Legislature and the Executive took one of the most important steps in addressing the supply and demand for school principals by increasing the minimum salaries paid to principals, responding to an issue that LESC work groups had studied during previous interims. Beginning with school year 2007-2008, the minimum salaries for principals will be calculated by multiplying a responsibility factor by \$50,000, which is the minimum annual salary for Level 3-A teachers. In addition, the new salary structure for principals is linked to the new principal evaluation system described in the previous section of this report with a specific reference in statute [22-10-11 G NMSA 1978] that states the evaluation must include data sources linked to student achievement and the progress on the EPSS. Table 15 provides information on the responsibility factor and the associated minimum salaries for principals and assistant principals in elementary, middle, and high schools.

Table 15: The Responsibility Factor and Minimum Salaries for Principals and Assistant Principals in Elementary, Middle/Junior High, and High Schools.

School Level	Principal		Assistant Principal	
	Responsibility Factor	Minimum Salary	Responsibility Factor	Minimum Salary
Elementary School	1.20	\$60,000	1.10	\$ 55,000.00
Middle/Junior High School	1.40	\$70,000	1.15	\$ 57,500.00
High School	1.60	\$80,000	1.25	\$ 62,500.00

Source: New Mexico Legislature Web Site

Research sponsored by the Wallace Foundation indicates that, although competitive salaries are a necessary factor in attracting and retaining principals, dissatisfaction over salaries is not the only factor that drives good principals out of the profession. Some of the other constraints facing principals that must be addressed are the lack of authority and flexibility to allocate their resources (people, time, and money), inappropriate political pressures and influences, and the lack of time and training to be instructional leaders.

State Licensing Requirements May Affect the Potential Labor Pool for School Administrators.

The issue of licensure for school principals is complex. Many of these issues – such as how to develop “leadership” in a school – are local human resource functions of the school district. However, the state does have an important role to play in supporting district efforts, and it provides a “gatekeeper” function into the profession by licensing school personnel. State law requires all individuals supervising, among other school activities, education programs to hold a valid license from PED.

New Mexico has recently taken steps to expand the potential principal labor pool by allowing counselors and college professors to qualify for school administrator licenses in certain circumstances. In 2007, the Legislature enacted House Bill 345 and House Bill 1090 to expand the potential labor pool for school leaders (Laws 2007, Chapter 146 and Laws 2007, Chapter 303). HB 345 creates a process that would allow a person with a doctorate degree in fields other than teaching to become a Level 2 teacher, Level 3 teacher, or public school administrator. The applicant would need a minimum of six years of experience for Level 3-B, but the law permits experience in higher education settings to be equated with teaching students in a K-12 setting. HB 1090 extends authority to PED to grant a school administrator license to a Level 3-A counselor, provided that individual has been in a counselor role for a minimum of six years.

During the 2007 session, the Legislature also passed Senate Joint Memorial 15, requesting that PED study alternative licensure pathways for school administrators. SJM 15 specifically recognized the conflict between New Mexico’s education reform goals of providing better financial incentives for teachers to remain in the classroom with the requirement that only master teachers could qualify for a school administrator license. The

PED has convened a task force that is currently studying the issues and will report their recommendations later this fall.

Until this year, state law allowed only master level 3-A teachers to qualify for school administrator licenses. State law recognizes school administrators as the highest licensure level for New Mexico’s progressive career licensing system. Specifically, Section 22-10A-4 (C) NMSA 1978 states “a level three-B license is for teachers who commence a new career path in school administration by becoming school administrators.” PED rule further provides that prospective school administrators must hold a Level 3-A license for one year, have a master’s degree from an accredited institution, complete 18 credit hours from PED-approved coursework or administrator prep-program, demonstrate instructional leadership competence through a 180-hour internship, and pass an administrator licensing exam. New Mexico’s administrator license requirements may unduly restrict school districts’ ability to hire school principals in the future.

School superintendents must hold or have applied for a school administrator license. New Mexico does not have a separate license or endorsement for school superintendents.

The practice of licensing professions is intended to protect the public. A delicate regulatory balance is needed to ensure that individuals possess minimum skills to practice without providing unnecessary barriers for entry into the profession that may restrict trade practices. Licensing requirements ensure that individuals possess a minimum set of qualifications, including demonstrating minimum competency to practice. Licensing functions also protect the public by providing a remedy for sanctioning or removing individuals from practicing their profession if their actions harm or endanger the public or if they are unethical.

School district officials indicate that principals need teaching experience, but some expressed concern over the limited number of quality applicants in their areas. Approximately 54 percent of district officials responding to the 2007 OEA, LESC, LFC survey felt that seven years of classroom experience is necessary to produce a high-quality principal. Responses to other survey questions included the following:

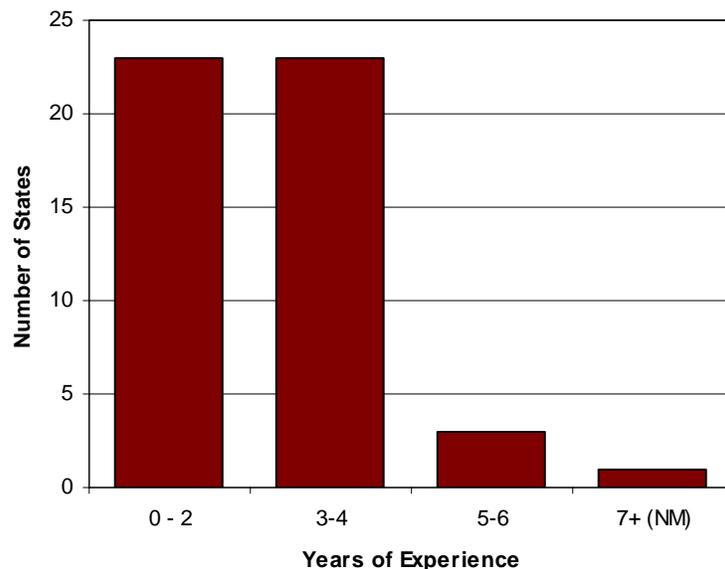
- School district officials indicate that the system has historically drawn its principals from a pool of more experienced teachers. Approximately 61 percent of district officials responded that Level 3-A, or a district’s most experienced teachers with advanced degrees, were the most common role principals and assistant principals had performed prior to running a school. Approximately 6.0 percent of district officials felt that the primary pool was from central office administration, and only 2.6 percent felt that the most common role prior to being a principal was counselors.
- Only 33 percent believe that the Level 3-A prerequisite keeps potential principals from pursuing an administrator’s license.
- Survey responses appear to largely reflect district officials’ own work history as approximately 77 percent indicated that they would have qualified under today’s requirements.

General themes from those who commented on the survey included the following:

- Ultimately it depends on the individual whether seven years' classroom experience is enough to make a high-quality principal.
- A number of responders felt that seven years in the classroom and even being evaluated at all license levels was necessary to be able to evaluate teachers effectively.
- Others indicated that the requirement was overly burdensome and reduced district flexibility, even to the point of discouraging talented individuals from outside the education system from pursuing administrative positions.
- Many, but not all, district officials felt that they lacked an adequate labor pool from which to select principals, in part due to the current school administrator license requirements. Other reasons given were the pay was not commensurate with the responsibilities, particularly compared with current Level 3-A salaries, the rural nature of some districts, and the heavy workload of today's principals.

As shown in Chart 22, New Mexico requires more years of classroom experience for prospective school administrators than any other state. Most states require prospective principals to have a master's degree, complete some type of preparation program, or take additional education administrator coursework and complete an entrance exam. Some states, such as Michigan, delegate requirements for whether someone can work as a principal to local school boards. According to the Education Commission of the States, 27 states, including New Mexico, have reciprocity agreements through the National Association of State Directors for Teacher Education and Certification (NASDTEC).

Chart 22. Required Years of Teaching Experience for Principals



Source: ECS, 2004

New Mexico Also Faces Challenges with Retaining Superintendents.

A recent survey by the New Mexico Coalition of School Administrators shows that 68 districts, or approximately 76 percent, have had a change in superintendent position since 2003. Continued changes at this important leadership position may make sustaining state reforms at the local level more difficult.

Table 16. Superintendent Turnover - 2007

Category	Number	Percent
Districts with the Same Superintendent Since 2003	21	23.6%
Districts with only 1 Change in Superintendents Since 2003	37	41.6%
Districts with 2 or More Changes in Superintendents Since 2003	31	34.8%
Totals	89	100.0%

Source: New Mexico Coalition for School Administrators

Recommendations

The PED, in collaboration with the Legislature, OEA, HED, higher education institutions, educational organizations, and other key groups, should create a systematic plan for the recruitment, preparation, mentoring, evaluation, professional development, and support for school principals and other school leaders. The plan should build on and integrate efforts to strengthen educational leadership in New Mexico including the study of alternative pathways (SJM -15), the implementation of the Highly Objective Statewide Evaluation System for School Leaders, and the increase in principals' minimum salaries provided by legislation in 2007. The systematic plan should include:

- a review of successful strategies used in districts and states for the identification and recruitment of individuals with leadership potential;
- an examination of whether existing requirements that limit the type of teachers who may move into principal positions needs modification;
- an examination of the status and effectiveness of the higher education preparation programs for school administrators;
- a study of ways to promote partnerships among universities, colleges, and school districts to recruit and prepare future principals and to ensure that those preparation programs meet district needs for effective school leaders;
- the development of school leadership databases that track the supply and demand for principals and other school administrators; projected retirements; educational leadership preparation program enrollment and completion rates; and principal and superintendent turnover; and
- the development of ongoing procedures to monitor, coordinate, and strengthen professional development for school leaders, with a particular focus on developing a coordinated and effective professional development for principals in schools in need of improvement.

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PUBLIC EDUCATION DEPARTMENT COMMENTS

November 27, 2007

MEMORANDUM

TO: Office of Education Accountability, Legislative Education Study
Committee, and
Legislative Finance Committee

FROM: Veronica C. García
Secretary of Education

**RE: NEW MEXICO'S THREE –TIERD TEACHER LICENSURE
SYSTEM**

The following are the New Mexico Public Education Department's responses to the joint evaluation of the Three Tiered Licensure System. The New Mexico PED commends OEA, LESC and LFC, for their collaborative efforts in the review of the Three Tiered Licensure process. Including PED from the beginning of the process was very helpful and enabled PED to provide information and clarify processes when necessary.

Recommendation (Recruitment and Retention)

New Mexico should design and fund a study to examine whether student achievement growth models; and student achievement and teacher quality value-added models should be used in the state. This study would then be able to make recommendations to the Governor and the Legislature for the implementation of a long-term teacher effectiveness accountability system.

PED agrees that a study that examines the best statewide measures of teacher effectiveness should be funded and conducted and that OEA do an analysis and develop an annual report.

Recommendation (Professional Development Dossier)

The following recommendations would require legislative action and are intended to balance executive flexibility with the Legislature's constitutional appropriations' authority.

- Consider amending Section 22-8-44 (B) NMSA 1978 to clarify that appropriations from the fund may be used to cover the costs of licensing educators, including costs associated with evaluating and processing licensing

- applications and professional development dossiers, conducting background checks and enforcement of educator ethics requirements.
- Consider amending Section 22-8-44 (B) NMSA 1978 to clarify that money in the educator licensure fund is subject to annual legislative appropriations. Currently the statute appears to delegate this authority by appropriating all money in the fund outside the normal annual appropriations process.
 - Consider granting PED necessary budget adjustment authority in the general appropriations act to cover the costs of PDD reviews if unexpected growth in the number of teachers submitting licensure advancement applications.

In response to the statutory changes, PED should modify future contracts to ensure proper collection of applicant fees and timely payment of vendors.

PED agrees with the recommendations to consider amending the aforementioned statutes. At the time PED entered into the contract with our current provider, this company was the sole source for providing the necessary services associated with the Professional Development Dossier. PED feels strongly that it must continue with the current contracts without any amendments until June 30, 2008 and that to do otherwise would derail the Professional Development Dossier process.

Recommendation (Professional Development)

PED should compile and report annually to OEA, LESC and LFC on professional development spending by the department using federal and state funding, and whether that spending meets the department's own guidelines for high quality professional development; and amend the state's chart of accounts to require local districts to report contracted professional development across functions, not just instruction.

PED agrees that professional development in New Mexico needs to be aligned with state policy goals and priorities and that a system for collecting information regarding how professional development funds are being spent is needed. Currently PED is working with recipients of funds that are under PED purview to ensure that these resources are aligned with state goals.

PED has put into place a cross functional professional development team with representation from each of the PED bureaus for the purpose of working collaboratively to identify, align, and focus professional development to the schools and districts. This team is also working on the development of common templates for evaluating effectiveness of the professional development.

PED will compile a report on spending and quality assurance of Professional Development under PED's purview and provide that report to OEA, LESC, and LFC annually.

Recommendation (School Leadership)

PED, in collaboration with the Legislature, OEA, HED, higher education institutions, educational organizations and other key groups should create a systematic plan for the recruitment, preparation, mentoring, evaluation, professional development, and support for school principals and other school leaders. As part of the plan the group should examine of whether existing requirements that limits the type of teachers who may move into principal positions needs modification.

PED agrees that collaborating with the key partners identified in the recommendation and developing a systematic plan for the recruitment and retention of school leaders is a critical next step in the continuing efforts to improve education in the state. PED will provide leadership in developing that plan. In addition, PED will continue to work with the task force studying SJM 15 to conduct an examination of whether existing requirements limit the type of teachers who wish to become principals, and determine if these requirements need to be modified.

Thank you.

VCG/MRC

cc: Dr. Catherine Cross Maple, Deputy Secretary, Learning and Accountability

This evaluation was conducted jointly by the Office of Education Accountability, the Legislative Education Study Committee, and the Legislative Finance Committee. The evaluation team members included the following staff.

Office of Education Accountability

- Dr. Peter Winograd, Director
- Ms. Beata Thorstensen
- Dr. Madeline Feijoo
- Mr. Richard LaPan
- Dr. Wanda Trujillo

Legislative Education Study Committee

- Dr. David Harrell, Research Analyst
- Ms. Eilani Gerstner, Research Analyst

Legislative Finance Committee

- Mr. Manu Patel, Deputy Director for Program Evaluation
- Mr. Charles Sallee, Program Evaluation Manager
- Mr. Brian Schuss, Program Evaluator

The evaluation team would also like to acknowledge Dr. Mary Rose CdeBaca, Assistant Secretary, Educator Quality Division, Public Education Department for her participation and assistance throughout the evaluation process.

APPENDIX B

Districts And Charter Schools That Did And Did Not Respond To The 2007 OEA, LESC, And LFC Survey		
<i>Responding Districts</i>	<i>Responding Districts</i>	<i>Non Responding Districts</i>
Albuquerque Public Schools	Mesa Vista Consolidated Schools	Alamogordo Public Schools
Animas Public Schools	Mora Independent Schools	Cuba Independent Schools
Artesia Public Schools	Moriarty Municipal Schools	Espanola Public Schools
Aztec Municipal School District	Mosquero Municipal Schools	Gallup-McKinley County Schools
Belen Consolidated Schools	Mountainair Public Schools	Grants-Cibola County Schools
Bernalillo Public Schools	Pecos Independent Schools	Hatch Valley Municipal Schools
Bloomfield Schools	Penasco Independent Schools	Jal Public Schools
Capitan Municipal Schools	Pojoaque Valley Public Schools	Lake Arthur Municipal Schools
Carlsbad Municipal Schools	Portales Municipal Schools	Las Vegas City Schools
Carrizozo Municipal Schools	Quemado Independent Schools	Melrose Public Schools
Central Consolidated Schools	Questa Independent Schools	Raton Public Schools
Chama Valley Independent Schools	Reserve Independent Schools	Santa Rosa Consolidated Schools
Cimarron Municipal Schools	Rio Rancho Public Schools	
Clayton Public Schools	Roswell Independent School District	
Cloudcroft Municipal Schools	Roy Municipal Schools	
Clovis Municipal Schools	Ruidoso Municipal Schools	
Cobre Consolidated Schools	San Jon Municipal Schools	
Corona Municipal Schools	Santa Fe Public Schools	
Deming Public Schools	Silver City Consolidated Schools	
Des Moines Municipal Schools	Socorro Consolidated Schools	
Dexter Consolidated Schools	Springer Municipal Schools	
Dora Consolidated Schools	Taos Municipal Schools	
Dulce Independent Schools	Tatum Municipal Schools	
Elida Municipal Schools	Texico Municipal Schools	
Estancia Municipal Schools	Truth or Consequences Schools	
Eunice Public Schools	Tucumcari Public Schools	
Farmington Municipal Schools	Tularosa Municipal Schools	
Floyd Municipal Schools	Vaughn Municipal Schools	
Fort Sumner Municipal Schools	Wagon Mound Public Schools	
Gadsden Independent School District	West Las Vegas Public Schools	
Grady Municipal Schools	Zuni Public School District	
Hagerman Municipal Schools		
Hobbs Municipal Schools		
Hondo Valley Public Schools		
House Municipal School		
Jemez Mountain Public Schools		
Jemez Valley Public Schools		
Las Cruces Public Schools		
Logan Municipal School		
Lordsburg Municipal Schools		
Los Alamos Public Schools		
Los Lunas Public Schools		
Loving Municipal School District		
Lovington Municipal Schools		
Magdalena Municipal School		
Maxwell Municipal Schools		

Districts And Charter Schools That Did And Did Not Respond To The 2007 OEA, LESC, And LFC Survey

<i>Responding Charter Schools</i>		<i>Charters Not Responding</i>			
21st Century Public Academy Middle School	<i>Albuquerque</i>	Academia de Lengua y Cultura	<i>Albuquerque</i>	Lindrith Area Heritage Charter School	<i>Jemez Mountain</i>
Charter School 37	<i>Santa Fe</i>	Academy for Technology and the Classics	<i>Santa Fe</i>	Los Puentes Charter School	<i>Albuquerque</i>
Deming Cesar Chavez Charter High School	<i>Deming</i>	Albuquerque Institute of Math & Science	<i>Albuquerque</i>	Middle College High School	<i>Gallup/McKinley</i>
Montessori of the Rio Grande	<i>Albuquerque</i>	Aldo Leopold Charter School	<i>Silver City</i>	Monte del Sol Charter School	<i>Santa Fe</i>
Red River Valley Charter School	<i>Questa</i>	Alma D'Arte Charter High School	<i>Las Cruces</i>	Montessori Elementary School	<i>Albuquerque</i>
SIA Tech (School For Integrated Academics & Technologies)	<i>Albuquerque</i>	Amy Biehl Charter High School	<i>Albuquerque</i>	Moreno Valley High School	<i>Cimarron</i>
Southwest Secondary Learning Center	<i>Albuquerque</i>	Bataan Charter School	<i>Albuquerque</i>	Mosaic Academy Charter	<i>Aztec</i>
Anansi Charter School	<i>Taos</i>	Bridge Academy Charter High School	<i>Las Vegas City</i>	Mountain Mahogany Community School	<i>Albuquerque</i>
Taos Municipal Charter School	<i>Taos</i>	Career, Academic and Technical Academy	<i>Albuquerque</i>	Native American Community Academy	<i>Albuquerque</i>
The Learning Community Charter School	<i>Albuquerque</i>	Carinos de los Ninos	<i>Espanola</i>	North Albuquerque Co-Op Community	<i>Albuquerque</i>
Turquoise Trail Elementary	<i>Santa Fe</i>	Cesar Chavez Community School	<i>Albuquerque</i>	North Valley Academy	<i>Albuquerque</i>
		Christine Duncan Community	<i>Albuquerque</i>	Nuestros Valores Charter School	<i>Albuquerque</i>
		Cottonwood Valley Charter School	<i>Socorro</i>	Public Academy for Performing Arts	<i>Albuquerque</i>
		Creative Education Preparatory Institute #1	<i>Albuquerque</i>	Ralph J. Bunche Academy	<i>Albuquerque</i>
		Creative Education Preparatory Institute #2	<i>Albuquerque</i>	Rio Gallinas School	<i>Las Vegas West</i>
		Digital and Arts Technology Academy	<i>Albuquerque</i>	Robert F. Kennedy Charter School	<i>Albuquerque</i>
		East Mountain High School	<i>Albuquerque</i>	Roots and Wings Community School	<i>Questa</i>
		Espanola Military Academy	<i>Espanola</i>	San Diego Riverside Charter School	<i>Jemez Valley</i>
		Horizon Academy South	<i>Albuquerque</i>	Sidney Gutierrez Middle School	<i>Roswell</i>
		Horizon Academy West	<i>Albuquerque</i>	South Valley Academy	<i>Albuquerque</i>
		Jefferson Montessori Academy	<i>Carlsbad</i>	Southwest Primary Learning Center	<i>Albuquerque</i>
		La Academia de Esperanza	<i>Albuquerque</i>	The Albuquerque Talent Development Secondary Charter	<i>Albuquerque</i>

Charters Not Responding			
La Academia Dolores Huerta	<i>Las Cruces</i>	Village Academy	<i>Bernalillo</i>
La Luz del Monte Learning Center	<i>Albuquerque</i>	Vista Grande Charter School	<i>Taos</i>
La Promesa Early Learning Center	<i>Albuquerque</i>	Walatowa Charter High School	<i>Jemez Valley</i>
La Resolana Leadership Academy	<i>Albuquerque</i>	Youth Build Trade & Technology High School	<i>Albuquerque</i>
Las Montanas Charter School	<i>Las Cruces</i>		

APPENDIX C

Three Tiered Licensure & Teacher Retention

1. Three Tiered Licensure & Teacher Retention

In 2000, the Teacher Education Accountability Council conducted a survey of New Mexico school districts on the status of teacher supply and demand in the state. The results of that survey helped guide educational reform efforts that led to public school reforms in 2003 (HB 212) (2003), which, among other provisions, instituted the three-tiered teacher licensure system.

Seven years later, the Office of Education Accountability (OEA), the Legislative Education Study Committee (LESC), and the Legislative Finance Committee (LFC) are collaborating in a study of the three-tiered system and its effect upon teacher quality, recruitment, retention and student achievement. As part of this study, the OEA, LESC, and LFC have used the 2000 survey questions to develop the survey immediately below. Data collected from this survey will help these agencies evaluate the effects of the three-tiered teacher licensure system.

Therefore, the OEA, LESC, and LFC are asking that you complete the following survey about your district's or charter school's experiences with the three-tiered system. These agencies will compile and review the survey responses received and report the results to the New Mexico Legislature this fall.

1. School District Name

2. Phone

3. Respondent's Name

4. Title

Superintendent

Human Resource Director

Other (please specify)

5. E-Mail Address

6. Total number of budgeted teaching positions?

School Year 2005-2006

School Year 2006-2007

Three Tiered Licensure & Teacher Retention

School Year 2007-2008
(Please Estimate)

7. Number of teaching positions unfilled?

School Year 2005-2006

School Year 2006-2007

School Year 2007-2008
(Please Estimate)

8. From the list below which of the endorsements are the most difficult to keep filled in your district or charter school?

	Extremely Difficult	Very Difficult	Difficult	Not Too Difficult	Not At All Difficult
Agriculture	jn	jn	jn	jn	jn
Art	jn	jn	jn	jn	jn
Bilingual Education	jn	jn	jn	jn	jn
Business	jn	jn	jn	jn	jn
Family/Consumer Science	jn	jn	jn	jn	jn
Health	jn	jn	jn	jn	jn
Language Arts	jn	jn	jn	jn	jn
Library	jn	jn	jn	jn	jn
Math	jn	jn	jn	jn	jn
Modern/Classical Language	jn	jn	jn	jn	jn
Music	jn	jn	jn	jn	jn
Physical Education	jn	jn	jn	jn	jn
Psychology	jn	jn	jn	jn	jn
Reading	jn	jn	jn	jn	jn
Science	jn	jn	jn	jn	jn
Social Studies	jn	jn	jn	jn	jn
Technology Education	jn	jn	jn	jn	jn
TESOL	jn	jn	jn	jn	jn

9. Of the UNFILLED positions in Question #7 above please put the number of teachers needed in each endorsement area for the upcoming school year (2007-2008).

Agriculture

Three Tiered Licensure & Teacher Retention

Art	<input type="text"/>
Bilingual Education	<input type="text"/>
Business	<input type="text"/>
Family/Consumer Science	<input type="text"/>
Health	<input type="text"/>
Language Arts	<input type="text"/>
Library	<input type="text"/>
Math	<input type="text"/>
Modern/Classical Language	<input type="text"/>
Music	<input type="text"/>
Physical Education	<input type="text"/>
Psychology	<input type="text"/>
Reading	<input type="text"/>
Science	<input type="text"/>
Social Studies	<input type="text"/>
Technology Education	<input type="text"/>
TESOL	<input type="text"/>

10. How difficult is it to keep special education positions filled in your district or charter school?

	Extremely Difficult	Somewhat Difficult	Difficult	Not Too Difficult	Not At All Difficult
Special Education	ja	ja	ja	ja	ja

11. Of the UNFILLED positions in Question 7, please put the number of special education teachers needed in your district or charter school for the upcoming school year (2007-2008).

Special Education

12. How many classroom teachers did your district or charter school lose this past academic year (teachers who were employed in 2006-2007 but are not returning in 2007-2008)?

Total who left:

Three Tiered Licensure & Teacher Retention

Of those who left,
number that were in
their first three years of
teaching:

13. Of the total number of teachers who left, how many:

Retired

Were promoted to
administrative positions
within your district

Were
discharged/terminated

Resigned

Other (Please specify)

14. Of the total number who resigned (in Question #13), how many took jobs:

Teaching in other NM
districts

Teaching in NM private
schools

Teaching in other states

In school administration

Outside the teaching
profession

Other (Please specify)

15. Based on your district or charter school's records, please rank the top 4 reasons in order of frequency the teachers resigned:

Relocation

Salary issues

Family reasons

Voluntary transfer

Changed to another
profession

Rural or isolated area of
NM

Did not want to meet
professional
development dossier
requirements

Three Tiered Licensure & Teacher Retention

Returned to school

Management issues

Lack of adequate
professional
development

Dissatisfaction with job

16. Is there another reason that teachers resign that is not included on the list in Question #15?

17. Do you think the three-tiered licensure system has contributed to the recruitment and retention of high-quality teachers?

Yes

No

18. If Yes, why? If No, why not?

19. The federal No Child Left Behind Act (NCLB) mandated that district or charter schools could no longer hire teachers on waivers after 2005. What effect has this section of NCLB had on your district or charter school's ability to hire teachers with subject-matter expertise?

Three Tiered Licensure & Teacher Retention

20. The 2003 Public School Reforms legislation (HB-212) states that "A Level III -A license is the highest level of teaching licensure for those teachers who choose to advance as instructional leaders in the teaching profession and undertake greater responsibilities." Please specify the 'greater responsibilities' that Level III -A teachers assume in your district or charter school?

21. The three-tiered licensure System evaluates teachers on nine teaching competencies. These are the competencies that are the basis for the Professional Development Dossier as well as teacher's annual evaluation and professional development plans. What does your district or charter school do to help teachers meet the nine teaching competencies?

22. A PED rule (6.69.2 NMAC) establishes procedures for supervising and correcting "unsatisfactory work performance" of licensed school personnel before notice of intent to discharge is served upon them or before requesting the secretary of education to suspend a Level III -A teaching license for unsatisfactory work performance at Level III -A licensure. Has your district or charter school petitioned the secretary of education to suspend any Level III -A licenses for failure to meet competencies?

Yes

No

23. If the answer to Question # 20 is yes, during which school years did you file the petition and what were the outcomes?

24. Pursuant to the School Personnel Act, how many Level II or Level III-A teachers has your district or charter school terminated or relieved of classroom duties as a result of their not demonstrating essential competencies?

Level II - Terminated

Level II - Relieved of classroom duties

Level III-A - Terminated

Level III-A - Relieved of classroom duties

25. The 2003 Public School Reforms legislation (HB-212) stated that only Level III-A teachers are eligible to obtain an administrator's license. Before the 2003-2004 school year, what was the most common role principals and assistant principals had prior to assuming their administrative positions?

Level II Teachers

Level III-A Teachers

Central Office Administration

Counselors

Other (please specify)

26. Do you believe that a minimum of seven years classroom experience and a Level III-A license are necessary to produce a high-quality principal?

Yes

No

27. If Yes, why? If No, why not?

Three Tiered Licensure & Teacher Retention

28. Do you believe that the Level III -A prerequisite keeps potential principals from pursuing an administrator's license?

Yes

No

29. If Yes, why? If No, why not?

30. If your district or charter school has had difficulty filling principal positions, what factors have contributed to this difficulty?

31. If you are a Superintendent, what was your path to your current position?

32. If the Level III -A prerequisite had been in place at the time of your advancement, would you have qualified for an administrator's license?

Yes

No

2. Final Page

Thank you so much for taking the time to complete this survey. When you click on the done button you will automatically be taken to the Office Of Education Accountability Web site