

SB2598

Measure Title: RELATING TO EDUCATION.

Report Title: Teachers; Hiring; Department of Education; Appropriation (\$)

Description: Appropriates funds to the department of education to hire teachers in the areas of fine arts, Hawaiian and Polynesian studies, Hawaiian language, vocational programs, and mentoring.

Companion:

Package: None

Current Referral: EDU, WAM

Introducer(s): KIDANI, ENGLISH, GALUTERIA, HARIMOTO, SHIMABUKURO



STATE OF HAWAII
DEPARTMENT OF EDUCATION
P.O. BOX 2360
HONOLULU, HAWAII 96804

Date: 02/10/2016
Time: 01:15 PM
Location: 229
Committee: Senate Education

Department: Education

Person Testifying: Kathryn S. Matayoshi, Superintendent of Education

Title of Bill: SB 2586 RELATING TO EDUCATION.

Purpose of Bill: Requires the department of education to provide public school students with a whole child education curriculum, air conditioning in certain classrooms, and decrease class size. Requires sufficient allocation of special education teachers and provides special education teachers with additional preparation time and funding. Establishes the student loan subsidy program and special fund. Expands vocational, technical, and career pathway programs. Amends weighted student formula factors to be considered by the committee on weights. Limits participation in standardized tests, prohibits the use of standardized test scores for evaluation purposes, authorizes standardized testing exemptions, and requires the board of education to provide notice of the right to opt-out of standardized testing. Requires all eligible children to attend preschool by the 2020-2021 school year. Amends evaluation program for teachers and educational officers. Increases the general excise tax. Makes appropriations.

Department's Position:

The Department of Education offers COMMENTS on S.B. No. 2586, S.B. No. 2587, S.B. No. 2588, S.B. No. 2589, S.B. No. 2590, S.B. No. 2591, S.B. No. 2592, S.B. No. 2593, S.B. No. 2594, S.B. No. 2595, S.B. No. 2596, S.B. No. 2597, S.B. No. 2598, and S.B. No. 2599.

Overall Comments

The Department of Education's (Department) vision is that our students are educated, healthy, and joyful lifelong learners who contribute positively to our community and global society. To achieve this goal, our schools and educators need the proper tools and resources.

We support initiatives aimed at improving working conditions for teachers and educational opportunities for students. In 2004, the Legislature established the "Reinventing Education Act," allowing schools the autonomy and responsibility to allocate school-based budgets to support school-identified programs and priorities, whether it be hiring more staff or purchasing supplies and materials. And, it empowered schools to make the best decisions to fit the needs of its students and communities.

Over the last decade school funding levels have not kept up with our education costs. Nevertheless, our public schools have made significant strides that have not gone unnoticed by the U.S. Department of Education and other national organizations. Attendance has improved, students are progressing and achieving more, and more students are going to college. This is a testament to the dedication of our educators and students, as well as other community leaders and partners.

The measures before you address many important aspects of education – curriculum, assessments, staffing, facilities, class size, funding, etc. However, respectfully, the Department is concerned that the crafted language, such as providing specific types of teachers for schools or a one-size-fits-all approach to instructional time or class size, detracts from school-level decision making and also circumvents the appropriate participants and venues for these conversations. Such a proposal would hinder the progress made by school leadership teams or School Community Councils, the collective bargaining process, the Board of Education which sets the policy direction for the Department, and principals and teachers in collaboration with Department leadership.

We welcome continued support from HSTA and the Legislature for additional resources for public education as well as the Department's budget priorities, as set out in the Executive Budget request. Adequate funding for our students helps to ensure a quality education that they deserve, and need, to prepare to be contributing members in our community and global society. Teachers have the most impact in ensuring a quality education. It's important that they have the support, the right tools, and the best facilities to thrive in their profession.

We look forward to working with the Committee and other stakeholders to address the issues raised in these measures.

Specific comments to the parts of the bill are itemized below.

Part II. WHOLE CHILD EDUCATION (S.B. No. 2587)

The Department recognizes the importance of promoting creative thinking, self-directed learning, and cultural understanding, as well as the impact it has upon children's future outcomes and the state's economic growth.

Since 1999, the Department has provided "whole child education" through its K-12 standards-based system which includes the General Learner Outcomes (GLOs). GLOs are the overarching goals and content standards in nine areas including fine arts, social studies, Hawaiian studies, world languages, and physical education. Complex areas and schools have the flexibility to design class offerings that are best suited to their

community.

Additional funding would support increased opportunities and more diverse offerings for students.

Given that a Board of Education policy for whole child education is already in place, the Department respectfully finds S.B. No. 2587 to be unnecessary.

Part III. SPECIAL EDUCATION (S.B. No. 2588)

The Department appreciates the intent of S.B. No. 2588 to provide each teacher with \$1,690 of discretionary funds for instructional materials and equipment and to add additional preparation time for special education (SPED) teachers. This additional preparation time, during which teachers would "not be required to interact with students", would be to complete individualized education programs (IEPs), which are required for each SPED student.

Teachers' preparation time is subject to collective bargaining. Article VI of the current HSTA contract and Department regulations include provisions for preparation periods and that address providing SPED teachers with additional non-student time to work on IEPs and other related SPED duties.

If this measure is adopted, additional funds would be required to either pay SPED teachers for the additional 40 plus hours of additional preparation time, or alternatively, schools would need to establish and hire additional SPED teachers or substitute teachers to cover the instructional time for SPED teachers during the extra preparation period. Because Hawaii's SPED teaching positions are "hard-to-fill," as they are nationwide, creating more positions in order to hire more SPED teachers will not, in the near term, be a solution.

The Department is not opposed to the Legislature appropriating funding for \$1,690 for every SPED teacher to purchase additional instructional materials and equipment, provided that it does not replace or adversely impact priorities as indicated in budget approved by the Board of Education (Board).

Given that teacher preparation time is included in the collective bargaining agreement, the Department respectfully does not support S.B. No. 2588.

Part IV. VOCATIONAL EDUCATION (S.B. No. 2589)

The Department supports the intent of S.B. No. 2589 to expand vocational, technical, and career pathways programs and welcomes additional funding to support career and technical programs, provided that it does not replace or adversely impact priorities as indicated in budget approved by the Board.

Career and Technical Education (CTE) programs (formally known as Vocational and Technical Education) are currently offered in 46 public high schools. In school year 2014-2015, 29,356 students were registered in at least one CTE course and 4,453 seniors had completed a CTE program of study. Also, the Department awards Honors

Recognition Certificates for graduates earning Career and Technical Education Honors or Science, Technology, Engineering and Mathematics (STEM) Honors.

CTE programs are organized under six Career Pathways: Arts and Communication, Business, Health Services, Industrial and Engineering Technology, Natural Resources, and Public and Human Services. The Department currently offers 41 programs of study within the six career pathways framework. Current Board Policy No. 2103 defines Career and Technical Education.

The Department is committed to improving CTE opportunities for students throughout the state. The Department respectfully finds the provisions of S.B. No. 2589 to be unnecessary, as the intent of this bill is currently being implemented.

Part V. FACILITIES (S.B. No. 2590)

The Department welcomes additional funding for heat abatement and energy efficiency measures. The Department's Ka Hei program is a comprehensive energy and sustainability program designed to provide comfortable learning environments for our students and teachers. One of the key objectives of the program is to reduce costs and energy consumption at all 256 public schools. The Department has made significant progress in working toward the goals of Ka Hei and appreciates the support of the Legislature to further these efforts.

In addition, the Governor announced his plan to air condition 1,000 classrooms by the end of 2016, and is making available GEMS financing. We appreciate his initiative and are moving rapidly to execute his proposal.

Part IV. WEIGHTED STUDENT FORMULA (S.B. No. 2591)

The Department offers the following comments:

This bill states: "Principals, in consultation with teachers and school community councils, shall expend moneys provided to the principals' school." Section 302A-1124, HRS, currently defines the role of the school community council and mandates a composition that includes teachers.

The new language related to a "superintendent's reserve" states both that the reserve is "to address needs at unique and remote schools," and that "the committee on weights shall make recommendations...for how the reserve should be used." Stating that the reserve is for "unique and remote schools" would be unnecessary if the intent is to allow the committee on weights to determine the criteria for the reserve's use.

The Weighted Student Formula (WSF) reserve was established in school year 2012-2013 based on a committee on weights recommendation that was approved by the Board. A portion of WSF funds are set aside in this reserve to provide supplemental funds to schools that demonstrate a need as combination school (e.g., K-8, 7-12), geographically isolated, has very low enrollment, or is experiencing an extraordinary circumstance. The distribution of these funds is made based on committee on weights-recommended guidelines.

Part VII. STANDARDIZED TESTING (S.B. No. 2592)

Statewide standardized tests provide one valuable source of information on student learning for students, parents, teachers, and educational administrators, but also informs educators and policy-makers about the progress of the education system. Standardized testing is an efficient method for reliably and objectively measuring the academic performance of the over 90,000 students in tested grades and 275 public schools (Department and charter) across the state. Standardized test scores provide one consistent measure, although incomplete, of school and student performance. Thus, all of the Department's accountability systems – for schools, educators, and students - use multiple measures.

Many provisions in this are bill related to testing conflict with federal requirements which are a condition of receiving federal educational support including Title I funds. Despite the elimination of No Child Left Behind, its successor, the Every Student Succeeds Act (ESSA), still requires states to administer a statewide student test and use those test scores to "meaningfully differentiate" schools and identify the lowest-performing. Federal requirements for minimum participation of 95% of students continue under ESSA. And students who have individual needs may receive accommodations on a test based on their IEP, which is informed by their teachers' assessment of their needs. The Department also administers an alternative assessment for students with significant cognitive disabilities and an exemption for the English Language Arts state assessment for students with limited English proficiency who are in their first year in a U.S. school.

The Department understands that instructional time is incredibly valuable for teaching and learning. The Department is continuously reviewing the tests that are required for all students to ensure that they are necessary and valuable. Over the last two years, we have reduced the number of tests that are required. Currently, the number of standardized tests required by the state is at the federal minimum with the exception of grade 11 which is being reviewed.

The Department remains cognizant to minimize the burden on students while balancing the need to support students through measuring achievement and complying with federal requirements. As such, the Department respectfully suggests that S.B. No. 2592 is unnecessary.

Part VIII. CLASSROOM SUPPLIES (S.B. No. 2593)

The Department supports providing teachers with the resources necessary to help our students thrive in the classroom. The Department estimates the fiscal impact to be approximately \$11,900,000 per year using the calculation of \$1,000 per Full Time Equivalent (FTE) positions at schools which total approximately the Department's workforce of 11,100 classroom teachers, 200 libraries, and 600 counselors.

Additionally, there may be some administrative issues that need to be addressed before

implementing such a program through a debit card system, as described in the bill. These administrative considerations include processing, procurement, reconciliation, and workload issues at the school and vendor payment levels.

Part IX. TEACHER RECRUITMENT AND RETENTION (S.B. No. 2594)

The Department supports the intent of S.B. No. 2594. Loan subsidies can encourage prospective teachers to contemplate careers in special education, vocational education, technical education, and career pathways.

However, the Department believes the bill may not be necessary. Federal loan forgiveness is already available for teachers in areas the Department has designated as “teacher shortage,” including special education, technical, and vocational education.

Furthermore, the program proposed for teacher recruitment and retention is complex and would be, as a result, administratively burdensome given the Department’s current systems and staffing. The Department anticipates the establishment and maintenance of the program would require substantial resources to fund the incentives and administer the program.

Part X. EARLY CHILDHOOD EDUCATION (S.B. No. 2595)

The Department supports efforts to provide opportunities for early childhood education for all of Hawaii’s keiki as it is critical that they enter kindergarten ready to learn. Children deserve the best possible foundation upon which to build success and early childhood education is integral to this foundation. Children are most successful when they enter the public school system prepared with the socio-emotional and pre-academic skills that make them kindergarten-ready.

Part XI. EVALUATIONS (S.B. No. 2596)

The Department offers the following comments on S.B. 2596:

The Department recommends maintaining the existing 302A-638, HRS, which was established in 1996 and preceded the current evaluation systems which were negotiated between the State and its unions. The proposed changes should be bargained, as HSTA has previously testified in response to prior year’s efforts to legislate aspects of teachers’ evaluations.

The Department supports the intent of the portion of paragraph (a), which requires the Department to consult with the unions in establishing an evaluation program for teachers and educational officers (EOs), but notes that proposed language is redundant with existing statute and practice. A consultation process is already codified in section 89-9(c), HRS, and in the past, the Department has consulted, and at times negotiated, with Hawaii State Teachers Association (HSTA) and Hawaii Government Employees Association (HGEA) regarding evaluation programs for teachers and EOs.

Many provisions of this measure are currently governed by agreements with HSTA and HGEA.

Part XII. CLASS SIZE (S.B. No. 2597)

The Department supports the intent of S.B. No. 2597 but respectfully opposes the measure for the reasons identified below.

Class size is a subject of collective bargaining and is addressed in the Department's contract with HSTA. Article VI, Teaching Conditions and Hours, Section A. 6., of the current contract states that the employer agrees to maintain the "average statewide class size ratio of 26.15 to 1."

Moreover, class size is product of school-level decisions by the principal and School Community Council in budgeting of school funds. Thus, schools are empowered to select its number of teachers based on its allocation of its student population-based budget toward personnel. Rather than class size limitations determined by the Legislature, class size is better addressed by providing additional funding for the Weighted Student Formula, which would allow schools to allocate additional resources towards personnel and thus reduce class size.

The current HSTA contract also provides a process to follow should there be issues in connection with the class size of individual classrooms. For example, a class size committee is required, with the authority to hear and investigate class size complaints and make recommendations to the Superintendent for change. If there is no majority vote on a decision of the committee, the HSTA may have the matter submitted to arbitration.

Finally, any change to the class size requirements, including a change from average statewide ratio to individual classroom maximum, would have significant cost implications due to the need for more teachers and additional facilities to house additional classrooms. The Department believes there are other, often less costly, means to provide students with quality education and to address working conditions for teachers.

Part XIII. FUNDING (S.B. No. 2599)

The Department has no position on this measure and defers to the Administration with regard to the generation of revenues to fund public programs.

Part XIV. MISCELLANEOUS (S.B. No. 2598)

The Department supports the intent of S.B. No. 2598. The additional funds would provide the Department with additional teaching positions to support the programs and needs of our schools and students. However, this bill is prescribes the subject area of

teachers to be funded, and the Department supports schools' using their autonomy to determine the types of positions for necessary for their school program and community.



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TESTIMONY BEFORE THE SENATE COMMITTEE ON
EDUCATION

RE: SB 2598 - RELATING TO EDUCATION.

WEDNESDAY, FEBRUARY 10, 2016

COREY ROSENLEE, PRESIDENT
HAWAII STATE TEACHERS ASSOCIATION

Chair Kidani and Members of the Committee:

The Hawaii State Teachers Association **strongly supports SB 2598**, relating to education.

To fully effectuate the programmatic changes envisioned in the Schools Our Keiki Deserve Act and legislative package, our state must hire teachers in the areas of fine arts, Hawaiian and Polynesian Studies, and vocational and career pathway programs.

It is also important to note that in elementary schools when these courses are offered by specialized teachers in Art, Music, Hawaiian and Polynesian Studies, not only does it improve the education of the whole child, but it also frees up much needed time for teachers to devote to best practices such as analyzing formative assessments from their students, providing descriptive feedback on student work, and tailoring their instructional plans to incorporate the specific learning needs of their students that teachers normally have only 45 minutes within their work day to complete this critical work.

Implementation of SOKD would expand course offerings in each of these academic areas. Furthermore, we believe that professional practice is enhanced through induction and mentoring, which help new and struggling teachers become experienced, effective, and highly skilled.



HAWAII STATE TEACHERS ASSOCIATION
Teaching Today for Hawaii's Tomorrow

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Because quality teachers are the most important factor in student learning, the
Hawaii State Teachers Association asks your committee to **support** this bill.

EDUtestimony@capitol.hawaii.gov

Heading: Testimony in support of SB2598

Testimony for: Committee on Education Hearing on Wednesday, February 10, 2016 1:15pm

Honorable Chair Kidani and committee members,

My name is Debbie Anderson. I am on the island of Hawaii. As a teacher of over 25 years in Hawai'i, I am writing in support of SB2598 Whole Child Education provision, SB2586 The Schools Our Keiki Deserve Act subcomponent Part **XIV**, which "Appropriates funds to the department of education to hire teachers in the areas of fine arts, Hawaiian and Polynesian studies, Hawaiian language, vocational programs, and Mentoring."

Good education starts with good teachers, and our keiki in Hawai'i deserve the best. However, difficulties in the retention of existing qualified teachers and recruitment of the next generation of qualified teachers has reached crisis proportions, as the number of teachers leaving their classrooms has been rising dramatically over the past five years. The number of annual vacancies presents a serious problem – every year at least 10% of all teachers leave Hawai'i schools. This number is one of the highest in the country (the national average is 6.8%), and these high teacher attrition rates come at a high price.[1] Richard Ingersoll, a University of Pennsylvania professor whose work centers on teacher retention, estimated that filling all the vacancies could have cost Hawai'i up to \$13 million in 2008. This means that teacher turnover costs from 2008 to 2014 could have amounted to almost \$70million.[2]

Teacher Shortage Crisis: Impact on Students

Unfortunately, the real cost of teacher attrition is paid not by the state but our students.[3] So many educators leave the classroom every year that teacher preparation programs in the state of Hawai'i cannot keep up with the demand for new teachers.[4] This forces the state to recruit teachers from the mainland (more than half of new teachers who have completed a Teacher Education Program have obtained their degrees from out-of-state institutions) and alternative teaching pipelines, such as Teach for America, who are less likely to stay in the classroom.[5] Teachers who are not home grown struggle with connections to local families and lack depth of place-based education. For a sustainable island community, we need to provide locally grown teachers paths toward success. Our home grown teachers should be less likely to leave Hawaii's green pastures for more financially lucrative positions of island. Dedicated teachers are needed to support the needs of whole child education and profound place-based education.

Every year, hundreds of vacancies are filled with emergency hires and substitute teachers who often lack the appropriate training to facilitate student success in the classroom.[6] For the 2015-2016 school year, there were 1,210 open positions statewide for teachers. Of those 1210, 584 were hired under the designation of "emergency hire" (a teacher that has not yet complete a State Approved Teacher Education Program (SATEP):[7] this includes all entering Teach for America teachers (98 in 2013-2014), which is projected to decline as TFA, too, has seen a large drop in enrollment over the past two years.[8]

The students who suffer the most attend schools that already have a hard time filling their open positions because their schools are remote, rural, or struggling with poverty, crime, alienation and disaffection.[9] Beginning and inexperienced teachers are those most likely to leave, creating a perpetual "revolving door" that has a profoundly negative effect on student learning and school community building.[10] Of the teachers who leave the DOE each year, 60% resign (30% retire and 10% are terminated).[11]

"What we have is a retention crisis," says National Commission on Teaching and America's Future (NCTAF) commission President Tom Carroll. The greatest problem is retaining teachers because of high levels of attrition. Over **40 percent of new teachers leave** the profession **within the first five years**.^[12] Pouring more teachers into the system will not solve the retention problem. "As fast as [districts] are moving teachers into schools, they're leaving," Carroll says.^[13] When almost 70% of new teachers hired each year have no previous teaching experience, and research shows that teachers only become **fully effective after four or five years** of classroom experience, the implications of our inability to retain qualified teachers for students, student learning and school community building become clear.^[14]

Hawaii's teachers are not only poorly compensated when they start – their future outlook is also quite bleak. In Hawaii, teachers who stay in the classroom see very little pay growth over time. Teachers with 10 years of experience earn merely 9% more than teachers with no experience whatsoever (in comparison, nationwide, teachers with 10 years of classroom experience on average enjoy 28% higher pay than beginning teachers).^[15] This appalling lack of upward mobility continues to erode the appeal of the teaching profession and forces many veteran teachers to look for jobs elsewhere. Because the Hawai'i Department of Education only considers a maximum of six years of teaching experience from non-DOE teachers (i.e. charter, private, and out-of-state) for salary placement purposes, many experienced teachers would face major pay cuts in order to teach in Hawaii's public schools. This policy, coupled with extraordinarily low mid-career teacher salaries and the high cost of living in Hawaii, effectively prevents schools from keeping and recruiting experienced teachers.^[16] We need to put two feet into the revolving door and intercept this problem.

While the policy makers in Hawai'i will need to muster strong support for public education to address these issues, there are clear strategies to create maximal positive impact.

1. The first set of strategies should immediately create learning environments in which adults are compensated properly for their work, where "teachers are not blamed for every manifestation of social problems, [and] where meaningless tests given for the sake of "accountability" do not dominate the school year."^[17]

2. The second set of strategies will require foresight and commitment to social justice in public education, with policies designed to increase the attractiveness and appeal of the teaching profession for talented young people from our own communities with college debt forgiveness program, better salary schedules that reward commitment to the profession, opportunities for professional advancement, and marked improvements to the teaching environment.

Mentoring programs support the crucial early years of an educator's career, increasing the likelihood of retention. Instructors moving straight into teaching (such as vocational or technical educators), with only a few weeks of training (TFA) or without experience in working with adolescents and their parents, should be provided with appropriately supported and supportive mentors. Mentoring, support, and appropriate, yet flexible, professional development helps new teachers develop their skills and gain teacher certification.

We need to continue mentoring beyond a teacher's initial years. After three years of experience, teachers qualify to work on the process of becoming an Accomplished Teacher. While our current Candidate Support Programs (CSP) have been successful recently, we would like to accelerate this process. Our state would benefit from designing mentoring programs to take advantage of the new Teacher Leader opportunities of the ESSA.

Sincerely,

Deborah V. Anderson, NBCT, NBPTS DREAM Team Hawaii

- [1] Haynes, Mariana. "On the Path to Equity: Improving the Effectiveness of Beginning Teachers." Alliance For Excellent Education On the Path to Equity Improving the Effectiveness of Beginning Teachers Comments. All4ed.org, 14 July 2014. Web. 18 Jan. 2016.
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- [12] Kopkowski, Cynthia. "Why They Leave." National Education Association. Nea.org, 5 Apr. 2008. Web. 18 Jan. 2016.
- [13] Ibid.
- [14] "Table VIII." Employment Report School Year 2013-2014. Rep. Hawai'i Department of Education, 2015. Web. 18 Jan. 2016.
- [15] "Table 2. Percentage of Public School Districts That Had Salary Schedules for Teachers and among Those That Had Salary Schedules, the Average Yearly Teacher Base Salary, by Various Levels of Degrees and Experience and State: 2007-08." *School and Staffing Survey (SASS)*. National Center for Education Statistics, Web. 18 Jan. 2016.
- [16] Westervelt, Eric. "Where Have All The Teachers Gone?" *NPR*. NPR, 4 Mar. 2015. Web. 18 Jan. 2016.
- [17] Newton, Steven. "Where Have All the Teachers Gone?" *The Huffington Post*. TheHuffingtonPost.com, 29 Sept. 2015. Web. 18 Jan. 2016.