



Kentucky Public School Employee Staffing Shortages

Presentation to the
Education Assessment and Accountability Review Subcommittee by the
Office of Education Accountability
November 1, 2023

Data Used In This Report

- **Kentucky Department of Education (KDE)**
 - Professional and classified staffing data
 - Teacher certification
 - Class information by teacher
 - Kentucky Educator Placement Service (KEPS)
 - Critical shortage area information
- **Kentucky Center for Statistics (KYSTATS)**
 - Workforce and industry information
 - Kentucky graduates
- **Council for Postsecondary Education (CPE)**
 - Teacher preparation program completers
- **Surveys**
 - OEA superintendent, principal and teacher and site visits
 - KDE Impact KY Working Conditions Survey and the Teaching, Empowering, Leading, and Learning (TELL) Survey

Major Conclusions

- Few, if any, applicants
- Fewer teacher prep completers
 - Low Praxis II pass rates
- Emergency certificates doubled

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Major Conclusions

- Principal vs teacher perceptions
- Staff leaving public education
- District efforts
 - Retaining sub-par staff
 - Contracting outside help
- Financial concerns

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Presentation Outline

- **Certified Staff - Teachers**
- Classified Staff
- Financial Challenges
- Suggested Law Changes & Innovative Ideas
- Recommendations

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Financial Assistance

KHEAA Teacher Scholarship Program

KHEAA Early Childhood Development Scholarship

Federal Financial Assistance

- Federal TEACH Grant
- Federal Teacher Loan Forgiveness Program
- Federal Perkins Loan Teacher Cancellation Program

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Gateway Community And Technical College Pre-Education

Gateway Community and Technical College

- Partnership with Northern Kentucky University
- Associate's degree in pre-education
- Graduates pursue a bachelor's degree at Northern Kentucky University
- Since 2018:
 - 196 students have enrolled
 - 46 students have gone on to earn a bachelor's degree in an education-related field at Northern Kentucky University

Work Ready Kentucky Scholarship Program

- Free tuition towards associate's degrees in high demand workforce sectors

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Homegrown Kentucky Education Personnel Talent Source

4.6% of Kentucky graduates (2009 to 2015) returned to work in Kentucky schools between 2013 and 2022, many in the same district from which they graduated

Teaching And Learning Career Pathway

Nelson County Grow Your Own Apprenticeship Program

Option 9 Route to Alternative Certification

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Teacher Pipeline: Teacher Preparation Programs

Academic Subjects	2013-2017	2018-2022	Difference	
	Total	Total	Number	Percent
English language arts	1,607	1,192	-415	-25.8%
Exceptional child	2,014	1,639	-375	-18.6%
English as a second language	141	54	-87	-61.7%
Social Studies	279	245	-34	-12.2%
Mathematics	255	228	-27	-10.6%
World languages	77	76	-1	-1.3%
Sciences, all	134	190	56	41.8%

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Praxis II Pass Rates

Assessment Subject	Praxis II Pass Rate	Assessment Subject	Praxis II Pass Rate
Japanese: World Language	33%	Physics: Content Knowledge	83%
Mathematics: Content Knowledge	62%	Middle School English Language Arts	84%
ASL Proficiency Interview	67%	Chemistry: Content Knowledge	86%
French: World Language	69%	Earth and Space Sciences	86%
Spanish: World Language	69%	Education of Young Children	86%
Latin	75%	Middle School Science	87%
Music: Content Knowledge	79%	Physical Education	88%
Mathematics	83%		

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Teaching Certificates

Certificate Type	Certificate Description
Alternative	Issued to distinguished and skilled professionals with valuable work experience. Currently nine routes
Emergency	Require at least a bachelor's degree and requires districts to demonstrate an inability to find a qualified teacher
Professional	Professional teaching certificates earned by completing a traditional certification program, usually as part of a four-year bachelor's degree program
Provisional	Issued to teachers in the process of attaining certification
Vocational	Professional teaching certificates attained through nontraditional routes for occupation-based career and technical teachers
Other	Conditional, limited, probational, temporary certificates

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Teaching Certificates

Emergency certificates

- 547 in 2020
- 2,935 in 2023

Alternative certificates

- 2,184 in 2020
- 3,763 in 2023

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Open Positions

Kentucky Educator Placement Service (KEPS)

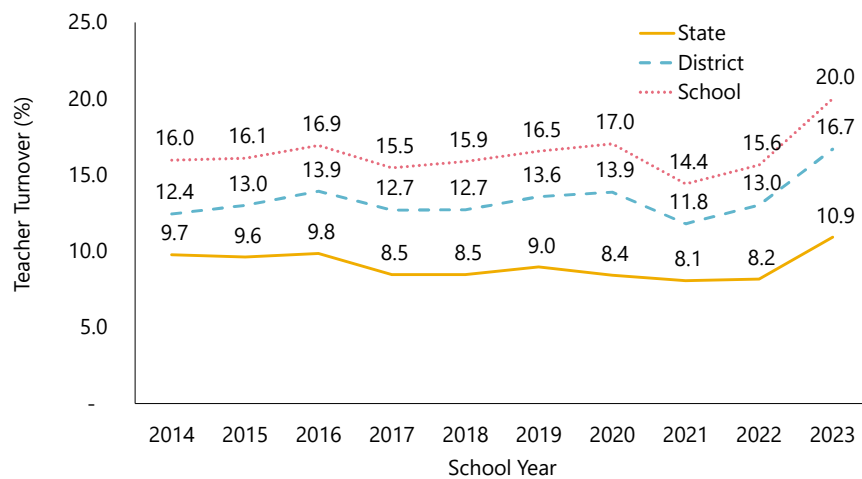
Number Of Open Positions

2019	77
2023	277
Increase of 260%	
Table represents positions open during May to August of 2018 and May to August of 2022.	

Subject	2019	2023
Elementary education teachers	20%	52%
Exceptional child teachers	22%	28%

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Teacher Turnover



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Teachers Leaving The Teaching Profession

Teachers leave at higher rates in their first few years of teaching (2010 to 2015)

- First year of teaching: 15.4% left
- Second year of teaching: 12.1% left
- Third year of teaching: 11.4% left
- Average: 7.2%

About one-third of teachers return to teaching, most within three years

- 36.7% of new teachers eventually return
- 5.8% of retired teachers eventually return

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Teachers' Perceptions of Teaching At High And Low Turnover Schools

Turnover Quartile	Average Of All Schools In Quartile			
	Average Turnover	Eligible For FRPL	Minority	Teachers With 4 Or Fewer Years Of Experience
1 (lowest)	9.1%	59.1%	14.6%	12.4%
2	13.1	59.9	19.5	16.6
3	16.9	64.7	22.1	21.6
4 (highest)	24.8	68.8	33.5	28.6
Overall	16.0	63.1	22.4	19.7

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Teachers' Perceptions of Teaching At High And Low Turnover Schools

Teachers at low turnover schools were more likely to positively view

- The teaching profession
- Their working environment
- Student behaviors
- Support from school administration

Principals at the highest turnover schools averaged 30.2 percentage points higher on the Impact Survey than their teachers.

On 34 survey items, principals responded 27.2 percentage points higher than teachers

- Principals: 85.6% positive
- Teachers: 58.4% positive

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The Quality And Supply Of Teacher Applicants

In your experience, which best describes the supply of teacher applicants in the following programs areas in your school for the 2022-2023 school year?

- No applicants
- Applicants available but not satisfactory
- Few satisfactory applicants
- Generally enough satisfactory applicants
- Abundance of satisfactory applicants

In your experience, which best describes the supply of teacher applicants for the 2022-2023 school year compared to five years ago?

- Considerably fewer applicants
- Fewer applicants
- About the same
- More applicants
- Considerably more applicants

Fewer than 30% of principals in every subject except elementary education (34.6%)

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The Quality And Supply Of Teacher Applicants

	No available or no satisfactory applicants		Fewer or considerably fewer applicants compared to five years ago	
	2019	2023		2023
Middle school math	32.6%	48.7%		89.8%
Middle school science	40.0	55.3		88.2
Biology	36.0	53.1		94.0
Chemistry	63.0	73.6		97.0
Earth science	39.1	55.8		91.7
Information technology	38.7	52.2		84.9
High school math	55.0	68.7		91.4
Media arts	33.4	43.3		80.2
Physics	68.1	81.7		92.2
English as a second language	42.9	43.5		74.8
World languages	53.0	58.3		83.6

The Quality And Supply Of Teacher Applicants

Subject	Unavailable applicants	Fewer applicants	Emergency Certificates	Alternative Certificates	Teacher Preparation Program Completers
	2023	2023	2023	2023	2018-2022
Physics	81.7%	92.2%	4.0%	2.6%	190*
Chemistry	73.6%	97.0%	3.0%	3.8%	190*
High school math	68.7%	91.4%	1.5%*	1.8%*	228*
World languages	58.3%	83.6%	1.5%	2.6%	76
English as a second language	43.5%	74.8%	9.7%	15.8%	54
Exceptional child	35.4%	84.1%	5.2%	1.2%	1,639

Exceptional child teacher preparation program completers
 2013 to 2017: 2,014
 2018 to 2022: 1,639
 Difference: -375

* Subject area is not grade-specific.

Barriers To Teacher Recruitment And Retention

Lack of qualified candidates

Lack of respect and student behavior

Geographic location

Salary, benefits, and work-life balance

- Wage data analysis: 65% of teachers who left teaching earned \$5,000 less three years later in Kentucky

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Teacher Shortages At The School Level

School strategies to address teacher shortages

- Teachers give up planning period to cover classes
- Increasing class sizes
- Eliminating classes
- Combining programs
- Long-term substitutes

School strategies to mitigate teacher shortages

- Hiring alternatively or emergency certified teachers
- Social media
- Hiring retired teachers
- Recruiting from college fairs and the local community

Principals reported strategies could not completely overcome teacher shortages or successfully compete with the private sector.

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- Financial Challenges
- Suggested Law Changes & Innovative Ideas
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Classified Staffing Changes By Job Classification; School Year 2019 To 2023

Job Classification	Difference In Number of FTE Classified Staff	Percent change from 2019 to 2023
Food Service	-262.47	-3.7%
Health	284.29	22.2
Instructional	191.08	1.4
Maintenance	2.91	0.2
Management	241.43	21.9
Operations	-355.91	-7.3
Secretarial/Clerical	-100.23	-2.4
Transportation	-1,255.32	-12.9
Other	437.10	13.7
Total	-817.11	-1.8

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Shortages at the District Level

- Lack of qualified candidates
- Retaining sub-par staff
 - One superintendent terminated two employees due to poor performance in 2022, but hired them back in 2023 because there were no other available applicants for those positions.
- Contracting or outsourcing jobs

We tried [outsourcing] custodial work but the company [we contracted with] sent us convicted felons and people that were using drugs [e]ven though our contract explicitly asked for thorough background checks.

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Shortages at the District Level

- Career & university fairs, recruiting platforms
- Financial incentives or assistance
 - Reimbursement for tuition or Praxis II
 - Relocation and/or signing bonuses
 - District paying for additional insurance or free healthcare offering a gym membership, paying more to teach in difficult working environments
- Mentoring Programs

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Classified Salaries

Average Salaries Of Classified Staff, Fiscal Year 2022 And 2022 Wages Of Classified Staff Who Left School Districts in 2021

Job	2022 Average Salaries Of Classified Staff By Job Classification	2022 Wages of Classified Staff Who Left In 2021	Difference	Percent Difference
Transportation	\$17,174	\$36,944	\$19,769	115%
Food Service	14,577	28,559	13,982	96
Secretarial/Clerical	28,051	36,665	8,614	31
Operations	26,287	34,076	7,790	30

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Staff Paid From ESSER Funding School Year 2023

Certified Job Position	FTE Staff
Total certified staff paid for by ESSER funding	2,379
Total new positions	1,171
Total new positions that will be retained	231

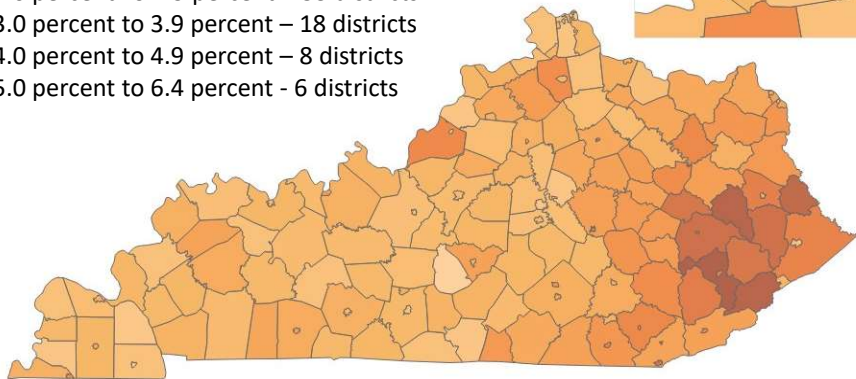
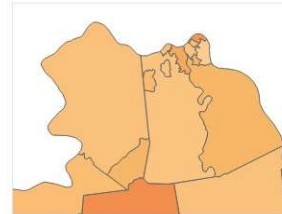
Classified Job Position	FTE Staff
Total classified staff paid for by ESSER funding	1,511
Total new positions	586
Total new positions that will be retained	118

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Decrease in Student Attendance Rates 2019 to 2023

Northern Kentucky School Districts

- Less than 2 percent – 86 districts
- 2.0 percent To 2.9 percent – 53 districts
- 3.0 percent to 3.9 percent – 18 districts
- 4.0 percent to 4.9 percent – 8 districts
- 5.0 percent to 6.4 percent - 6 districts



Decrease in Attendance Rates 2019 to 2023 (Percentage Points)



Beginning Teacher Salary Raises 2014 to 2023

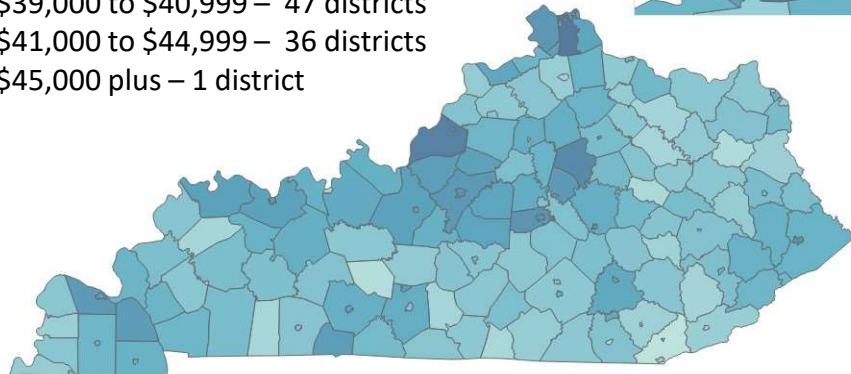
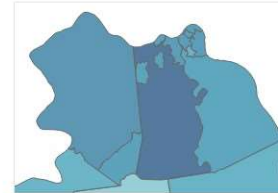
Percent Raise	Number of Districts
3 to 5 percent	6
6 to 8 percent	41
9 to 11 percent	51
12 to 14 percent	44
15 to 17 percent	21
18 to 22 percent	8

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2023 Starting Teacher Salaries

Northern Kentucky School Districts

- \$34,000 to \$36,999 – 27 districts
- \$37,000 to \$38,999 – 60 districts
- \$39,000 to \$40,999 – 47 districts
- \$41,000 to \$44,999 – 36 districts
- \$45,000 plus – 1 district



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Superintendent Suggestions

- Increase funding
 - Increase salary and teacher days
 - Increase ESL and mental and behavioral support staff
 - Funds for universal preschool and transportation
- Switch SEEK calculation to use membership
- Certification changes
 - Remove Praxis and student teacher requirements
 - Ease certification requirements to add content areas and grade levels
 - Eliminating instructional aide test for Title I school
- Staff benefits
 - Eliminating step or years of service increases
 - Training
 - Retirement changes

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Innovative Strategies

- Teacher Apprenticeship Programs
- Community College Reimbursement
- Student Teacher Pay
- Fast Track Teacher Credentialing
- Paying Parents to Transport Students to Schools
- Changes to Certification Exams
- Teacher Housing
- Four-day school week
- Retired Teachers Substitute Teaching without Pension Limits

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Conclusions

Data in this report highlight areas that merit attention from state and local leaders concerned about district staffing:

- Continue efforts to address staff recruitment issues
- Increase emphasis on improving teacher pipeline
- Track and evaluate strategies and staffing solutions
 - Policy changes
 - Inadequate or missed instruction

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Recommendation 1.1

When developing the Impact Kentucky Working Conditions Survey questions, Kentucky Department of Education staff may consider including survey questions from the 2017 Teaching, Empowering, Leading and Learning (TELL) survey that were discontinued.

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Recommendation 1.2

Because the Education Professional Standards Board (EPSB) has not submitted any reports required by KRS 161.028(1)(i) and (j), the General Assembly may consider amending KRS 161.028 to require EPSB to submit reports to the Interim Joint Committee on Education and the Legislative Research Commission by a specific time frame. In addition, the General Assembly may specify data elements the reports should include.

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Recommendation 2.1

The Kentucky Department of Education should develop a method of determining the number of teacher vacancies at any given time.

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Recommendation 2.2

The General Assembly may consider including pre-education programs that lead to teacher certification in the eligible programs of study for the Work Ready Kentucky Scholarship Program established in KRS 164.787.

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Recommendation 3.1

The Kentucky Department of Education should review and revise classified job descriptions established under KRS 161.011(2) to ensure they align with the duties and qualifications of current classified staff.

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Recommendation 3.2

The Kentucky Department of Education (KDE) should work with school districts to collect data on districts' contract staff annually. For the EDFacts data submission that is required by the US Department of Education, KDE should ensure it is complying with the EDFacts data standards. These standards include submitting the number of districts' full-time equivalent contract staff and the correct job classifications for district staff.

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Recommendation 3.3

The Kentucky Board of Education should promulgate administrative regulations that govern the qualifications and minimum requirements of instructional aides in accordance with KRS 161.044, which refers to them as teachers' aides. KDE staff should also evaluate other assessment options for instructional aides in Title 1 schools, in addition to the Kentucky Paraeducator Assessment (KPA).

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Recommendation 3.4

The General Assembly may consider discontinuing budget language that allows school district to provide SBDM Councils less than the 3.5 percent of the SEEK guaranteed base amount for funds described in 702 KAR 3:246 Section 6.

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End

Questions?

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