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DEPARTMENT OF EDUCATION
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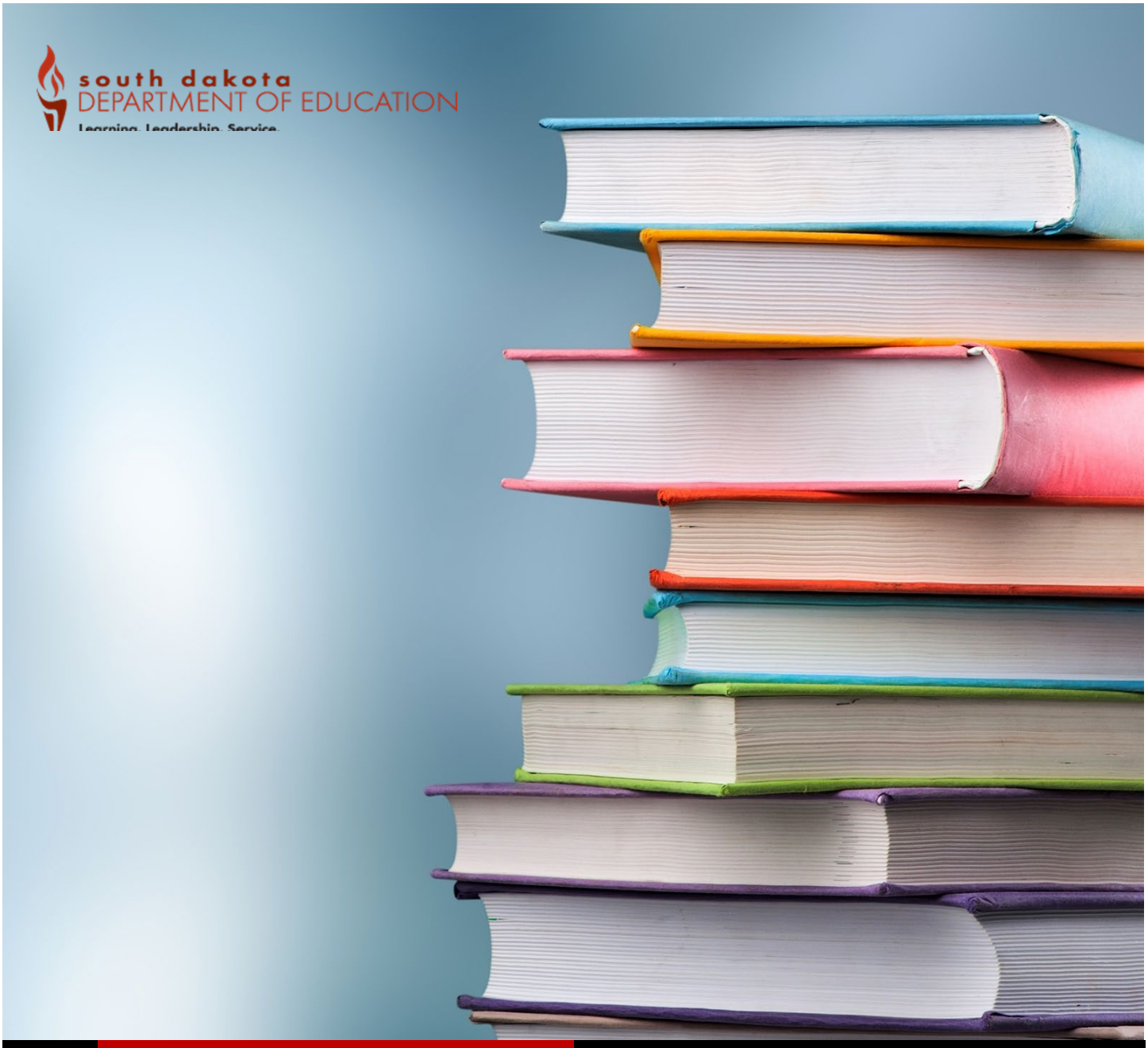

TEACHER COMPENSATION REVIEW BOARD

RECOMMENDATIONS AND RESPONSES

2025

INTRODUCTION

The 2025 Teacher Compensation Review Board approved four recommendations as part of their statutory review of teacher compensation data and included these in their report to the Governor and South Dakota State Legislature.

RECOMMENDATION #1

Leave unchanged the current metrics for minimum teacher salary and average teacher compensation, enacted during the 2024 legislative session. Those metrics appear to be creating positive changes for teacher pay in South Dakota and their effects should be allowed to continue at this time.

RECOMMENDATION #2

Because of the continuing, though tapering, shortage of K-12 teachers and the impact that teachers leaving the profession before retirement have on it, encourage the Department of Education to expand professional development opportunities to productively address student behavior.

RECOMMENDATION #3

Request the Department of Education to examine the ability to collect one-time data on the amount of class/instructional time spent on extracurricular and athletics programs for both students and teachers

RECOMMENDATION #4

As attracting and retaining great teachers to South Dakota schools involves both financial and school culture solutions, direct the South Dakota Department of Education to draft a brief white paper on best practices on the presence of smart phones in schools and the effects of personal technology on student behavior in school.

Recommendation #1 requires no action; recommendations #2-4 are directed to the Department of Education. The following is responsive to those recommendations.

RECOMMENDATION #2

Because of the continuing, though tapering, shortage of K-12 teachers and the impact that teachers leaving the profession before retirement have on it, encourage the Department of Education to expand professional development opportunities to productively address student behavior.

The issue of student behavior in the classroom, while not new, has seen dramatically increased negative effects and attention since the pandemic. There is also evidence to suggest that student behavior is one of the key contributing factors to teacher retention. As such, this is a relevant issue for the Teacher Compensation Review Board, which seeks to address the teacher shortage issue.

There are a variety of mechanisms that schools can use to address negative behaviors in the classroom. Schools can determine the most effective means that suits their community. While that is true, Positive Behavior Intervention Supports, or PBIS, is a data-driven solution that has a strong research base behind it and is widely used and highly regarded among South Dakota districts.

What is PBIS?

Positive Behavioral Interventions and Supports (PBIS) is a school-wide, proactive and preventative, continuous-improvement framework which supports positive student behavior. It ensures efficient use of resources to identify trends and patterns by using data and matching evidence-based interventions and behavioral strategies to student need. It fits within a Multi-Tiered System of Supports (MTSS) framework:

PBIS and the MTSS 4 Key Components

Team-Based Leadership	A building leadership team oversees school-level implementation. The team reviews systems-level data, and intervention implementation decisions.
Tiered Continuum of Supports	All students receive evidence-based Tier 1 supports. Students who are identified as needing additional behavioral supports will also receive targeted Tier 2 intervention based on their needs. A few students will need more intensive supports. If a student receiving Tier 2 supports is identified as needing additional supports, they will also receive intensive Tier 3 intervention to address behavior skill deficits.
Comprehensive Data Collection System	Schools use a comprehensive process for collecting and reviewing data at the school and student levels. Data is used in a continuous improvement process.
Communication and Collaboration	Schools engage families, community partners, and other stakeholders in understanding MTSS PBIS and partnering to improve outcomes for all students.

What is the Research Behind It?

Various studies have demonstrated the effectiveness of PBIS in curbing negative student behavior and contributing to positive school-wide effects, in particular in elementary schools. This includes improved school climate, increased perception of school safety, improved academic achievement, and reduced

suspensions from school. (Gage, Whitford, and Katsiyannis, 2018). Bradshaw et al (2012) found after a four-year randomized controlled effectiveness trial of school-wide PBIS in 37 elementary schools that there was significant positive impact on aggressive behavior problems, concentration problems, office discipline referrals, emotion regulation, and prosocial behavior.

How is it implemented in South Dakota?

The department provides grant funding and onsite coordinator support for schools selected to participate in a five-year PBIS or Response to Intervention cohort. Currently the department supports 17 districts across the state in implementing the system; an additional 34 are beyond the five-year implementation plan but are still eligible to receive department support as needed and attend all PBIS trainings at no cost throughout the year.

RECOMMENDATION #3

Request the Department of Education to examine the ability to collect one-time data on the amount of class/instructional time spent on extracurricular and athletics programs for both students and teachers.

A review of what such a data collection would require resulted in a conclusion that such a data collection would be difficult and fraught with validity and reliability concerns. Specifically:

- Data collection for such a task would be immense and the burden for this would fall on the public schools. Schools do not have personnel currently in place to accomplish such a data collection. To collect data for even a single year would require a year-long process of examining every sport/activity, every coach, and every classroom to determine what impact every event/game had on the classroom. Student absences resulting from such would have to be listed and described for every class session they missed. Coach absences would also need to be listed and described for any classes they were unable to teach due to an event/game. Additionally, a step-by-step process would need to be crafted on how to count such, including adjustments for 5-day and 4-day school week schools, class period lengths, elementary instructor absences due to coaching and how to count those minutes, and what activities to include.
- The level of this complication would also raise serious validity and reliability issues. Validity in research, the degree to which what you are counting is actually what you mean to count, is critical since measuring irrelevant items would lead to irrelevant data and conclusions. Reliability in research, the degree to which you are measuring items consistently across sports, programs, school buildings, and school districts is critical as the results will only be meaningful if they are conducted consistently. A count such as this would be fraught with reliability issues both due to the varying expertise of the counter and the varying commitment to the task.
- Finally, once the data was submitted by the public schools, the DOE would be faced with the task of not only organizing it in a meaningful way but also developing some reasonable metric of validity and reliability. Such statistical analyses are typically beyond our work, conducted by outside firms which specialize in such.

Given these concerns, it is the view of the DOE that, functionally, we do not have the ability to collect such data with the ability to reasonably affirm its validity and reliability.

However, a research literature exists on the issue of instructional time losses due to extracurricular programming and there is every reason to believe that the conclusions from that research are applicable to South Dakota schools and their programming.

Areas of research, specific research studies, and research conclusions:

1. How much instructional time is lost?

This would seem to be the most important question, as it gets at the loss of academic instructional time, the main function of schools.

Farb and Matjasko (2012) arrived at a range of 5-10 hours of student time spent on extracurricular activities per week, with 30 minutes to 2 hours of that lost to actual instructional time per student, on average.

However, this reflected only student time out of the classroom. Thus, it did not count the instructional time lost (or the quality of the instructional time lost) when the regular teacher must leave the classroom to travel to events, for example, as a coach.

N. Wilson, in his study, *Impact of extracurricular activities on students,* took note of the large amounts of both planning time and classroom teaching session lost to travel to away events, as well as the events themselves. While Wilson did not attempt to quantify the amount of time lost, the impact was significant, both on the teachers who must leave their classrooms and the students who are now taught (or, at times, not taught) by a substitute teacher. As opposed to the single loss when a student is not present in the classroom, the loss of the teacher-coach means poorer quality instruction or no instruction for *all* students in the classroom. This single absence is then multiplied by the number of students in affected classrooms on specific dates. By any measure, this loss is significant and causes significant academic harm in specific instances.

2. What about the effects on teachers of being out of the classroom for these activities?

Beyond the lost or diminished instruction time due to the teacher's absence, some research also points to higher levels of burnout among teachers who coach or sponsor other activities. (Brown & Roloff, *Extra-Role Time, burnout, and Commitment: The Power of Promises Kept.)* Given the current teacher shortages and the modern tendency of teachers to depart the profession for other employment, this negative impact should not be overlooked.

3. Do the benefits of the extracurricular participation outweigh the negatives of the lost instructional time?

Instructional time is the coin of the realm for education. If it is true, as is often said, that you can teach any child any thing as long as you have sufficient time, then this singular resource is incredibly precious. Advocates for extracurricular activities, however, argue that these activities are not drains on instructional time so much as they are opportunities for students to learn content and skills, some of which is uniquely available there. The National Association of Secondary School Principals, in their bulletin, averred as much in an article entitled *The role of extracurriculars in education*, by Haensly, Lupkowski, and Edlind. They specifically listed the development of leadership skills, improved self-regard, and civic engagement as learned uniquely well on the stage, the basketball court, the speaker's forum, and the mat.

Echoing these assertions, the National Center for Education Statistics, notes that extracurricular participation is associated with a number of positive inputs in and outcomes of the educational process:

> "Indicators of successful participation in school include consistent attendance, academic achievement, and aspirations for continuing education beyond high school. Extracurricular participation (1) was positively associated with each of these success indicators among public high school seniors in 1992 (table 1). During the first semester of their senior year, participants reported better attendance than their non-participating classmates--half of them had no unexcused absences from school and half had never skipped a class, compared with one-third and two-fifths of nonparticipants, respectively. Students who participated were three times as likely to perform in the top quartile on a composite math and reading assessment compared with nonparticipants. Participants were also more likely than nonparticipants to aspire to higher education: two-thirds of participants expected to complete at least a bachelor's degree while about half of nonparticipants expected to do so. It cannot be known from these data, however, whether participation leads to success, successful students are more inclined to participate, or both occur."

Table 1. Percentage of public school seniors reporting selected indicators of school success by participation and nonparticipation in extracurricular activities, 1992

Indicators	Participants	Non-Participants
No unexcused absences*	50.4	36.2
Never skipped classes*	50.7	42.3
Have a GPA of 3.0 or above	30.6	10.8
Highest quartile on a composite math and reading assessment	29.8	14.2
Expect to earn a bachelor's degree or higher	68.2	48.2

* During first semester of their senior year.

In the Journal of Youth and Adolescence, J.A. Fredericks tested those assertions and the arguments from those arguing for the greater protection of instructional time through an analysis of the Educational Longitudinal Study, keying in on standardized test results, GPA, and educational attainment/aspirations. As so often noted by high school activities directors and other leadership at that level, Fredericks found a correlation between extracurricular participation and these common academic metrics when the participation was moderate or reasonable. He noted, however, that once such participation became extreme, exceeding 15 hours/week, it often led to lowered academic outcomes, which he attributed to lost instructional time, lower amounts of study, and outright fatigue. The Fredericks study led to the interesting conclusion that perhaps both 'camps' were right and that it is simply a matter of moderation, a modern testament to Aristotle's Golden Mean, i.e. that to achieve the greatest benefit for students, we need to find a balance between some extracurricular participation but not reaching an excessive level for individual students.

4. Are there limits to the benefits of extracurricular activities?

According to a 2024 University of Georgia study (Caetano, *Are children spending too much time on enrichment activities?),* suggested that over-involved high school students negatively impacted their mental health and that academic gains associated with such activities petered out once a certain level was reached. (One delimitation of this study is that it included many other activities—tutoring, homework, etc.-- than just extracurriculars, as they are normally defined in the category of enrichment activities.)

<u>Conclusions</u>:

1. The South Dakota Department of Education and public schools within our state lack the ability to provide valid and reliable data on instructional time lost due to extracurricular program.
2. Existing research, however, does provide nationwide data which is, in all probability, applicable to South Dakota.
3. These research studies provide the following findings:
    a. High school students lose ½ to 2 hours of instructional time per week on average to extracurricular participation.
    b. Additional time is lost when teachers are absent from classrooms because they are sponsoring/coaching extracurricular activities. The research did not quantify this loss, in part, because it depends upon the quality of the substitute assigned to the classroom of the absent instructor.
    c. Teacher participation in extracurriculars is associated with higher levels of burn-out. Certain steps can be taken to ameliorate the effects of this.

d. Extracurriculars teach students many skills and can be considered part of the educational program. Participation is also associated with fewer unexcused absences, never skipping class, GPAs in excess of 3.0, higher scores on math and reading assessments, and student expectation to earn a bachelor's degree.
e. When participation becomes excessive (more than 15 hours a week), it can become associated with lower academic outcomes.

RECOMMENDATION #4

As attracting and retaining great teachers to South Dakota schools involves both financial and school culture solutions, direct the South Dakota Department of Education to draft a brief white paper on best practices on the present of smart phones in schools and the effects of personal technology on student behavior in school.

Of late, various researchers and popularizers/social commentators have identified the negative effects of the use of smart phones by American youth (as well as others). Foremost among these has been Jonathan Haidt, author of both *The Coddling of the American Mind: How Good Intentions and Bad Ideas Are Setting Up a Generation for Failure* and, more relevantly to the topic of this recommendation, *The Anxious Generation: How the Great Rewiring of Childhood is Causing an Epidemic of Mental Illness. (2024)*

In that latter book, Haidt identified a host of social ills for children, resulting from the use of smart phones and the applications young people access through them, often lumped into social media and mindless and/or harmful scrolling. These social ills include:

1. Social Deprivation: Time spent with friends has plummeted since 2010.
2. Sleep Deprivation: Also since 2010, teenagers who experience less than 7 hours of sleep per night has increased from about 25% of boys to more than 40% and around 32% of girls to almost 50%. Because adolescence is a time of particular need for sleep well beyond the normative 8 hours, pervasive sleep deficits lead to depression, aggression, lack of impulse control, and poor brain development.
3. Attention Breakdown: Due to the apparently deliberate inducement to remain transfixed to smart phones and what they offer, utilizing well-known psychological inducements, attention span development is slowed or permanently impaired.
4. Addiction: Most people who own smart phones have personally experienced the addictive nature of their pull. 'Doom scrolling' is a term meaning the unintended but extensive time spent scrolling through social media and related sites. It is the equivalent of the television binge watcher, but with greater dopamine hits and access to the addicting source within one's pocket.

Haidt goes on to address harms specific to female and male adolescents. These include:

<u>Female</u>:

- Depression: Research results from the U.K. indicate that rates of clinically significant depression among boys have increased and that such increase are correlated with time spent daily with the device, but that among girls the increase is much higher, approaching 30 percentage points to just under 40%.
- Higher levels of use of social media: Female adolescents are seen as desiring higher rates of socializing/communion. As a result, they are more affected by:
    - Visual social comparisons and perfectionism, resulting in dissatisfaction with oneself.
    - Aggression in social relations
    - Greater levels of shared emotions and disorders
    - Harassment and predation—sharing of inappropriate pictures with beaus which then are shared with others, a form of cyberbullying
    - Fewer close friends
    - Pervasive feelings of loneliness

Male:

- Elevated rates of feeling they have no chance of a successful life
- Failure to Launch
- Lack of reasonable risk-taking behaviors in childhood (withdrawal)
- Escape from the real world into the virtual—all-consuming
- Pornography
    - Worsening with AI
    - Habitual with some
    - 2022 Sweden study: Almost 25% of boys were daily users.
- Videogames:
    - Downward spiral of loneliness
    - Opportunity cost due to time spent
        - 7% of boys having substantial impairment in school, work, and relationship because of time spent on videogaming
        - 41% play more than 2 hours per day, 17%more than 4 hours per day
            - Cuts into sleep, exercise, jobs, and social interactions.

Both:

- Meaninglessness of life: American high school seniors in general now report elevated rates of feeling their lives are meaningless, leading to and from anomie and despair.

Haidt continues, in his book, with suggestions for ways to solve these problems, for providing youth with a 'healthier childhood.' One such chapter is entitled: "Chapter 11. What Schools Can Do Now." Foremost within that chapter is a section called "Phone-Free Schools." Haidt's suggestion if both simple and comprehensive:

> A phone "ban" limited to class time is nearly useless. This is why *schools should go phone-free for the entirety of the school day.* When students arrive, they put their phone into a dedicated phone locker or into a lockable phone pouch. At the end of the day, they retrieve their phones from the locker, or they access a device that unlocks the pouch. (p. 249)

Though Jonathan Haidt is the acknowledged guru on the topic of smart phones, his is not the only voice of expertise adding to the conversation. A few others would include:

Skowronek, Seifer, and Lindberg published a study in Nature in 2023, concluding that simply the presence of a smart phone led to lowered cognitive performance, arguing that the smart phone was consuming finite cognitive resources.

The Columbia University Department of Psychiatry associated the age of the smart phone with compulsive use of the technology, dependency, greater stress and anxiety, sleep deprivation, and threats of mental health. It concurred with the notion that smart phone use is associated with lowered or at least distorted self-image, and a sense of worthlessness. Their recommended solution is smart phone use limits.

Tanil and Yong, in the National Library of Medicine publication highlighted the negative effects of the devices on memory and learning, as well as their distractive effects on human work.

However, the research has not yet reached consensus. A University of South Florida-Petersburg study (Cimitile), while recognizing the suggestion of a link between social media posting and cyberbullying), also

concluded that smart phones may benefit children. They went on to recommend against allowing children to post on social platforms and or use the devices at bedtime.

The Reality in South Dakota:

South Dakota Legislature: During each of the past two sessions, the legislature has considered bills requiring schools to restrict student access to smart phones during the school day. All have failed. However, the legislature did pass, in February of this year, a resolution strongly encouraging schools to enact policies limited Smart Phone use/access during the school day.

First Lady Visits: In the spring and again in the fall of 2025, First Lady Sandy Rhoden traveled to a number of schools to engage with school officials and, even more often, with student groups on the issue of smart phones. What she found, in general, was a consensus among both groups that smart phone use and access should be restricted, entirely during instructional time, and to varying degrees during passing time between classes and during the lunch period. Student acknowledged their deleterious effects on attention, focus, time management (doom scrolling), and even mental health or at least mood. Her visits included Platte-Geddes, Pierre High School, Stanley County High School, St. Thomas More High School, and Rapid City Central. The Secretary of Education also visited several additional schools in pursuit of this information.

Reality in the Schools: Most, if not all, public schools in the state now have some restriction on smart phone usages. These vary from a requirement that students have no access the phones during the school day but may still have them on their person, to reduced access during courses, during passing time between classes, and during lunch periods. Modes of restriction included pouches, door 'hanging,' and various other methods determined by teachers on an individual basis. South Dakota Searchlight indicated, though on a limited survey response, that 1/3rd of SD schools now "remove or lack away student phones."

Local Control vs. Urgent Needs: The reason the legislature has not acted on this issue seemingly has little to do with a lack of uncertainty about the negative effects of smart phones. All legislators seem united in the sense that they are detracting from the lives and academic performance of the state's students. The reason, rather, is a strong commitment to local control, the sense that those nearest a situation are best able to make the decision on such. This is a familiar topic of debate, testimony, and conversation at the legislative level. Thus, legislators act to restrict items only when the problem is severe, it is not being addressed satisfactorily at the local level, or presents some logistical problem for local decision-making. Thus far, the legislature has made the decision to reserve this issue for local decision-makers – those closest to the issue.

South Dakota Department of Education Recommendation: Given South Dakota's strong commitment to local control and the marked trend toward addressing this with increasing regulation at the local level, the South Dakota Department of Education believes our state's educators and governing bodies—school boards—should remain in charge of what is best within their individual schools.