A DESCRIPTIVE STUDY OF THE IMPACT OF THE HIGHLY QUALIFIED TEACHER REQUIREMENT OF NCLB ON THE ATTRITION OF SPECIAL EDUCATION PERSONNEL

Sandra A. VanCise

B. S., University of Saint Mary, 1990
M.S., University of Kansas, Special Education 1993
M.S.E., University of Kansas, Teaching and Leadership 2002

Submitted to the Department of Educational Leadership and Policy Studies and the faculty of the Graduate School of the University of Kansas in partial fulfillment of the requirements for the degree of Doctor of Education.

Committee Members:

___________________________
Chairperson: Dr. Howard Ebmeier

___________________________
Dr. Tom Skrtic

___________________________
Dr. Marc Mahlios

___________________________
Dr. Earle Knowlton

___________________________
Dr. Joe Novak

Date defended
The dissertation Committee for Sandra A. VanCise
Certifies that this is the approved version of the following dissertation:

A DESCRIPTIVE STUDY OF THE IMPACT OF THE HIGHLY QUALIFIED TEACHER REQUIREMENT OF NCLB ON THE ATTRITION OF SPECIAL EDUCATION PERSONNEL

___________________________
Chairperson: Dr. Howard Ebmeier

Date approved:
ABSTRACT

According to current research, attrition of teachers in public schools throughout the United States has become increasingly worrisome, especially since the passage and inception of No Child Left Behind (2001) as well as the reauthorization of Individuals with Disabilities Act (1997). This rate of attrition remains especially problematic in the area of special education. The primary focus of the study was to assess the effect of the Highly Qualified Requirement which was part of NCLB and IDEA on the attrition rate of special education service providers. Results indicate that during the ten years of the study, there was little to no change in the annual attrition rates; however, the attrition rate for Leavenworth County Special Education Cooperative was almost twice the state average. With the current special education teacher shortage problem, the existing attrition rates for LCSEC will no doubt lead to serious implications for students with disabilities. This study provides a clearer understanding of what issues primarily affect attrition. Using these guidelines, school districts and Leavenworth County Special Education Cooperative can take needed steps and develop strategies to work toward reducing attrition and increasing the retention of their teachers.
ACKNOWLEDGEMENTS

Over the past seven years I have received support and encouragement from a great number of individuals. Dr. Howard Ebmeier’s guidance has made this a thoughtful and rewarding journey. I would like to thank my dissertation committee of Dr. Skrtic, Dr. Mahlios, Dr. Knowlton, and Dr. Novak for their support over the years as I moved from an idea to a completed study.

In addition, I would like to thank Dr. McKnab for providing valuable advice, needed encouragement and insights. Thanks also to the staff of Leavenworth Unified School District 453, Leavenworth Special Education Cooperative and New Beginnings for helping locate needed data and helping me as I juggled administrating while completing my dissertation. Finally, thanks to my family for continuing to push me and provide the support when I most needed it.
# TABLE OF CONTENTS

## CHAPTER ONE INTRODUCTION
- Research Questions 4
- Significance of the Study 5

## CHAPTER TWO REVIEW OF LITERATURE
- Factors that Affect Attrition 6
  - Employability 6
  - Personal Decisions 7
  - Level of Education and Certification 7
  - Salary 8
  - Mentoring 8
  - Decision-Making Power 9
  - Administrative Support 9
  - School Climate 11
  - Poor Job Design 12
  - Excessive and Overwhelming Paperwork 13
- Purpose and Requirements of NCLB and IDEA 15

## CHAPTER THREE METHODS
- Collection of Base Data 20
- Addition of Supplemental Data to the Base Data Set 20

## CHAPTER FOUR RESULTS
- Descriptive Data 22
- Attrition Data 23
- Attrition by Types of Personnel 25
- Attrition of Teaching Personnel by Grade Levels 27

## CHAPTER 5 DISCUSSION
- References 40

## APPENDICES
- APPENDICES 50
- Appendix A 51
CHAPTER ONE INTRODUCTION

With the passage of No Child Left Behind (NCLB) and the reauthorization of the Individuals with Disabilities Act (IDEA), all teachers are required to be “highly qualified” (HQT). Because of the multi-level requirements of these two stringent government policies, employing highly qualified teachers to work with students with disabilities has increasingly become very problematic. Indeed, each year school districts across the nation struggle to fill special education positions with highly qualified teachers as mandated by NCLB and IDEA. “The shortage of well-qualified special education teachers has been described as severe, chronic, and pervasive, and efforts to increase the numbers of qualified special educators have been largely ineffective in the past two decades (Boe & Cook, 2006; McLeskey, et al., 2004). Unfortunately, the shortage of special education teachers often leaves students with special needs served by teachers who are not qualified (according to the mandated terms of NCLB and HQT), and this shortage of highly qualified teachers undoubtedly limits and affects the quality of special education services.

As a byproduct of this shortage of certified special education personnel, teachers who lack the required endorsement in special education consistently are often asked to fill vacant positions, thereby limiting a district’s capacity to meet fully NCLB and IDEA standards. In addition to this shortage, many teachers of students with special needs quit teaching or move to general education positions. Thus, districts may lose any expertise and knowledge gained by the professional. Moreover, all too frequently unqualified educators replace these special education teachers, creating increasingly untenable teaching conditions “reciprocally linked to… the
critical shortage of qualified special educators” (Skrtic, 2005; Kozleski, et al., 2004). The negative impact of this professional instability in the lives of special education students can have long lasting effects, because “individual achievement of a child is very dependent on the effectiveness of the teacher, and the impact of ineffective or unqualified teachers across years dooms children to instructional losses that cannot be regained” (Sanders, et al., 1996).

IDEA additionally mandates that students with disabilities should be served in the least restrictive environment (LRE). This mandate, coupled with those ideals of HQT, has increased the number of students with special needs being included in the general education setting. Consequently, the day-to-day responsibilities for all educators are greatly increased in many avenues of learning for which the special education teachers are unprepared. State-mandated achievement testing also places additional demands on special education teachers to improve specific academic content and skills for special education students (Mathur, et al., 2004).

This study was designed to determine if there has been an increase in attrition rates of special education teachers since the implementation of NCLB and IDEA’s alignment with NCLB’s highly qualified teacher mandate. The research was conducted in six districts that are part of the Leavenworth County Special Education Cooperative (LCSEC) in Kansas and involved 200 certified special education staff. Attrition data was collected over a ten-year time span and used to compare attrition rates of teaching versus related services personnel, elementary versus secondary personnel, beginning versus experienced personnel, and female versus male personnel. Finally, the reasons why special educators have left Leavenworth County Special Education Cooperative were compiled to determine if they differ from those reasons offered by the regular education teachers within the districts.
Research Questions

In particular, the research addressed:

1. Has there been a change in attrition rates of special education teachers since IDEA’s (2004) alignment with NCLB’s highly qualified teacher mandate?

2. Has there been a change in the attrition rates of special education teaching personnel compared with the attrition rates of related services personnel (The Kansas Special Education Services Process Handbook [2011] defines related services as any specially designed instruction to meet the unique needs of the child with a disability) since IDEA’s alignment with NCLB’s highly qualified teacher mandate?

3. Has there been a change in the attrition rates of elementary level special education personnel compared with the attrition of secondary level special education personnel since IDEA’s alignment with NCLB’s highly qualified teacher mandate?

4. Has there been a change in the attrition rates of beginning special education teachers compared with the attrition rates of experienced special education teachers since IDEA’s alignment with NCLB’s highly qualified teacher mandate?

5. Has there been a change in the attrition rates of female special education personnel compared with the attrition rates of male special education personnel since IDEA’s alignment with NCLB’s highly qualified teacher mandate?
Significance of the Study

This study has proved to be of importance to administrators in the Leavenworth County Special Education Cooperative (LCSEC) and its six member districts, other local education agencies, state education agencies and any other individuals concerned with retention of special education personnel. A better understanding of the patterns and causes of attrition may help in providing improved services to students with disabilities. In addition, a better understanding of how increased standards and regulations as well as changed requirements under such laws as No Child Left Behind and Individuals with Disabilities have influenced attrition will be of importance when planning for teacher certification, placement and training.
CHAPTER TWO REVIEW OF LITERATURE

Factors that Affect Attrition

Ten distinct variables frequently and specifically cited in multiple studies directly contribute to the attrition rates of special education teachers (McCleskey et al., 2004; DeMik, 2008). These variables are as follows: (a) employability, (b) personal decisions, (c) level of education and certification, (d) salary, (e) mentoring, (f) decision-making power, (g) administrative support, (h) school climate, (i) job design, and (j) excessive and overwhelming paperwork.

Employability

Employability, according to, Boe, Billingsley, Gersten, Keating, Yovanoff, Hamiss, Littrell, Cross, Miller, and Brownell, is usually defined as attrition when a person leaves the field of education for employment in non-educational fields. As such, Cross and Billingsley (1994) stated that, “teachers with higher degrees perceive greater employability in non-teaching positions and therefore are more likely to leave.” The same researchers also reported, “many teachers who are dissatisfied and want to leave cannot, because they do not have the skills necessary for employment elsewhere.”

Dworkin (1985) reported “among teachers who had specializations valued by industry, 74% who wanted to quit teaching left to enter jobs elsewhere; but among those without valued skills, only 8% quit teaching to work in non-teaching jobs.” In other words, those teachers who placed value on earning additional degrees to enhance their field of study could command their future choice of vocation and salaries. Those with little to offer in other avenues of employment outside of education remained in the teaching world.
Personal Decisions

Seeking a better paying job is not the only reason for a teacher’s decision to leave his chosen vocation. Teachers also leave their positions for a plethora of personal reasons that are completely unrelated to the field of teaching or perceived job enhancement (Billingsley, et al., 1995). Personal reasons are defined as, but not limited to: the need to leave to care for a family member who is ill, pregnancy, stress and burnout, perceived opportunities, and/or relocation. In a 1997 study by Boe et al. of 19,500 special education teachers, approximately 6,500 left for personal reasons such as employment outside of education or homemaking. Whether the decision to leave related to work issues such as personal finances or perceived opportunities, or unrelated issues such as pregnancy, childrearing, health or family move, research indicates that personal reasons do indeed contribute to the attrition of special education teachers.

Level of Education and Certification

Two separate studies specifically focusing on special education by Billingsley (2004) and Miller et al. (1999) clearly linked certification or lack thereof to special education teacher attrition. NCLB requires that all teachers hold full state certification, not partial certification. Fully certified special education teachers were more effective in planning and delivering instruction and in establishing a positive classroom environment (Nougaret, et al., 2005). Darling-Hammond (1999a) stated, “[Certification] makes an enormous difference not only to their effectiveness in the classroom, but also whether they are likely to enter and stay in teaching.” These multiple studies by researchers all arrived at the same conclusion, “being better prepared will increase career longevity. In fact, teachers without proper preparation were more than twice as likely to leave their vocation” (Darling-Hammond, 1999a).
**Salary**

Separate and independent studies conducted by Billingsley in 1995 and 2004 revealed that salary was directly linked to teacher turnover. In fact, salary is one of the primary reasons why teachers chose to leave their profession. In a national sampling of both special and general education teachers, Boe et al. (1997) found that “moving and leaving decreased as salary increased.” Singer’s 1992 study revealed that special educators with higher-paying jobs were more likely to stay in the education arena than those with lower-paying jobs. In study after study, salary remained a consistent factor in teacher attrition, particularly in special education.

**Mentoring**

Support given during the early stages of an inexperienced teacher’s career by a qualified instructor seems to curtail effectively the attrition rate of special education teachers and increased their job satisfaction. Although Billingsley (2003) did not find that specific mentors were critical to the retention of special education teachers, the research did establish that “those with higher levels of induction support were more likely than those with lower levels of support to see their roles as manageable, believe that they can get through to the most difficult students, and believe they are successful in providing education to students with [Individualized Education Plans].” Odell and Ferraro (1992) provided evidence which “suggests that as a result of the guidance and support provided through mentoring, beginning teachers feel more competent and motivated and indicate that they are more likely to remain in the teaching position.”
Decision-Making Power

A teacher’s involvement in routine decision-making processes such as student scheduling and designing discipline procedures absolutely correlates with that teacher’s commitment to the education profession. On the other hand, when special education teachers were afforded little or no influence in formulating policies that directly affected their work, researchers (Nance et al., 2009, Morvant et al., 1995) found those teachers were more likely to leave the classroom. A two-year qualitative study by Brownell et al. (1994-1995) revealed that special education teachers “felt underrepresented in the decision-making process at both school and district levels.” The general consensus of these studies revealed that teachers felt frustrated and angry at being powerless when it came to making decisions regarding policy.

Administrative Support

A scarcity of administrative support was mentioned frequently as a source for attrition rates among special educators. This lack of administrative support encompassed a variety of issues, including a lack of respect or concern, a lack of open communication between administrator and teacher, and a teacher’s lack of accessibility to the administrator. Disagreements involving student placement, the need for assistance with discipline issues, the lack of knowledge in districts about special education, and the administrators’ concern with regulations as opposed to programs and children were also issues that emerged. Other issues revolved around unrelated values between teacher and administrator, a lack of recognition for teachers’ efforts, and the lack of support for specific problems (e.g. parental concerns, obtaining needed materials). In essence, the teachers perceived the administration as failing to gain the knowledge and the skills to lend support for the special education department. Thornton, Peltier,
and Medina (2007) suggested that, “principals must be aware of the responsibilities and unique needs of these educators and should implement basic extrinsic motivators that include appropriate instruction materials, suitable classroom space, reasonable caseloads, realistic access to support, time for meetings, and clerical support form paperwork. All teachers, especially special education teachers, must have adequate resources and time to fulfill their responsibilities.”

“Many teachers reported that they had little to no contact with central office administration”, (Billingsley et al., 1993). This comprehensive study revealed that these teachers felt that the central office held substantial decision-making power over issues that directly affected their work. As a result, many teachers felt misunderstood, undervalued and powerless to generate needed change in the classroom. Teachers who felt their hands were tied in the classroom could do little or nothing because they had to answer to people in administration, who had little or no interaction with the students on any level. Seemingly, administrators who have very little or no direct contact with the students continue to be their voice and persist in making significant decisions regarding their education. The teachers simply have little or no voice in the day-to-day routine of their students’ schooling governed by district policy.

In a qualitative multiple-case study by Nance et al. (2009), “current tenured special education teachers (CTS) reported that they wanted to be listened to and have their needs considered by their school administrators.” Billingsley & Cross (1992) stated, “special and general educators who report higher levels of principal support are more likely to be less stressed, more satisfied with their jobs and more committed to their employing school divisions than those receiving less support.” When teachers feel their principal or administrator employs a hands-on approach, they feel free to discuss their issues with their leader. On the other hand, “the
lack of support of principals is significantly related to decisions to leave special education” (Ax, et al., 2001; Billingsley, 2004; Gersten et al., 2001).

**School Climate**

“Although Dewey (1927) did not write explicitly about school climate, his focus on the social dimension of school life and the notion that schools should focus on enhancing the skills, knowledge, and dispositions that support engaged democratic citizens implicitly touched on what kind of environment or climate the school reflects” (Cohen et al, 2009).

The factor of school climate can affect attrition in a positive way or a negative way. An excellent climate is one that is viewed as a collaborative, supportive environment. In addition, several other terms have been used to describe climate: atmosphere, feelings, tone, quality and character. Crockett states, “Schools must be hospitable places for adults to work and develop professionally” (2004). An all-inclusive study by Miller et al. (1999) reported that teachers who rate school climate as positive are more likely to stay than those with somewhat negative views of school climate.

Another factor associated with school climate is administrative support. Administrative support, according to Boyd et al. (2011), refers to the extent to which principals and other school leaders make teachers’ work easier and help them to improve their teaching. “Over one-third (36%) of leavers also cite working conditions as a factor in their decisions to leave” (Coladarci, 1992). Given this statistic and the aforementioned studies, the effects of school climate remains a formidable reason why teacher attrition is problematic. Each new hire creates yet another dilemma; given “school climate promotes the students’ ability to learn, and it is directly related to academic achievement” (Brookover, 1997).
Poor Job Design

McClesky et al. (2004) define sound job design as a profession that involves limited paperwork, provides a reasonable caseload, makes resources available to support students, and may provide time for collaboration and curriculum development. According to Billingsley et al (1995), “Multiple problems interact and create what teachers sometimes view as stressful, overwhelming work situations.” One teacher in the special education department in Billingsley’s 1995 study revealed that her paperwork increased every time she received a new student in her classroom. Miller et al (1999) found that “High student caseloads combined with the challenges of managing the diverse learning and behavioral needs of students with disabilities, completing excessive paperwork, and working with insufficient resources may cause many special education teachers to feel overloaded, stressed and ineffective in their relationships with students.”

In a qualitative study, Brownell et al (1997) interviewed a teacher who had left her chosen profession, and she responded, “There were too many preps I had to do … and too much paperwork. I had no aide. I was at school a lot of times until 10:00 at night doing paperwork. At one time I had up to 15 kids in my class.” Yet another teacher also interviewed in this study revealed that she received no support and was never provided with any resources. Another qualitative study completed by Nance found that “Current and former tenured special education teachers perceived that the time it takes to complete all required administrative tasks takes time away from services they can provide to students” (2009).

Another cause for attrition comes to light in a 2001 study by Embich who reported that special education teachers who work primarily in general education classrooms are at “greater
risk of burnout than teachers who work in special education settings because of having wider ranging responsibilities, being insufficiently prepared, and working where they are not wanted."

Given Herzberg’s two-factor theory of satisfaction and motivation, described by Oldman (1976), and the information described heretofore, it would appear that far more “hygiene factors” lead to dissatisfaction among special education staff than “motivators.” **Hygiene factors** are described as “company policies, supervisory practices, pay plans, and working conditions.” **Motivators** are defined as intangibles such as “recognition, achievement, responsibility, advancement, personal growth, and competence.” The researchers went as far as to say that the “content of an individual’s job is one of the critical determinates of his internal motivation level” (Oldman, 1976).

Mathis (2006) stated that job design can influence performance, affect job satisfaction and affect both physical and mental health. Special education teaching positions are being redesigned, but often without looking at if there is a “person/job fit” (Mathis et al, 2006). Instead of “enriching the job by adding responsibility for planning, organizing, controlling or evaluating;” special education teachers are dealing with “job enlargement” where their position is expanded “by the number of different tasks to be performed” instead of “enriching” the job (Mathis et al, 2006). Teachers find themselves in a general education setting with more students to work with, less preparation, and with “less enriching opportunities” (planning, evaluating, teaching). Often they view themselves as more of a support person, not as a teacher.

**Excessive and Overwhelming Paperwork**

Completing volumes of required paperwork daily often keeps a teacher from having time to teach. Excessive paperwork arises from the teacher’s need to act in accordance with rules and
regulations attached to the state and federal laws in addition to being compliant with building practices and district policies. Special educators frequently prepare a surfeit of forms for the central office including letters and notifications, minutes from meetings, reports and evaluating student referrals, medical assistance billing records, telephone logs, child abuse reports, due process documentation, quarterly progress reports, daily/weekly notes to parents, curriculum data reports, and grade reports. At the top of this list of overwhelming tasks in a study performed by DeMik (2008) was the writing of “Individualized Education Programs” (IEPs), behavior plans, and transition plans, along with the paperwork that accompanies documenting work for students with disabilities.”

A careful study of the regulations set forth by IDEA and NCLB reveal an ample investment of the teacher’s time spent in adhering to those regulations classifying a teacher as a HQT. New definitions of core academic studies require that every teacher be knowledgeable in ten specific subjects. “Scientifically based research” requires the teacher apply “rigorous, systematic, and objective procedures to obtain reliable and valid knowledge relevant to education activities and programs” (U.S. Department of Education, 2002). That mandate is broken down into six categories of research criterion. At the same time, performance goals and indications that the purposes of IDEA must be promoted for the state to assess progress toward achieving the goals ascribed in IDEA and NCLB. In addition to meeting these requirements, teachers are also required to report that performance of children, develop alternate assessments, and link records of migratory children. Obviously, excessive paperwork can seriously limit a teacher’s actual time to work directly with students, thus, limiting the influence that the teacher may have on the lives of individual students.
Purpose and Requirements of NCLB and IDEA

The Passage of No Child Left Behind Act of 2001

Because of a provision in the No Child Left Behind Act of 2001 (NCLB), there is a legal requirement for states and local school districts to develop and /or adopt “high teacher standards by requiring qualifications specific to the field in which they teach” (Burdette, et al. 2005).

Specifically, local education agencies (LEA) are required to “ensure that all teachers providing instruction in core academic subjects in Title I schools be ‘highly qualified’ (Mueller & Burdette, 2007). To be termed as “highly qualified,” a teacher must (1) hold a bachelor’s degree, (2) have full certification or licensure and, (3) demonstrate competence in the core academic subjects they are required to teach. These core subjects include English, reading, language arts, mathematics, science, foreign languages, civics and government, economics, arts, and history and geography (Muller, et al., 2007). As of 2007, with the exception of eight states, all Highly Qualified Teacher (HQT) plans had been approved by the U. S. Department of Education.

Kansas Highly Qualified Teacher Plan

In 2005, Kansas put in place their Highly Qualified Teacher (HQT) plan, which required their veteran teachers (1) to have a minimum of a bachelor’s degree, (2) to hold a valid license to teach in Kansas and (3) to have demonstrated subject-matter competence in each of the core academic subjects to which the teacher is assigned. In addition, the valid license must have the appropriate content (special education) and grade level endorsement for the teaching assignment, and the requirements may not be waived on an emergency, temporary or provisional basis. A veteran teacher is defined as a teacher who was issued a teaching license before July 1, 2003, or
a teacher who has taught with a valid teaching license for one or more years. To show subject matter competence, these teachers must add the appropriate content endorsement to their teaching license or earn eleven checks on the Kansas NCLB high objective uniform state standard of evaluation (HOUSSSE) checklist (see appendix A) for special education (SPED) and English to Speakers of Other Languages (ESOL). This checklist was designed in 2005 by a panel of Kansas special education and ESL teachers of core content classes. There are twenty-two possible checks in four components: (1) college level course work in the content area, (2) experience in the content area, (3) professional development in the content area with recency and (4) service in the content area with recency. Within each of the four components, indicators may be checked off to show depth of content and to meet the NCLB HQT components. A total of eleven checks must be met. Recency is defined as within the last six years. The checklist has a cutoff date. Teachers licensed prior to the date can use the checklist. After the date, they must take the Praxis or take additional coursework.

Reauthorization of the Individuals with Disabilities Education Act

In 2004, Congress not only reauthorized the Individuals with Disabilities Education Act (IDEA); the act was also aligned with the No Child Left Behind Act of 2001 (NCLB). In addition, a definition of highly qualified special education teacher was added under the reauthorization regulations. Definitively stated, a special education teacher is considered highly qualified if he (1) is “highly qualified” in core academic subject(s) for which he provides direct instruction and (2) is fully certified in special education.

Given the far-reaching effects of the implementation of these two reforms, the ramifications for students with disabilities are especially problematic. According to a study
conducted by collaborators Boe, et al. (1995), “higher attrition rates combined with critical teacher shortage inevitably results in uncertified personnel being used to fill special education positions.” As of October 1999, Carlson (2001) found that over 50,000 special education teachers were newly hired; and at the same time, over 12,000 positions remained vacant or had to be filled by a substitute because a suitable candidate could not be found. This data is consistent with the trend seen developing over the last ten years. Solving the complexities of the teacher shortage problem will require various stratagems, as it is vital for school systems to employ a dedicated special education teaching force.

Post NCLB and IDEA Variables that Contribute to Attrition

The No Child Left Behind and the Individuals with Disabilities Education Act mandate HQ teachers. With the expectation of the content area requirement, special education teachers are required to hold certification in both special education as well as in the content area that they teach (i.e. math, which also happens to be an area of general education teacher shortage).

As a result of No Child Left Behind and the HQ mandate, certification programs are even now being restructured as a way to ensure that new special education teachers are better prepared to meet the highly qualified expectations.

However, given the budget cutbacks that loom on the horizon of nearly every local, state and federally-funded program, the incentive to cut costs must be paramount even in educational institutions. These new programs focus more on collaboration and preparation in core content areas. No longer will the special education teacher be able to teach all subjects to all students. If a teacher is not available to fit the certification area (such as math), the teachers are placed in a collaborative assignment with a regular education teacher who is highly qualified in the subject.
Many times the special education teacher “indicated a desire to spend more time providing direct instructional services to students and less time coordinating with classroom teachers and serving essentially as ‘case managers’ of students’ schedules and programs” (Morvant et al., 1995). When the teachers need to be given subject content instruction, the students are the losers.

With the passage of No Child Left Behind and the requirement of meeting highly qualified requirements, special education teachers are more likely to be assigned to positions that meet their certification. School districts are forced to hire the teachers who have the credentials, thus limiting the pool of prospective candidates even further. “However, as districts have moved toward greater inclusion, some special educators struggle with changing roles and lack of support for new roles” (Billingsley, 2004). Many teachers have joined the special education teaching profession to work in a more isolated environment with students who have failed to make satisfactory progress in the general education classrooms. “The move toward inclusion may contribute to role dissonance or conflict for some special educators. If special educators have beliefs that differ from the philosophy of the school, they may seek other positions. Special educators who find it difficult to implement an inclusive program because of inadequate support systems or resistance from general educators may also find their work unfulfilling and look elsewhere” (Morvant et al., 1995). When forced to work in collaboration with other teachers, not in the special education field, it can be a distraction to their goal of helping students with disabilities to take steps forward in attaining their education.

The less-credentialed special educators can be moved like pawns on a chessboard. “Although dislocated teachers did have an opportunity to apply for positions that interested them, in most cases a job went to the most senior applicant who was qualified to teach the position. Teachers who failed to secure preferred assignments are matched by district administrators to the
remaining openings based in large part on the special education credential they held” (Morvant et al., 1995). When these decisions are made without input from the special education teacher, the result is the teacher feeling he has less decision-making power. Special education teachers may also feel that they do not have as much autonomy when placed in collaborative situations and that they have even less decision-making power.

Organizational structure and work conditions will influence commitment to the employing educational agency and to the teaching profession. Rules can be helpful. However, if the organization creates ambiguous rules or imposes too many directions and controls for teacher-led activities, teachers may perceive these rules as an infringement on their professionalism and judgment and their ability to share in the decision-making process” (Harris, et al., 1991). A teacher’s commitment to his career will be greatly influenced when he experiences conflict in supporting his career goals and objectives.

Thus, with the alignment of Individuals with Disabilities Education Act and No Child Left Behind, special education teachers are finding they must work in more collaborative settings. McClesky et al. (2008) found that “special educators struggle with their changing roles and responsibilities as they work as inclusion specialists or coteachers.” Billingsley (2004) discussed “the problem of role ambiguity.” As special educators’ work shifts from instruction in a special education classroom to that of “collaborative roles as co-teachers and inclusion specialists in general education classrooms” (Billingsley, 2004), the teachers also find they have to “adjust and change roles depending on the personalities and preferences of the general educator.” If these special education teachers have to work in more collaborative classrooms, they will need more training in the area of collaboration.
CHAPTER THREE METHODS

Collection of Base Data

Attrition data was gathered from records submitted to Kansas State Department of Education by Leavenworth County Special Education Cooperative (LCSEC) for special education personnel employed from 1997-2006 via the annual personnel report. Leavenworth County Special Education Cooperative is a cooperative in the Northeast corner of Kansas in Leavenworth County. “Cooperative is a term used to describe groups of school districts that have legally joined to provide services and is governed by one sponsoring district (Leavenworth Unified School District 453, in this case), selected from all of the districts that participate in the cooperative” (McKnab, 2007).

The cooperative is comprised of five additional districts: Easton Unified School District 449, Fort Leavenworth Unified School District 207, Lansing Unified School District 469, Basehor-Linwood Unified School District 458, and Tonganoxie Unified School District 464. These districts vary in size, demographics and socioeconomic status, as described in Table 2.

Addition of Supplemental Data to the Base Data Set

After reviewing the base data from the state reporting forms, the district and the LCSEC personnel were utilized in determining and adding longevity, certified personnel type (teacher or related services), level (preschool, elementary, middle, and secondary), and gender. Longevity was defined as any certified person employed in special education one year who returned the next year. Longevity also includes those who moved from one district to another within Leavenworth County Special Education Cooperative and those who may have changed levels or
switched categories. Eleven years of data were available for the study. Each individual year was compared to the previous year to determine which teachers stayed and which teachers left.

The data was cleaned to sort out duplicate full-time equivalent employees (FTEs). Routines that sorted data to match personnel for the comparison years 1997-2006 were then constructed. Next, formula-based queries isolated personnel employed during each year studied who did not return to a Kansas special education position for the next consecutive school year in order to identify the individuals who remained in their school districts and those who left. Within the sample, teachers were stratified by experience into two categories: new teachers and all others. New teachers were those in their first three years of employment in special education. Within each new and experienced teacher category, teachers were sorted by teaching type (related or teacher).
CHAPTER FOUR RESULTS

The results of this research are organized in responses to the five main questions about the attrition of special education personnel in Leavenworth County Special Education Cooperative over a ten-year period. The data has been broken down into two time frames: 1997-2001 (prior to No Child Left Behind) and 2002-2006 (after No Child Left Behind).

Descriptive Data

Table 1 describes the demographic data extracted from the Kansas State Department of Education for each district within the Leavenworth County Special Education Cooperative.

Table 1: District Demographic Data of the Coop Districts (2007 data obtained from KSDE)

<table>
<thead>
<tr>
<th></th>
<th>Fort Leavenworth</th>
<th>Leavenworth</th>
<th>Easton</th>
<th>Basehor-Linwood</th>
<th>Tonganoxie</th>
<th>Lansing</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Students</td>
<td>1,742</td>
<td>4,166</td>
<td>703</td>
<td>2,181</td>
<td>1,792</td>
<td>2,293</td>
</tr>
<tr>
<td>Total White</td>
<td>69%</td>
<td>60%</td>
<td>97%</td>
<td>91%</td>
<td>91%</td>
<td>85%</td>
</tr>
<tr>
<td>Total Hispanic</td>
<td>4%</td>
<td>2%</td>
<td>1%</td>
<td>4%</td>
<td>2%</td>
<td>4%</td>
</tr>
<tr>
<td>Total Black</td>
<td>13%</td>
<td>20%</td>
<td>0%</td>
<td>2%</td>
<td>2%</td>
<td>6%</td>
</tr>
<tr>
<td>Total American Indian</td>
<td>0%</td>
<td>1%</td>
<td>0%</td>
<td>1%</td>
<td>1%</td>
<td>1%</td>
</tr>
<tr>
<td>Total Asian</td>
<td>2%</td>
<td>1%</td>
<td>0%</td>
<td>1%</td>
<td>1%</td>
<td>2%</td>
</tr>
<tr>
<td>Total Multi-Racial</td>
<td>12%</td>
<td>16%</td>
<td>1%</td>
<td>1%</td>
<td>3%</td>
<td>3%</td>
</tr>
<tr>
<td>Total Free/Reduced</td>
<td>9%</td>
<td>48%</td>
<td>21%</td>
<td>9%</td>
<td>20%</td>
<td>13%</td>
</tr>
<tr>
<td>Total Special Education</td>
<td>12%</td>
<td>18%</td>
<td>13%</td>
<td>10%</td>
<td>13%</td>
<td>11%</td>
</tr>
</tbody>
</table>
Table 2 summarizes the total teachers employed by Leavenworth County Special Education Cooperative yearly during the study.

Table 2: Total Teachers Employed by LCSEC Yearly

<table>
<thead>
<tr>
<th>Year</th>
<th>Total</th>
<th>Year</th>
<th>Total</th>
</tr>
</thead>
</table>

Attrition Data

Table 3 contains the specific types of data extracted in summary form. Once the assignments were determined, disaggregation into the five-year periods was completed.

Table 3 Data for LCSEC for each of the two five-year periods studied: Special Education Personnel Employed (EMP) and Those Who Did Not Return (DNR) Each Year During the Study

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Females</td>
<td>117</td>
<td>26</td>
<td>123</td>
<td>20</td>
<td>132</td>
<td>24</td>
<td>133</td>
<td>24</td>
<td>146</td>
<td>31</td>
</tr>
<tr>
<td>Males</td>
<td>12</td>
<td>2</td>
<td>11</td>
<td>2</td>
<td>10</td>
<td>5</td>
<td>11</td>
<td>6</td>
<td>15</td>
<td>5</td>
</tr>
<tr>
<td>Related</td>
<td>38</td>
<td>7</td>
<td>36</td>
<td>8</td>
<td>44</td>
<td>5</td>
<td>47</td>
<td>8</td>
<td>59</td>
<td>8</td>
</tr>
<tr>
<td>Teachers</td>
<td>91</td>
<td>21</td>
<td>98</td>
<td>14</td>
<td>98</td>
<td>24</td>
<td>97</td>
<td>22</td>
<td>102</td>
<td>28</td>
</tr>
<tr>
<td>All</td>
<td>40</td>
<td>8</td>
<td>40</td>
<td>9</td>
<td>50</td>
<td>5</td>
<td>54</td>
<td>7</td>
<td>57</td>
<td>7</td>
</tr>
<tr>
<td>Preschool</td>
<td>11</td>
<td>1</td>
<td>13</td>
<td>0</td>
<td>13</td>
<td>2</td>
<td>13</td>
<td>2</td>
<td>16</td>
<td>4</td>
</tr>
<tr>
<td>Elementary</td>
<td>44</td>
<td>6</td>
<td>40</td>
<td>7</td>
<td>37</td>
<td>11</td>
<td>34</td>
<td>10</td>
<td>41</td>
<td>13</td>
</tr>
<tr>
<td>Middle</td>
<td>9</td>
<td>5</td>
<td>14</td>
<td>2</td>
<td>17</td>
<td>5</td>
<td>19</td>
<td>3</td>
<td>19</td>
<td>8</td>
</tr>
<tr>
<td>Secondary</td>
<td>25</td>
<td>8</td>
<td>27</td>
<td>4</td>
<td>25</td>
<td>6</td>
<td>24</td>
<td>8</td>
<td>28</td>
<td>4</td>
</tr>
<tr>
<td>Longevity</td>
<td>129</td>
<td>28</td>
<td>134</td>
<td>22</td>
<td>142</td>
<td>29</td>
<td>144</td>
<td>30</td>
<td>161</td>
<td>36</td>
</tr>
</tbody>
</table>

23
Table 4 summarizes the attrition rates for all certified special education personnel for the school years of 1997-1998 through 2001-2002 (prior to NCLB) and 2002-2003 through 2006-2007 (after NCLB).

Table 4: Attrition Rates for All Certified Special Education Personnel

<table>
<thead>
<tr>
<th>Year</th>
<th>Employed</th>
<th>Leavers for the next year</th>
<th>Attrition Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>1997-1998</td>
<td>129</td>
<td>28</td>
<td>22%</td>
</tr>
<tr>
<td>1998-1999</td>
<td>134</td>
<td>22</td>
<td>16%</td>
</tr>
<tr>
<td>1999-2000</td>
<td>142</td>
<td>29</td>
<td>20%</td>
</tr>
<tr>
<td>2000-2001</td>
<td>144</td>
<td>30</td>
<td>21%</td>
</tr>
<tr>
<td>2001-2002</td>
<td>161</td>
<td>36</td>
<td>22%</td>
</tr>
<tr>
<td>Total for 1997-2002</td>
<td>710</td>
<td>145</td>
<td>20%</td>
</tr>
<tr>
<td>2002-2003</td>
<td>161</td>
<td>32</td>
<td>20%</td>
</tr>
<tr>
<td>2003-2004</td>
<td>159</td>
<td>40</td>
<td>25%</td>
</tr>
<tr>
<td>2004-2005</td>
<td>152</td>
<td>31</td>
<td>20%</td>
</tr>
<tr>
<td>2005-2006</td>
<td>154</td>
<td>22</td>
<td>14%</td>
</tr>
<tr>
<td>2006-2007</td>
<td>161</td>
<td>27</td>
<td>17%</td>
</tr>
<tr>
<td>Total for 2002-2007</td>
<td>787</td>
<td>152</td>
<td>19%</td>
</tr>
</tbody>
</table>
During the five years prior to NCLB, 145 of the 710 personnel (20%) employed during the five-year period did not return to seek employment in LCSEC. Over the five years, there was an increase of yearly attrition with the exception of the 1998-1999 school years. During the five years after NCLB, 152 of the 787 personnel (19%) employed during the five-year period did not return to employment in Leavenworth County Special Education Cooperative. Over this five-year period, the attrition rates appear to decline. Overall, the decrease is minimal.

According to the 2009 study conducted by McKnab, the state average for special education annual attrition rates from 1976-1977 through 2007-2008, was 10.8%. Leavenworth County Special Education Cooperative averages for the two, five-year periods were 20% and 19% respectively. These two percentages reflect a percentage of attrition almost twice the state average.

**Attrition by Types of Personnel**

To construct Table 5 and Figure 1, each type of position was either defined as “teaching” or “related.” The Kansas Special Education Services Process Handbook (2011) defines related services as any specially designed instruction to meet the unique needs of the child with a disability. Given this definition, any position that was tertiary was given the classification of “related” and any position that was primary was given the classification of “teaching”. While both groups work with the same students, responsibilities and service delivery models vary between the two groups. This disparity could conceivably result in different attrition rates. Teaching and related services may both be provided in a variety of settings which could include: regular education settings, special education settings or a combination of both. Because the services provided by a related service are “unique,” these providers often are required to travel between several schools. Caseloads may be larger for related service providers as they are
serving students in much smaller increments of time, whereas a teacher’s service time is provided in larger increments of time. For the period of time between the 1997-2001 school years, attrition rates of teaching personnel yielded a slight increase. The employed special education teachers who did not return from or between 1997-2001 totaled 18%. The teachers employed who did not return from or between 2002-2006 totaled 15%. Related service personnel for the period of 1997-2001 who did not return to their current positions totaled 14%, and from or between 2002-2006, the total was 19%. A summary of this data can be found in Table 5 and Figure 1.

Table 5: A Summary of Types of Personnel

<table>
<thead>
<tr>
<th>Title</th>
<th>Classification</th>
<th>Title</th>
<th>Classification</th>
</tr>
</thead>
<tbody>
<tr>
<td>Nurse</td>
<td>Related</td>
<td>Educable MR</td>
<td>Teaching</td>
</tr>
<tr>
<td>Supervisor</td>
<td>Related</td>
<td>Trainable MR</td>
<td>Teaching</td>
</tr>
<tr>
<td>Audiology</td>
<td>Related</td>
<td>Early Childhood</td>
<td>Teaching</td>
</tr>
<tr>
<td>School Psychology</td>
<td>Related</td>
<td>Learning Disability</td>
<td>Teaching</td>
</tr>
<tr>
<td>Social Work</td>
<td>Related</td>
<td>Hearing Impaired</td>
<td>Teaching</td>
</tr>
<tr>
<td>Speech/Language</td>
<td>Related</td>
<td>Physically Impaired</td>
<td>Teaching</td>
</tr>
<tr>
<td>SEIMC (Material Centers)</td>
<td>Related</td>
<td>Gifted</td>
<td>Teaching</td>
</tr>
<tr>
<td>Special Ed. Administration</td>
<td>Related</td>
<td>Behavior Disordered</td>
<td>Teaching</td>
</tr>
<tr>
<td>Other</td>
<td>Related</td>
<td>Visually Impaired</td>
<td>Teaching</td>
</tr>
<tr>
<td>Counselors</td>
<td>Related</td>
<td>Interrelated</td>
<td>Teaching</td>
</tr>
<tr>
<td>Occupational Therapy</td>
<td>Related</td>
<td>Adapted PE</td>
<td>Teaching</td>
</tr>
<tr>
<td>Physical Therapy</td>
<td>Related</td>
<td>Homebound</td>
<td>Teaching</td>
</tr>
<tr>
<td>Special Needs</td>
<td>Related</td>
<td>Interrelated LD/EMR</td>
<td>Teaching</td>
</tr>
<tr>
<td>Art Therapy</td>
<td>Related</td>
<td>Interrelated LD/BD</td>
<td>Teaching</td>
</tr>
<tr>
<td>Dance/Movement Therapy</td>
<td>Related</td>
<td>Interrelated LD/EMR/BD</td>
<td>Teaching</td>
</tr>
<tr>
<td>Music Therapy</td>
<td>Related</td>
<td>Interrelated LD/EMR/BD</td>
<td>Teaching</td>
</tr>
<tr>
<td>Recreation Therapy</td>
<td>Related</td>
<td>Interrelated EMR/TMR</td>
<td>Teaching</td>
</tr>
<tr>
<td>Assistive Technology</td>
<td>Related</td>
<td>Interrelated TMR/SMH</td>
<td>Teaching</td>
</tr>
<tr>
<td>Program Evaluation</td>
<td>Related</td>
<td>Interrelated Other</td>
<td>Teaching</td>
</tr>
<tr>
<td>Personnel Development</td>
<td>Related</td>
<td>Work Study</td>
<td>Teaching</td>
</tr>
<tr>
<td>Integration Specialist</td>
<td>Related</td>
<td>Severe/Multiple Disabilities</td>
<td>Teaching</td>
</tr>
<tr>
<td>Transition Services</td>
<td>Related</td>
<td>Diagnostic Teacher</td>
<td>Teaching</td>
</tr>
</tbody>
</table>

26
Rehabilitation Counseling  Related  Interrelated BD/EMR  Teaching
Educational Interpreter  Related  Other Assignment  Teaching
Registered Dietician  Related  Infant/Toddler  Teaching
Braille Transcriber  Related  Mental Retardation  Teaching
Behavior Specialist  Related  Vocational Special Needs  Teaching
                      Orientation/Mobility specialist  Teaching

Figure 1: Attrition of Personnel by Position Type

<table>
<thead>
<tr>
<th></th>
<th>1997-2001</th>
<th>2002-2006</th>
</tr>
</thead>
<tbody>
<tr>
<td>Related Attrition</td>
<td>15%</td>
<td>20%</td>
</tr>
<tr>
<td>Teacher Attrition</td>
<td>10%</td>
<td>15%</td>
</tr>
<tr>
<td>All Special Education Attrition</td>
<td>20%</td>
<td>25%</td>
</tr>
</tbody>
</table>

**Attrition of Teaching Personnel by Grade Levels**

The original data obtained for teaching personnel consisted of two columns of information delineating each individual’s assignment level. One column reported the lowest level of the assignment, and the second reported the highest level of the assignment. When the two columns contained a “K” and an “8”, the teacher assignment may include kindergarten through the eighth grades. This study did not include Related Services such as, but not limited to, school psychologists and social workers.
The original database contained sixty-eight different grade level assignments reported such as seven to eight, K to 1, K to 11, etc. The sixty-eight assignments were collapsed into five levels based on the lowest and highest level of assignment:

1. Infant/Toddler to Kindergarten (preschool)
2. Kindergarten-ninth (elementary)
3. Sixth-ninth (middle school)
4. Sixth-Twelfth (secondary)
5. Infant/toddler to Twelfth (all levels)

In assessing the data, a few assignments may well cause confusion. Upon determining the level assigned, some decisions had to be made. An example of such a decision would be the fact that several teachers were listed as grades six to twelve. The greatest share of this assignment was conducted with secondary students; thus, a secondary classification was deemed more appropriate.

Figure 2: Attrition of Teaching Personnel by Grade Levels

*Special note: In 1998-Preschool, 2003-Secondary, 2004-Preschool, and 2005-Middle Attrition Rates were 0%.
Prior to NCLB, the percentage of attrition ranged from 12% (lowest in preschool) to 22% (highest in middle school). After the inception of NCLB, the percentage of attrition decreased and ranged from a low of 7% (again in preschool) to a high of 19% in the “All” category. Included in the “All” category are those assigned K-12. Often these positions are specialized such as the visually impaired, adaptive physical education and hearing impaired. These positions often require the teacher to travel between the districts providing services. This distance can be up to a distance of 45 miles between schools.

**Attrition and Longevity**

Any teacher in his or her first, second or third year of employment was considered a beginning teacher or “new,” and all other teachers were considered a veteran teacher or “experienced.” The data in Figure 3 displays the attrition rate of new teachers.

**Figure 3: Attrition of New Teachers**

![Attrition Rate of New Teachers](image)

An examination of the data in Figure 3 shows that with the exception of one of the five years prior to NCLB (1998), the attrition of new teachers was greater than the five years after the implementation of NCLB.
Another area of interest in this study was the attrition of gender within the LCSEC. Figure 4 provides the data for gender and attrition over the two, five-year periods studied.

Figure 4: Attrition of Gender

The gathered data definitively indicates that there is a higher incidence of males leaving the field of special education than females. However, over the two five-year periods prior to NCLB and after NCLB the overall percent of attrition remained exactly the same.
CHAPTER 5 DISCUSSION

The purpose of this study was to analyze attrition rates of special education personnel since the implementation of NCLB and IDEA’s alignment with NCLB’s highly qualified mandate in the Leavenworth County Special Education Cooperative. In particular this study examined five basic questions.

Question One: Has there been an increase in attrition rates of special education teachers since IDEA’s alignment with NCLB’s highly qualified teacher mandate?

As reported in the review of literature, multiple explanations exist for a high attrition rate of special education teachers. Included among these explanations are employability, personal decisions, level of education and certification, salary, mentoring received, decision making power, administrative support, school climate, and job design.

During the ten years of the study, there was little to no change in the annual state attrition rates; however, the attrition rate for Leavenworth County Special Education Cooperative was almost twice the state average. Overall, the state average for the attrition of special education was 12.8% and the average for LCSEC was 19.6%. There were only two years that the attrition was on target with the state and in 2003 Leavenworth County Special Education Cooperative’s average was three times that of the state with a high of 25.2%. With the current special education teacher shortage problem, the existing attrition rates for Leavenworth County Special Education Cooperative will no doubt lead to serious implications for students with disabilities. Darling-Hammond, et al., (1996) discusses several disturbing and challenging consequences to include, “inadequate educational experiences for students, reduced student achievement levels, and insufficient competence of graduates in the work place.” Leavenworth County Special Education Cooperative may want to look at this information for further analysis. If improved academic
achievement is to be attained for students with special needs, filling positions with highly qualified teachers is critical.

Research indicates that salary is a leading factor in attrition of special education personnel. Because Leavenworth Unified School District 453 sponsors Leavenworth County Special Education Cooperative, the Leavenworth Unified School District 453 sets the salary schedule. The district’s current salary schedule as posted on their website (2013) lists a beginning salary of $34,885 for a first-year teacher with a bachelor’s degree. The starting salary of Kansas City Kansas Public Schools (2013) was $38,500, and Shawnee Mission listed their starting salary as $39,240. With higher salaries available within driving distance, salary may well be an important factor to consider in the higher attrition rates for the Leavenworth County Special Education Cooperative.

Special education personnel hold higher degrees thus they are more employable and may leave their positions more readily. Kansas City is a large metropolitan area within driving distance and may offer more opportunities for advancement as well. A search of Kansas City Kansas Public Schools website (2013) was conducted and eleven special education positions were currently posted.

Fort Leavenworth Unified School District is one of the districts that forms a part of the Leavenworth County Special Education Cooperative. The Command General Staff College is located on Fort Leavenworth. This institution is home to several different military schools, for leader development and education, that vary from six months in length to one year. The military students associated with these classes also bring family members with them. These family members quite often fill certified special education positions in the Leavenworth County Special Education Cooperative, and thus, may be a mitigating factor in the attrition of special education
teachers. Teachers also may become tired of the constant flux of the student population from year to year; progress would be very minimal leading to job dissatisfaction and attrition. The attrition rates of regular education teachers from the six Leavenworth County Special Education Cooperative districts were obtained. During the same time periods, Fort Leavenworth had the highest attrition rates, 14% for 1997-2002 and 13% for 2002-2007. Attrition may be a district specific issue, that has ramifications beyond special education teachers.

Of the six districts associated with Leavenworth County Special Education Cooperative, only one, Leavenworth Unified School District must meet NCLB’s highly qualified mandate with fully certified special education personnel. The other five districts are able to hire special education teachers on a waiver. This also, may be a factor in the higher attrition. Often, administrators are limited in the number of applicants available. Degree held and certification do not always equate to competence.

Lack of administrative support is cited in literature as one reason special education personnel may leave their positions. Given there are six districts within the Leavenworth County Special Education Cooperative, adequate administrative support at the building level would be expected. However, building level administrators do not often have the training and understanding of the needs of special education teachers that lead to job dissatisfaction. The literature review found a lack of administrative support as an important source of attrition for special education personnel. Issues related to administrative support were lack of respect or concern, a lack of open communication, the teacher’s lack of accessibility of the administrator, and the need for assistance with discipline issues. Lack of knowledge of special education, concern with regulations as opposed to programs and children, lack of recognition for efforts and specific problems such as parental concerns and materials needed were also issues related to
support provided by administrators. “They also may be shifted around between buildings and districts so often to balance needs that they really never establish friendship patterns at any one building—they are always regarded as itinerant teachers” (Ebmeier, H., personal communication, March 15, 2013). All of these issues may have gone unnoticed and unaddressed leading to attrition.

During the ten-year period studied the central office administrative structure for Leavenworth County Special Education Cooperative consisted of one director of special education and one assistant director of special education. These two central office special education positions provided support for a minimum of 157 teachers to a high of 197 teachers in all six districts. Billingsley (2004) stated, “The finding of the effect that central office administrators have on special education attrition is not surprising, particularly given the critical role they play in determining local special education policies, regulating IDEA requirements, and identifying and placing students with disabilities.” Given research and the results of this study, these may be contributing factors in the higher attrition rates for Leavenworth County Special Education Cooperative.

**Question Two: Has there been a change in the attrition rates of special education teaching personnel compared with the attrition rates of related services personnel since IDEA’s alignment with NCLB’s highly qualified teacher mandate?**

Teaching personnel experienced a slight decrease in attrition during the study over the ten-year period; however, related-service personnel experienced an increase of five percent in attrition. Related-service personnel provide services to children in a variety of settings and service delivery models such as pull out small group, one-on-one with travel between schools.

Billingsley (2004) described, “role overload as having more to do than is reasonable”. With the passage of IDEA and NCLB a free and appropriate education may involve the child
attending his neighborhood school. Service delivery has changed dramatically for special education personnel. These service delivery changes may have increased the related service personnel travel, caseload and stress related to providing services for that student. Billingsley (2004) also stated, “role overload can lead to role conflict”. Associated with each increase in caseload is an increase in “bureaucratic requirements” such as paperwork. Stress and paperwork have been directly linked to attrition in several studies (Billingsley & Cross, 1991, Dangl et al, 1987). All of the service delivery changes may have contributed to the higher percentage of related personnel leaving during the years studied.

Related service personnel are often very specialized teaching assignments, for example occupational therapy, speech and language, adaptive P.E., and physical therapy. These hard to fill positions are in high demand thus teachers in these areas also have a much higher employability. “Cross and Billingsley stated that teachers with higher degrees perceived greater employability in nonteaching positions and were therefore more likely to leave” (Billingsley, 2004). Coupled with salary available, not only in nearby school districts, but also in the private sector, related service personnel have more options that may lend to higher attrition.

Leavenworth County Special Education Cooperative may want to investigate this area of study more fully to see if attrition is higher in any specific category and whether or not the reasons are service delivery, employability, or salary-related.

Question Three: Has there been a change in the attrition rates of elementary level special education personnel compared with the attrition of secondary level special education personnel since IDEA’s alignment with NCLB’s highly qualified teacher mandate?

For this study, a grade-level assignment was based on the district’s lowest and highest level of assignment within the data. There were five levels: all, preschool, elementary, middle and secondary. The “All” category had the largest increase between the two five-year studies.
This increase may have been due to the amount of travel, the lack of autonomy or personal reasons (such as, but not limited to staff spouses of military personnel who temporarily reside in the area for a year while the spouse attends Command General Staff College on Fort Leavenworth).

Again, as with the related service personnel discussed above, teachers in the “All” category are often specialized such as visually impaired, hearing impaired, work study and orientation/mobility specialist. As with related service personnel, these positions have higher employability both in the field of education and in the private sector. These areas of specialization also require more education; however, they are placed on the salary schedule at the rate of any teacher with the same education and years of service. Salary in neighboring districts as well as the private sector are higher and therefore may lead to increased attrition. Further study of the reasons for leaving might be beneficial for LCSEC to better understand attrition in the “All” category.

**Question Four:** Has there been a change in the attrition rates of new special education teachers compared with the attrition rates of experienced special education teachers since IDEA’s alignment with NCLB’s highly qualified teacher mandate?

The data studied found that attrition of new teachers was higher in the five-years prior to the passage of No Child Left Behind than the five years following the passage. This finding may indicate that new teacher programs are preparing new teachers for entry into assignments where they may have less autonomy and where collaboration to provide services for students with special needs with regular education staff is expected. Leavenworth Unified School District 453, the sponsoring district for Leavenworth County Special Education Cooperative, implemented a mentor project that began in the 2006-2007 school year. The inception of a mentoring project also may have been a mitigating factor in the attrition of new teachers within this study. “It is
critical that teachers obtain support during the early stages of their careers when they are most likely to leave” (Billingsley, 2004).

**Question Five:** Has there been a change in the attrition rates of female special education personnel compared with the attrition rates of male special education personnel since IDEA’s alignment with NCLB’s highly qualified teacher mandate?

“Though both teacher gender and teacher ethnicity have been reported to be associated with turnover in several studies using state data that predate 1985, more recent studies with national data have not found evidence that these variables are related to teacher turnover” (Darling-Hammond & Sclan, 1996). The data within this comprehensive study indicates that NCLB has had little to no effect on the attrition of special education teachers in respect to gender. In the review of literature for this study, attrition and gender were not found to be related (Billingsley, 2004 and Cross & Billingsley, 1994).

**Implications for Policy, Practice and Further Research**

Although attrition has been documented as a major issue for all of special education, the current study found that LCSEC’s attrition rate of 20% is twice the state average of 9%. During the study, LCSEC participated in the mentorship program instituted by Leavenworth Unified School District. The findings of this study support the documentation in the literature review of the importance of induction and mentoring for new special education teachers.

Salary was found in the literature to be a major factor in special education attrition. LCSEC needs to look at salary to determine if it is a major concern with the attrition of special education teachers. With a beginning salary of $34,885 for a first year teacher in Leavenworth with a bachelor’s degree and the starting salary just down the road in Kansas City Kansas Public Schools of $38,500, this may be cause for a salary schedule review. Without the ability to be
competitive with salary, LCSEC may not attract high quality teachers and attrition rates may continue to be an area of concern.

Attainment of higher degrees has been documented in the literature review as a contributor to the attrition of special educators. Highly qualified teachers must be fully certified in special education and “highly qualified” in the core academic subject(s) for which they provide direct instruction. Thus, many special education teachers hold a higher degree and are more employable. Coupled with salary associated with holding a higher degree LCSEC may want to determine if there is a correlation with their attrition rates for related service teachers.

In addition, with the passage of No Child Left Behind, several states have changed their service delivery patterns “as a strategy for meeting the requirements of HQT” (Muller & Burdette, 2007). Changing service delivery patterns may or may not enhance the climate of the school. If the special education teachers are forced into collaborative teaching assignments or placed without any personal input, the climate of the school may be jeopardized. Climate has also been documented in the literature as a factor associated with attrition and may prove useful for LCSEC when planning for future placements.

When looking at changing service delivery patterns (job design), LCSEC may also want to be sure they are not just focusing on “job enlargement” as defined by Mathis et al (2006), and instead, look at “job enrichment”. “Job enrichment, promotes variety, requiring more skills and responsibilities, providing more autonomy, and adding opportunities for personal growth” (Mathis, et al, 2006). Special education teachers need to feel valued and heard, not just placed strategically in positions that meet the highly qualified mandate; otherwise, this may lead to job stress and if the stress becomes too great special education personnel are more likely to change jobs.
Administrators, both building and district level, need to provide support for special education teachers. Becoming aware of the special needs, caseload, paperwork concerns, and resources needed as these areas have also been tied to attrition of special educators in research. LCSEC is a large cooperative covering six districts with varying needs and diversity, LCSEC may want to periodically conduct a needs survey with all special education teachers to determine if there are areas that might be addressed proactively in hopes of lowering the attrition rate within the LCSEC.

This research provides information specific to Leavenworth County Special Education Cooperative on attrition of special education personnel for the five years prior to NCLB and the five years after NCLB. LCSEC would benefit from a follow-up study to gain an understanding of why the attrition for this particular cooperative is twice as high as the state average. Before future researchers can look at significant differences in rates for the various core subjects, additional variables must be addressed. These variables include the states’ collecting data on core subjects taught by secondary special education teachers, the collection of specific data on the number of teachers who teach more than one subject, and lastly, studying other changes from year-to-year. Once all of these issues have been documented, further understanding of the attrition rates can be determined.
References


Kansas Statutes Annotated: Kansas Special Education for Exceptional Children Act (2005), Chapter 72-962 § 1-25.


Appendix A

Mandated by Federal No Child Left Behind Legislation

KANSAS NCLB HOUSSE CHECK LIST for
SPECIAL EDUCATION TEACHERS OR
ENGLISH FOR SPEAKERS OF OTHER LANGUAGES TEACHERS
WHO TEACH CORE CONTENT SUBJECTS

Requires 11 checks (☑) to meet the NCLB HQT requirements. Only one check per box is allowed.

<table>
<thead>
<tr>
<th>Components of Highly Qualified Indicators</th>
<th>Highly Qualified</th>
</tr>
</thead>
<tbody>
<tr>
<td>College Level Course Work in the Content Area</td>
<td>MANDATORY - College level courses in the content area - MANDATORY</td>
</tr>
<tr>
<td>☐ 3-8 hours</td>
<td>☐ 9-14 hours</td>
</tr>
<tr>
<td>☐ Extended (fifteen attendance hours) workshops in the content area</td>
<td></td>
</tr>
<tr>
<td>Experience in the Content Area</td>
<td></td>
</tr>
<tr>
<td>☐ Taught special education or ESOL in this content area four (4) or more years</td>
<td></td>
</tr>
<tr>
<td>☐ Co-taught content area class</td>
<td></td>
</tr>
<tr>
<td>☐ Served as the teacher of record in this content area</td>
<td></td>
</tr>
<tr>
<td>☐ Supervised paraprofessionals in this content area</td>
<td></td>
</tr>
<tr>
<td>Professional Development in the Content Area</td>
<td></td>
</tr>
<tr>
<td>☐ Knowledge level professional development plan (PDP) activities related to content area</td>
<td></td>
</tr>
<tr>
<td>☐ Application level professional development plan (PDP) activities related to content area</td>
<td></td>
</tr>
<tr>
<td>☐ Impact level professional development plan (PDP) activities related to content area</td>
<td></td>
</tr>
<tr>
<td>☐ Other in-service trainings not included on PDP related to content area</td>
<td></td>
</tr>
<tr>
<td>☐ Other professional development not included on PDP related to content area</td>
<td></td>
</tr>
<tr>
<td>☐ Passing score on the Kansas Performance Assessment (KPA) for this content area</td>
<td></td>
</tr>
<tr>
<td>☐ Professional learning classes related to content area taken from U.S. Department of Education Teacher-to-Teacher program</td>
<td></td>
</tr>
<tr>
<td>☐ Attendance at district, regional, state or national professional conferences, seminars or workshops in the content area</td>
<td></td>
</tr>
<tr>
<td>Recency within last 6 years</td>
<td></td>
</tr>
<tr>
<td>Service in the Content Area</td>
<td></td>
</tr>
<tr>
<td>☐ Served on a committee that developed, selected or evaluated content standards or curriculum</td>
<td></td>
</tr>
<tr>
<td>☐ Served on a committee that developed, aligned, validated or evaluated content assessments</td>
<td></td>
</tr>
<tr>
<td>☐ Department chair or team leader in the content area</td>
<td></td>
</tr>
<tr>
<td>☐ Monitor teacher in this content area</td>
<td></td>
</tr>
<tr>
<td>☐ Provided professional development to paraprofessionals in content area</td>
<td></td>
</tr>
<tr>
<td>☐ Content area presentations to building or district staff</td>
<td></td>
</tr>
<tr>
<td>☐ Content presentation at regional, state or national professional content organization meetings</td>
<td></td>
</tr>
<tr>
<td>☐ Content presentation at state or national professional special education organization meetings</td>
<td></td>
</tr>
<tr>
<td>☐ Content article in district, regional, state or national journal</td>
<td></td>
</tr>
<tr>
<td>TOTAL CHECKS</td>
<td></td>
</tr>
</tbody>
</table>

Return to: Teacher Education and Licensure, Kansas State Department of Education, 120 SE 16th Avenue, Topeka, Kansas 66612

T/HQtestQualifiedSpecial.lnu/CLIQUEUS.doc