

Kentucky Public School Employee Staffing Shortages

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Foreword

This study examines classified and certified staffing in Kentucky school districts. The study examines various indicators of classified and certified staffing shortages during recent years and what districts have done historically to recruit and retain classified and certified staff. In addition, OEA staff reviewed what Kentucky and other states have done to recruit and retain employees and address possible shortages.

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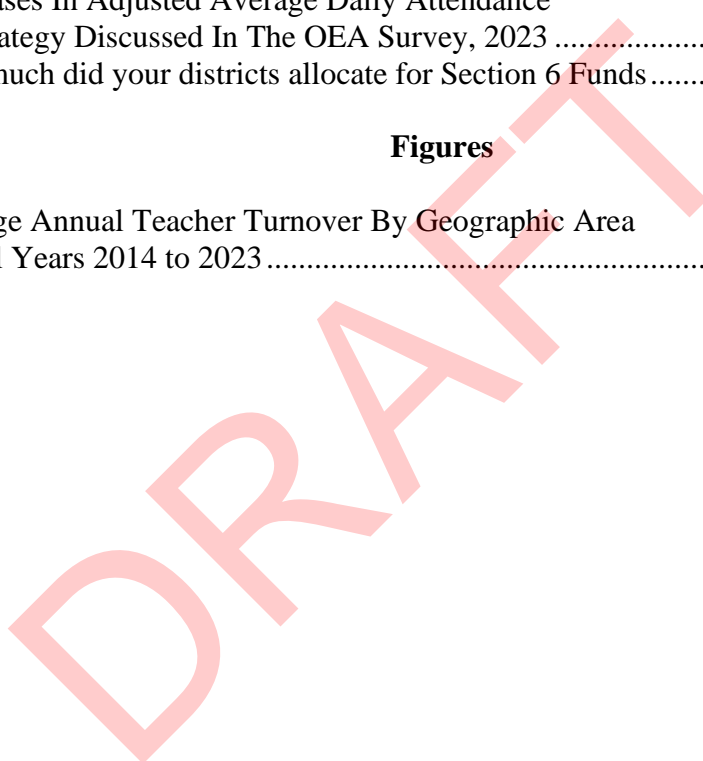
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Summary

In order for schools in Kentucky to operate effectively, they require both certified and classified staff members to contribute to a safe learning environment where students can learn. Certified staff include teachers, school administrators, instructional coaches, and other roles for which a certificate is issued by the Education Professional Standards Board (EPSB). Classified staff are employees whose positions do not require certification. Classified staff positions include transportation, operations, food service, instructional, and others. In March 2023, the Education Assessment and Accountability Review Subcommittee directed the Office of Education Accountability (OEA) to conduct research on classified and certified staffing shortages in Kentucky school districts. This report reviews teacher and classified staffing shortage indicators, causes, effects, and mitigation efforts.

Among other questions, the study seeks to understand:

- whether teacher shortages have gotten worse since 2019;
- indicators and causes of staffing shortages;
- issues related to school funding; and
- what is being done to mitigate staffing shortages.

Summary Of Findings

Teacher shortages occur when the supply of available and qualified teachers cannot meet the demand for teachers with specific subject and grade level certifications or when there are fewer high-quality applicants than open positions. Shortages exist for teachers and classified staff throughout the commonwealth. While teacher shortages have long existed in Kentucky, the magnitude of the shortages have increased since 2019, the last time OEA studied teacher shortages. The number of open teaching positions increased from what was measured in 2019. Salary has always been a critical teacher workforce consideration and many districts have raised salaries to remain competitive in recent years. Working conditions have long been known to affect teacher recruitment and retention. Post-pandemic, it appears that concerns about student behavior and other job-related stress are major factors in the increased turnover. In addition, acute classified staffing shortages exist for custodians, bus drivers and food service workers and substitutes. Over the last 5 years, local boards have increased pay by up to 19 percent; however, classified staff leaving the workforce appear to be making a lot more in the private sector, as much as 115 percent.

Future financial challenges in funding positions may be facing some districts, especially those with declining enrollments and the ending of federal ESSER funding. Some districts may also have financial difficulties raising the minimum teacher salary.

Data

Data used for this report come primarily from the Kentucky Department of Education (KDE), the Kentucky Center for Statistics (KYSTATS), the Kentucky Council for Postsecondary Education (CPE) and OEA surveys and site visits. Staff analyzed KDE data that included open certified staffing positions from the Kentucky Educator Placement System, professional and classified staffing data, teacher certification data collected by EPSB, and Kentucky Impact Working Conditions Survey responses. Staff also analyzed wage data from the Kentucky Center for Statistics of individuals who left school district employment.

OEA staff conducted site visits in schools and districts throughout the commonwealth. These site visits consisted of semi-structured interviews with superintendents and other central office staff, principals, and teachers and were conducted in a range of school levels and geographic regions. Those site visits gave insight into the questions that were developed for the surveys OEA sent to superintendents, principals, and teachers and gave OEA staff some qualitative context for this study. OEA sent surveys to all superintendents, all A1 school principals, and a sample of teachers.^{a b} These surveys include superintendents' and principals' perceptions of staffing shortages and recruitment and retention of certified and classified staff.

Teacher Turnover And Shortages

From school year SY 2014 to SY 2023, teacher turnover increased at the school, district, and state level. In SY 2023, 10.9 percent of teachers statewide did not return to teaching in Kentucky; 16.7 percent of teachers did not return to teaching in their districts; and 20.0 percent of teachers did not return to teaching in their schools. These figures were the highest amounts in the 10-year observation period. It has become more difficult for principals to recruit and retain quality applicants when compared to 2019.

Teacher Certification And Pipeline

Most teachers complete traditional teacher preparation programs; however, there has been an increase in the number of teachers pursuing alternative routes to certification and receiving emergency certifications.

Traditional Teacher Preparation Programs. The number of teacher preparation program completers has decreased in every subject area over time. Physics, chemistry, high school math, exceptional children, and world languages were areas where principals reported difficulty finding applicants—were also areas that had relatively fewer teacher preparation program completers.

Alternative Certificates. As of 2023, there are nine alternative certification options in Kentucky. Option 6 was the most common type of alternative certificate, accounting for 78.7

^a A1 schools are those under the administrative control of a principal or head teacher and eligible to establish a school-based decision-making council. An A1 school is not a program operated by, or as part of, another school.

^b OEA conducted a teacher survey of approximately 800 teachers and received a response rate of approximately 33 percent. Because the response rate was low and the sample small, results are discussed in Appendix C instead of in the text of the report.

percent of alternative certificates between SY 2020 and 2023.^c There were nearly twice as many Option 6 alternative certificates in 2023 (3,101 certificates) as in SY 2020 (1,608 certificates).

Option 9, which is the latest alternative certificate pathway created, allows school districts to partner with a college or university to develop a program for teaching candidates to attain an initial teacher certification and a bachelor's degree while working at a school or district in a non-teaching classified position. As of September 20 2023, there were 20 partnerships between universities and local districts to create approved Option 9 programs.

Emergency Certificates. Emergency certificates have doubled between SY 2020 and 2023; however, emergency certificates represent less than 1 percent of certificates between SY 2020 and 2023.

Quality And Supply Of Teacher Applicants

Lack of qualified candidates in general and in particular subjects was considered the greatest barrier to teacher recruitment by both principals and superintendents. Nearly all superintendents (93.5 percent) and most principals (75.5 percent) reported that a lack of qualified candidates in general was an extreme or moderate barrier to teacher recruitment while 75.6 percent of principals reported that a lack of qualified candidates in particular subjects was an extreme or moderate barrier on the 2023 OEA survey. More than 50 percent of principals reported no available applicants or no satisfactory applicant for physics (81.7 percent), chemistry (73.6 percent), high school math (68.7 percent), world languages (58.3 percent), earth science (55.8 percent), middle school science (55.3 percent), biology (53.1 percent), and information technology (52.2 percent) in 2023.

OEA asked the same questions in its 2019 study and found that the percentage of unavailable or unacceptable applicants increased from 2019 to 2023 in every subject area. The greatest increases were biology (17.1 percentage points), earth science (16.7 percentage points), middle school math (16.1 percentage points), and middle school science (15.3 percentage points).

In 2023, fewer than one-third of principals reported generally enough or an abundance of satisfactory applicants in every subject, except elementary education (34.6 percent). Fewer than 10 percent of principals reported generally enough or an abundance of satisfactory applicants for chemistry, physics, biology, earth science, math, information technology, middle school science, world languages, and middle school math.

The 2019 and 2023 OEA surveys asked principals about teacher applicants compared to the past five years. More than 70 percent of principals reported fewer or considerably fewer applicants in 2023 compared to five years ago for all subjects except physical education. More than 90 percent of principals reported fewer or considerably fewer applicants in chemistry (97.0 percent), biology (94.0 percent), physics (92.2 percent), earth science (91.7 percent), and high school math (91.4 percent).

^c Option 6 allows a person with a bachelor's degree or graduate degree to teach while enrolled in a postbaccalaureate program to earn a full professional teaching certificate.

The percent of principals reporting fewer or considerably fewer applicants compared to five years ago increased in every subject area from 2019 to 2023. The greatest increases were in high school social studies (40.6 percentage points), high school English (37.8 percentage points), and middle school social studies (35.7 percent).

Open Positions. The Kentucky Educator Placement Services (KEPS) website lists available certified positions in Kentucky schools, including teaching positions. Analysis of KEPS data revealed 277 open teacher positions for the start of the 2023 school year, an increase of 260 percent over the 77 positions that were posted and remained open at the start of the 2019 school year; however, determining unfilled positions versus open positions is difficult with the information available on the KEPS website. Currently there is no information provided on KEPS to explain the process of position postings or the differences between an unfilled position and an open position. Because of this OEA makes the following recommendation:

Recommendation 2.1:

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

Possible Underlying Causes Of Teacher Shortages

In looking at the causes of teacher shortages, many superintendents and principals cited lower pay, benefits, and quality of life for teachers. Teacher turnover was also linked to teacher working conditions as measured by the Kentucky Impact survey.

Teacher Salary And Benefits Seen As Insufficient. Over half of principals and approximately three-fourths of superintendents reported that teacher salary and benefits are insufficient compared to the private industry was a barrier to teacher recruitment and retention.

Teacher Salaries. From 2014 to 2023, districts have increased starting salaries between 3 percent and 22 percent. The lowest teacher starting salary in a district in 2023 was \$34,004 and the highest starting salary was \$45,772.

Teachers Who Leave Do Not Earn Higher Salaries. While superintendents report that teachers are leaving the teaching profession for better pay, OEA staff analyzed wage data for individual teachers who left the teaching profession for the private sector. Using data from KYSTATS, OEA found that 65 percent of teachers who left the teaching profession in 2019 were earning approximately \$5,000 less in the private sector in 2022.^d

Lack Of Respect And Student Behavior. Lack of respect for teachers from society (45.7 percent), from parents (38.1 percent), and from the local community (24.4 percent) were reported by principals as barriers to teacher recruitment on the OEA principal survey. Student behavior was considered a barrier to teacher recruitment and retention by approximately one-third of principals and one-fourth of superintendents.

^d Wage data analyzed included only individuals working in all four quarters in 2022.

Efforts To Reduce Teacher Shortages

There have been many efforts to mitigate teacher shortages at the federal, state, and local levels. These include adding new teacher pathways, developing supports for new teachers, innovative recruitment strategies, increasing pay for teachers, and scholarships for aspiring teachers.

Teacher Recruitment Strategies. Most superintendents reported attending career fairs, working with local universities, and using recruiting platforms, such as Indeed, ZipRecruiter, and LinkedIn. In addition, districts used their webpage and social media platforms, and advertised with their local newspapers. Several superintendents reported that their districts’ “grow-your-own” strategies are helping. A few districts reported increasing their rank change pay and allowing teachers to change their rank twice per year (October and February) instead of once. Other districts reimburse teachers for tuition and taking the Praxis II exam, offer relocation stipends, and signing bonuses. One district offered a \$10,000 stipend for high school math teachers, while another offered free tuition to children of employees who reside in another district.

Retaining Sub-Optimal Staff. Superintendents were asked on the OEA survey to estimate how many certified staff members their district retained for the 2022-2023 school year that would have otherwise been terminated or non-renewed in prior years due to poor performance. Seventy-nine districts reported retaining certified staff that would have been non-renewed or terminated due to poor performance in previous years, totaling 307 positions.

Scholarships For Teachers. The Kentucky Higher Education Assistance Authority (KHEAA) wholly or partially administers 16 state-funded teacher grant or scholarship programs and reports on teacher scholarships annually. These programs include:

- Teacher Scholarship Program
- Early Childhood Development Scholarship
- Federal TEACH grant program
- Federal Perkins Loan Teacher Cancellation Program

Work Ready Kentucky Scholarship Program. The Work Ready Kentucky Scholarship Program was established by KRS 164.787 and is administered by KHEAA. The scholarship offers Kentucky students free tuition for up to 60 hours of credit towards an associate’s degree in Kentucky’s high demand workforce sectors, including health care, advanced manufacturing, transportation/logistics, business services/IT, and construction, for students who do not already have an associate’s degree or higher. Despite there being a teacher shortage, students looking to pursue teaching do not qualify for the Kentucky Work ready Scholarship Program. Because of this, OEA makes the following recommendation.

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.

Classified Staffing Shortages

Classified staff comprise approximately 46 percent of the workforce in local school districts. In Kentucky, classified staff include employees that do not require a teaching certificate. Some classified staff may be required to hold certain degrees, for example a school nurse, electrician, finance officer, while others may not require a high school diploma like food service workers, custodians, and school bus monitors. In 2023, the four classified job classifications with the most staff were instructional, transportation, food service, and operations. Approximately 30 percent of classified staff, worked in an instructional role; transportation staff comprised 19 percent; food service staff comprised 15%; and operations staff comprised 10% of classified staff. School districts in Kentucky and around the nation are having difficulty employing certain classified staff.¹

Data Related To Classified Staff Shortages

There were fewer classified staff in SY 2023 when compared to SY 2019. There were certain areas that had more marked declines in staffing than others. There were also other areas that saw increases in classified staff.

Fewer Classified Staff In SY 2023 When Compared To SY 2019. There were 817 fewer classified staff in SY 2023 than in SY 2019. While there were staffing increases in some classified job classifications, there were decreases in the number of staff in other classified job classifications. The areas where there were declines in classified staff include transportation, operations and food service.^e In SY 2023, there were

- 1,255 fewer transportation staff (a 12.9 percent decrease),
- 356 fewer operations staff (a 7.3 percent decrease),
- 262 fewer food service staff (a 3.7 percent decrease), and
- 100 fewer clerical staff (a 2.4 percent decrease) than there were in SY 2019.

Increases In Some Classified Staff In SY 2023 When Compared To SY 2019. While there were 817 fewer total classified staff in SY 2023 than in SY 2019, there were some staffing areas that showed growth in this time period. In SY 2023, there were

- 284 more health staff (a 22.2 percent increase),
- 241 more management staff (a 21.9 percent increase), and
- 191 (a 1.8 percent increase) more instructional staff than there were in SY 2019.

While there was an increase in classified instructional staff, superintendents stated that there approximately 800 open instructional aide positions at the beginning of the 2023 school year.

Classified Staff Retained That Would Have Been Terminated In Previous Years.

Superintendents were asked on the OEA survey if due to shortages, they retained classified staff that in previous years would have been terminated due to poor performance. There were 70 superintendents that indicated that due to staffing shortages, they retained staff that they would have terminated in previous years due to poor performance.

^e Operations staff include custodians and groundskeepers.

Issues Affecting Classified Staff Shortages

Part of the reason districts have trouble hiring and retaining classified staff is that some of these jobs require less than 8 hours per day and are only needed when school is in session.

Superintendents also cited pay, geography, and qualifications as barriers to recruiting and retaining classified staff.

Salaries For Classified Staff Members. On the OEA survey, most superintendents reported that salaries that are insufficient compared to the private industry make it difficult to recruit and retain classified staff. From SY 2019 to SY 2023 average salaries for classified staff increased 12 to 18 percent depending on their job classification. Using data from KYSTATS, OEA examined the 2022 wages of classified employees who left their school district employment in 2021. OEA then compared that to the average wages for classified staff in 2022 and found that wages for those who left were

- 115 percent higher for transportation workers,
- 96 percent higher for food service workers,
- 31 percent higher for secretarial/clerical workers, and
- 30 percent higher for operations workers.

Geographic Differences. Of the superintendents who responded to the OEA survey, the percentage of superintendents reporting geographic location as a barrier to recruiting classified staff was more than 30 percentage points higher in rural districts than for superintendents in metropolitan districts.^f In 2023, classified staff earned approximately \$9,000 less in rural districts than in metropolitan districts.²

Districts Outsourcing Classified Jobs. In 2023, in order to help alleviate staffing shortages, 29 districts outsourced some or all of their custodial staff. In addition, some districts also outsourced mechanics and bus monitors. This may not be a successful long-term solution, as some superintendents that tried outsourcing staff in the past stated that this did not help.

Qualifications Of Instructional Aides. According to the Every Student Succeeds Act (ESSA), any instructional aide without an associate's degree or higher and works in a Title I school must have a high school diploma or a GED and pass an exam that demonstrates competency.^g Due to this federal requirement, KDE requires instructional assistants who work in Title I school to pass the Kentucky Paraeducators Assessment (KPA), if the aide does not have an associate's degree or 2 years of study at an institution of higher education. Federal law allows for an alternative form of assessment or demonstration of knowledge which would help, but KDE only accepts KPA. Superintendents have noted the KPA as a barrier to recruiting instructional aides. Because of this and some other issues related to regulations, OEA makes the following recommendation.

^f Of the superintendents who responded to the survey, the percentage of superintendents reporting geographic location as a barrier to recruiting classified staff was 18 percent greater in rural districts than metropolitan districts.

^g Candidates can also complete at least 2 years of study at an institute of higher education in lieu of an associate's degree.

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).

Other Issues Impacting Staffing

In addition to local school districts being faced with staffing shortages, some are also dealing with a loss in funding through the Support Education Excellence in Kentucky (SEEK) program and the federal Elementary and Secondary School Emergency Relief (ESSER) Funds.

Federal Funding

All districts must spend ESSER funds by September 30, 2024. According to interviews and the superintendent survey, superintendents and local boards are currently budgeting for the loss of the boost in revenues that they experienced with ESSER.

ESSER Positions. There were approximately 2,379 certified staffing positions and 1,511 classified positions that were funded using ESSER funds during the 2023 school year. Only half of these positions were newly created. On the OEA survey, Superintendents stated that they were only keeping a fraction or 20 percent of all newly created certified and classified positions when federal funding lapses.

State Funding

Kentucky schools get most of their funding through the Support Education Excellence in Kentucky (SEEK) formula. Many school districts will see a decline in SEEK revenues due to declines in their adjusted average daily attendance (AADA). AADA is impacted by school enrollment and the attendance of pupils. School districts have seen a decrease in attendance rates and an increase in chronic absenteeism since 2020. Superintendents reported the following potential mitigation strategies to cope with the loss of SEEK money:

- Cutting staff
- Reducing spending
- Use of contingency funds
- Use of ESSER funds
- Raising taxes
- Not raising salaries

Loss Of Average Daily Attendance. Due to the pandemic and related issues, districts were not required to track average daily attendance for students in school years 2021 and 2022. Districts were required to start calculating average daily attendance in the 2023 school year so that the SEEK funding calculation had accurate attendance data to calculate the 2024 SEEK funding. In

2023 the AADA of Kentucky schools was 582,472. In 2022, the AADA used to calculate SEEK was 609,855 a decline of approximately 27,000.

Chronic Absenteeism. A student is chronically absent if they miss more than 10 percent of class days. Only one district had a lower chronic absenteeism rate in 2022 than in 2018 and one district's chronic absenteeism increased by 31 percentage points

Attendance Rate. All 171 Kentucky school districts saw declines in their attendance rates in 2023 compared to 2019. Almost half (85 of 171) of Kentucky school districts had more than a 2-percentage point decline in attendance rates.

Instructional Funds Allocated To School Councils. 702 KAR 3:246 Sec. 6 requires that school councils receive a minimum allocation of three and one-half (3 1/2) percent of the statewide guaranteed base funding level for SEEK based on prior year final average daily attendance from their districts for instructional purposes. These are known as Section 6 funds. The General Assembly has allowed districts to deviate from fully funding Section 6 allocations since the passage of the 2010 Executive budget (HB 290) and changed the minimum to \$100 per pupil in average daily attendance. This language has allowed schools to receive a smaller allocation of Section 6 funds since 2010. Most superintendents stated their districts were giving schools \$100 per student, compared to 22 percent of districts that gave the 3.5 percent that is codified in 702 KAR 3:246 Sec. 6. If districts were required to allocate the full amount of Section 6 funding to schools, the quality of resources could improve, which may prevent teachers from having to spend their own money on classroom supplies. Because of this, OEA makes the following recommendation.

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.

Superintendents Recommendations

This report concludes with a review of superintendents' recommendations for mitigating staffing shortages and innovative strategies adopted in Kentucky and other states for addressing staffing shortages.

OEA Recommendations Regarding Data

OEA made several recommendations regarding data collection and reporting to monitor staffing shortages.

Kentucky Impact Working Conditions Survey. While OEA's teacher survey did not receive a response rate from a sufficient number of teachers to draw reliable conclusions, the 2022 Kentucky Impact Working Conditions Survey had a response rate of more than 75 percent of all teachers. The Kentucky Impact Working Conditions Survey originated as the Teaching

Empowering Leading and Learning (TELL) Survey, which included questions that addressed teachers' intention to stay in the teaching profession. Because some insightful and important questions from the TELL were omitted from the Kentucky Impact Working Conditions Survey, OEA makes the following recommendation:

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.

KRS 161.028. KRS 161.028(1)(i) and (j) require the Education Professional Standards Board (EPSB) to recommend to the Kentucky Board of Education the essential data elements relating to teacher preparation and certification, teacher supply and demand, teacher attrition, teacher diversity, and employment trends in a state comprehensive data and information system and periodically report data to the Interim Joint Committee on Education (IJCE). It also requires the EPSB to submit reports to the governor and the Legislative Research Commission (LRC) and inform the public on the status of teaching in Kentucky. EPSB has not submitted any of these reports; however, KDE does produce the school report card annually which includes some teacher workforce data. In addition, KYSTATS, an executive branch agency, does produce the Kentucky Teacher Workforce Pipeline report annually. Based on these findings, OEA makes the following recommendation:

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.

Job Descriptions And Data Related to Classified Staff. KRS 161.011(2) required the commissioner of education to establish job classifications and minimum qualifications for district classified positions by January 1992. Most job descriptions for classified staff were established more than 30 years ago and have not been updated. Districts submit employment data, Professional Staffing Data and Classified Staffing Data (PSD and CSD) to KDE by October 1 each year on total number of full-time equivalent (FTE) positions in each job classification. KDE then reports this data to the U.S. Department of Education (ED) as part of their EdFacts data submission. OEA staff reviewed classified job descriptions and the EdFacts submission document on staffing specifications and have concerns on how KDE is reporting staff to ED. Because of this, OEA makes the following 2 recommendations:

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.

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.

DRAFT

¹ Mark Lieberman. “Staff Shortages In Schools Are Here To Stay, Here’s Why” *Education Week*. 2023. Web

² Staff Analysis of data from the Kentucky Department of Education Classified Staffing Data.

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Chapter 1

Public Education Staffing Shortages

Introduction And Overview

Teacher shortages occur when the supply of available and qualified teachers cannot meet the demand for teachers with specific subject and grade level certifications or when there are fewer high-quality applicants than open positions.

Physics, chemistry, high school math, world languages, biology, and English as a second language have severe shortages. The percent of alternative and emergency certificates remains low. Causes of teacher shortages include fewer teacher preparation program completers and characteristics of schools with high teacher turnover.

As a result of teacher shortages, districts retain suboptimal staff and rely on substitute teachers. Mitigation strategies include creative hiring and mentoring. Many principals reported their strategies could not overcome teacher shortages or compete with the private sector.

Despite raising salaries, districts struggle to retain and hire classified staff. This report reviews classified staff shortages and issues related to district funding.

Teacher shortages occur when the supply of available and qualified teachers cannot meet the demand for teachers with specific subject and grade level certifications or when there are fewer high-quality applicants than open positions.^a Teacher shortages have been occurring in Kentucky for some time, while classified staffing shortages have also become a concern in Kentucky education.

This report reviews indicators of teacher shortages and concludes that some subject areas have severe shortages, including physics, chemistry, high school math, world languages, biology, and English as a second language. This report also analyzes alternative and emergency certificates and finds that although the numbers have increased, alternative certificates and emergency certificates as a percent of total certificates remains low. Causes of teacher shortages include fewer teacher preparation program completers, particularly in severe shortage areas, and characteristics of schools with high teacher turnover that affect working conditions.

As a result of teacher shortages, districts retain staff that otherwise would have been terminated or non-renewed and rely on substitute teachers. Efforts to mitigate teacher shortages include creative hiring strategies and mentoring current teachers. However, many principals reported that their strategies could not completely overcome teacher shortages or successfully compete with the private sector. Districts are also beginning to explore Option 9 programs.

School districts in Kentucky and the nation are having difficulty employing certain classified staff. Even though a large number of districts have raised the salaries for classified staff, districts struggle to retain and hire classified staff. While all classified staff members play a crucial role in the education of students, some roles are more directly tied to student instruction. This report reviews classified staff shortages, including transportation,

^a Qualified is defined as a teacher who holds appropriate certification.

operations, food service, instructional, and other classified staff. Issues related to district funding are also reviewed.

Description Of Study

The Education Assessment and Accountability Review Subcommittee directed OEA to conduct research on classified and certified staffing shortages in Kentucky.

In March 2023, the Education Assessment and Accountability Review Subcommittee directed the Office of Education Accountability (OEA) to conduct research on classified and certified staffing shortages in Kentucky school districts. The study agenda directed OEA to examine

- Various indicators of classified and certified staffing shortages during recent years and what districts have done historically to recruit and retain classified and certified staff.
- Review what Kentucky and other states have done to recruit and retain employees and address possible shortages in developing career pathways.

Organization Of The Report

Chapter 1 includes the study agenda, data, major conclusions, and Kentucky teacher certifications.

Chapter 1. Chapter 1 introduces the study agenda and data used for the report. Major conclusions are also summarized. This chapter concludes with a review of Kentucky teacher certifications.

Chapter 2 includes teacher shortage indicators, causes, effects, and mitigation efforts. It also includes additional considerations.

Chapter 2. Chapter 2 reviews teacher shortage indicators, causes, effects, and mitigation efforts. Indicators include teacher turnover, quality and supply of teacher applicants, unfilled positions, emergency and alternative certified teachers, out-of-field teachers, and National Board Certified teachers. Causes of teacher shortages include teacher preparation program completers and characteristics of schools with high teacher turnover. Effects of teacher shortages include retaining sub-optimal staff and relying on substitute teachers. District and school efforts to mitigate teacher shortages are also reviewed. This chapter includes additional considerations, such as barriers to recruiting and retaining teachers, support from school leadership, Kentucky students who return to work in education, and available financial support for future teachers.

Chapter 3 reviews classified positions, including job descriptions, shortages, recruitment, retention, and salaries. It also includes other issues related to districts and funding.

Chapter 3. Chapter 3 reviews classified job descriptions and classified shortages by job description, including transportation, operations, food service, instructional, and other classified staff. Recruitment, retention, and salaries of classified staff are included. This chapter also reviews superintendents' reports of staff retained that would have been terminated in previous years and other issues related to districts and district funding.

Chapter 4 reviews what other states are doing to combat teacher shortages.

Chapter 4. Chapter 4 reviews what districts in Kentucky and other states are doing to combat staffing shortages.

Data Used For This Study

Data for this study was provided by the Kentucky Department of Education (KDE), the Kentucky Center for Statistics (KYSTATS), the Council for Postsecondary Education (CPE), and OEA surveys of superintendents and principals.

Data for this study was provided by the Kentucky Department of Education (KDE), the Kentucky Center for Statistics (KYSTATS), the Council for Postsecondary Education (CPE), and OEA Surveys of superintendents and principals regarding classified and certified staff shortages. Appendix A includes copies of the surveys. Data from KDE include

- professional and classified staffing data
- teacher certification information, including type, subject, and level;
- certificates issued by the Education Professional Standards Board (EPSB);
- unfilled positions from the Kentucky Educator Placement Services (KEPS); and
- Impact KY Working Conditions Survey responses.

KYSTATS provided workforce status and industry employment of certified and classified staff for fiscal years 2009 to 2022 and provided data on Kentucky graduates who later worked as certified or classified staff in Kentucky schools. Data from CPE included candidates in teacher preparation programs. See Appendix B for data notes.

This report refers to school years by the year in which they end.

This report refers to school years by the year in which they end. For example, the 2022-2023 school year is called the 2023 school year, or SY 2023.

The OEA Superintendent Survey was sent to 171 superintendents and the response rate was 92 percent. The OEA Principal Survey was sent to approximately 1,151 principals and the response rate was 50 percent, representing 84.8 percent of districts.

2023 OEA Surveys. The OEA Superintendent Survey was sent to 171 superintendents and the response rate was 92 percent. The OEA Principal Survey was sent to approximately 1,151 principals and received a response rate of 50 percent, representing 84.8 percent of districts.^b These surveys are a main source of data for this report and include superintendents' and principals' perceptions of staffing shortages and recruitment and retention of certified and classified staff.

OEA conducted a similar principal survey for the 2019 report "Teacher Shortages And Supports For New Teachers." Many of

^b For each response, percentages are calculated based on the total answers for that particular question, excluding "not applicable" responses.

the questions on the 2019 and 2023 survey were the same and responses from both surveys are compared in Chapter 2.

OEA conducted a teacher survey of approximately 800 teachers and received a response rate of approximately 33 percent. Because the response rate was low and the sample small, results are discussed in Appendix C.

In developing the surveys, OEA staff conducted site visits in 12 schools within 6 districts throughout the commonwealth. Sites were selected due to shifts in classified staffing and teacher turnover. These site visits consisted of semi-structured interviews with superintendents and other central office staff, principals, and teachers and were conducted in a range of school levels and geographic regions. Those site visits gave insight into the questions that were developed for the surveys and gave OEA staff some qualitative context for this study.

The 2022 Impact KY Working Conditions Survey is an anonymous survey for educators to provide input on education in Kentucky. The Impact survey had a 76 percent response rate, representing 38,194 education professionals.

2022 Impact KY Working Conditions Survey. The 2022 Impact KY Working Conditions Survey is an anonymous survey for educators to provide input on teaching conditions in Kentucky, including principals, assistant principals, teachers, and other education professionals such as school counselors. The most recent Impact survey as of the writing of this report was conducted in 2022. The Impact survey had a 76 percent response rate, representing 38,194 education professionals in Kentucky. Additional information on the Impact Survey can be found in Appendix D. ^c

The Impact Survey is currently the only tool available that captures the experience of being a teacher in Kentucky.

Because KDE has the ability to survey nearly every teacher in Kentucky and receive a high response rate, the Impact Survey is currently the only tool available that captures the experience of being a teacher in Kentucky.

A previous teaching working conditions survey used in Kentucky was the Teaching, Empowering, Leading, and Learning Survey (TELL Survey), which contained many insightful survey items that are not included in the Impact Survey and would be of interest to the General Assembly and the public.

A previous teacher working conditions survey used in Kentucky was the Teaching, Empowering, Leading, and Learning Survey (TELL Survey), which was analyzed in OEA's 2019 report on teacher shortages. The TELL survey was last administered in 2017 and was replaced by the Impact Survey in 2020. The TELL Survey contained many insightful survey items that are not included in the Impact Survey, and are listed in Appendix E. Some of the questions from the TELL survey that were not included in the Impact Survey would be of interest to the General Assembly

^c Each question on the Impact Survey offered five answers ranging from positive to negative, with a neutral response. For the following analysis, the two positive answers were combined and are referred to as positive.

and the public. Some of these survey items that were discontinued include:

- How much time each week is devoted to addressing student discipline issues?
- Does school administration consistently enforce rules for student conduct?
- Do parents/guardians support teachers, contributing to their success with students?
- Do community members support teachers, contributing to their success with students?
- Which of the following best describes your immediate professional plans? ^d
- Which aspects of your teaching conditions most affect your willingness to keep teaching at your school? ^e

In addition, responses from the Impact Survey can be compared to understand teachers' experience. For example, in the 2019 report, OEA staff was able to examine individual answers and discovered that teachers who planned to continue teaching at their current school in the next year were nearly twice as likely to report their school was a good place to work and learn (89.9 percent) compared to teachers who planned to teach at a different school or district in the next year (45.1 percent).

KRS 161.028(1)(i) and (j) require the Education Professional Standards Board (EPSB) to recommend to the Kentucky Board of Education essential data elements and to report those data to several entities including LRC. OEA found that no such reports have been submitted. It should be noted that KDE produces the annual school report card and KYSTATS produces the Kentucky Teacher Workforce Pipeline report annually.

KRS 161.028. KRS 161.028(1)(i) and (j) require the Education Professional Standards Board (EPSB) to recommend to the Kentucky Board of Education the essential data elements relating to teacher preparation and certification, teacher supply and demand, teacher attrition, teacher diversity, and employment trends in a state comprehensive data and information system and periodically report data to the Interim Joint Committee on Education (IJCE). It also requires the EPSB to submit reports to the governor and the Legislative Research Commission (LRC) and inform the public on the status of teaching in Kentucky.^f

OEA staff requested any teacher shortage reports that were submitted to IJCE or LRC and none have been submitted as

^d Responses included but were not limited to, continuing to teach at their current school, continue teaching in the district but leave their current school, and leaving education entirely.

^e Responses included but were not limited to time during the work day, managing student conduct, and school leadership.

^f SB 77 (2000) amended KRS 161.028(1)(i) and (j) to require the Education Professional Standards Board (EPSB) to report data and submit reports to the Interim Joint Committee on Education (IJCE), the Legislative Research Commission (LRC), and the governor. HB 152 (2004) amended KRS 161.028(1)(i) to require the EPSB to periodically report data to IJCE.

required by KRS 161.028(1)(i) and (j). While OEA staff did not find any submitted reports, it should be noted that KDE does produce the school report card each year and this online report includes some data on teacher qualifications, turnover, working conditions and some teacher certification data on emergency and provisional teacher certifications. In addition, KYSTATS, an executive branch agency, does produce the *Kentucky Teacher Workforce Pipeline* report each year that includes data on number of teachers, average teacher salary, average teacher turnover and the demographics of teachers by district.¹ Based on these findings, the OEA makes the following recommendation.

Recommendation 1.1
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.

Recommendation 1.2
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.

Major Conclusions

There are shortages of varying degree in every subject area in Kentucky but they are especially pronounced in physics, chemistry, high school math, world languages, biology, and English as a second language (ESL). These shortages are indicated by principals' reports of the quality and supply of teacher applicants, teacher preparation program completers, and Praxis II exam pass rates.

Shortages have long existed in Kentucky, usually affecting particular subject areas and types of schools, but the magnitude has increased in 2023, reaching the majority of schools and subjects. In almost every subject, two-thirds or more of principals reported a lack of satisfactory applicants for open positions. Shortages were especially pronounced in physics, chemistry, high school math, world languages, biology, English as a second language (ESL), and exceptional children. These are also areas where principals reported fewer applicants than in the past and there were fewer teacher preparation program completers in these areas. In addition, there were 76 world language teacher preparation program completers and 54 ESL teacher preparation program completers between SY 2018 and 2022. World languages and math also have

some of the lowest pass rates on the Praxis II exam, which is required for teacher certification. A disproportionately high percentage of English as a second language certificates are emergency certificates and alternative certificates. With the increase in immigration to the United States this past year, universities will need to work harder in recruiting students in these subjects.^g

Unfilled teacher positions have increased by 260 percent since 2019.

Unfilled teacher positions have increased by 260 percent since 2019.^h

Emergency certificates have more than doubled over the last three years.

Over the last 3 years, emergency certificates have more than doubled, but only make up 0.7 percent of all certificates.

To cover unfilled positions, principals used several different strategies. Superintendents retained certified staff that normally would be non-renewed.

In 2023, almost half of principals and superintendents reported regular use of long-term substitute teachers to cover unfilled positions. Principals also reported using regular substitutes, teachers teaching during their planning periods, combining classes, increasing class sizes, and eliminating classes. Nearly half of superintendents reported retaining certified staff that normally would have been non-renewed.

Schools with high teacher turnover share similar characteristics. There are large gaps between principals' and teachers' perceptions of teacher working conditions in Kentucky.

Schools with high teacher turnover rates share similar characteristics, such as higher percentages of new teachers, free or reduced-price lunch students, and minority students. Support from school leadership may be important to teachers' willingness to continue teaching at their school; however, there are large gaps between principals' and teachers' perceptions of the teaching profession, the working environment, student behavior, and support from school administration in schools with higher teacher turnover.

Salary has always been a critical teacher workforce consideration and many districts have raised salaries, but some aspects of schools may make them less competitive. Working conditions, student behavior, and job-related stress are factors in teacher turnover. The majority of teachers who left in 2019 were employed at lower paying jobs three years later.

Salary has always been a critical teacher workforce consideration and many districts have raised salaries to remain competitive in recent years. Despite this, some schools may be less able to be competitive, especially hard-to-staff schools (low-performing, geographically isolated) or those in close proximity to very high paying districts. Working conditions have long been known to affect teacher recruitment and retention. Post-pandemic, it appears that concerns about student behavior and other job-related stress

^g According to the Department of Homeland Security, there were 464,143 new arrival immigrants to the United States in 2022 compared to 227,206 in 2021.

^h Positions posted between May and August 2018 and 2022 in academic subjects were used in this analysis. This allows districts time to remove any postings that were filled after the school year began and the unfilled positions used in this analysis should represent the true unfilled positions for school year 2023.

are major factors in the increased turnover. Teachers have been leaving the workforce, even without the promise of a higher-paying job. The majority of teachers who left in 2019 were employed at lower paying jobs three years later.

There are acute classified staffing shortages despite increased pay. Classified staff leaving the public education workforce earn as much as 115 percent more in the private sector.

In addition, acute classified staffing shortages exist for custodians, bus drivers, food service workers and substitutes. Over the last 5 years, local boards have increased pay by up to 19 percent. However, classified staff leaving the public education workforce appear to be making a lot more in the private sector, as much as 115%. Contract staff are being used to mitigate classified staffing issues in some districts; however, outsourcing these positions may pose other issues.

Declining enrollments and ESSER funding of positions may create future financial challenges. Only one district met the minimum teacher starting salary of \$45,000, as recommended by KASA,

Future financial challenges in funding positions may be facing some districts, especially those with declining enrollments and the ending of federal ESSER funding. In addition, the KASA has called on the General Assembly to raise teacher starting salary to at least \$45,000 per year. In 2023, only one district met the recommended minimum starting salary. If implemented, one district would need to raise beginning salaries by \$11,000.

Routes To Teaching Certificates

Teaching certificates are issued through the Education Professional Standards Board (EPSB), which is responsible for preparing and certifying Kentucky educators and establishes standards and requirements for teacher preparation programs.

Teaching certificates are issued through the Education Professional Standards Board (EPSB). Table 1.1 shows the types of certificates available in Kentucky. The EPSB is responsible for preparing and certifying Kentucky educators and establishes standards and requirements for teacher preparation programs.

Table 1.1
Types Of Teaching Certificates Issued In Kentucky
School Year 2023

Certificate	Description
Alternative	Nine routes to certification available to distinguished and skilled persons. 16 KAR 2:010
Conditional	Issued to a teaching applicant who has completed a teacher preparation program but failed certification assessment(s) for up to one year. KRS 161.030 (3) (b), 16 KAR 2:010
Emergency	Issued for one year with one renewal under certain circumstances. Requires at least a bachelor's degree and that districts demonstrate an inability to hire a qualified teacher. 16 KAR 2:010 16 KAR 2:120
Endorsement	Additional certification to teach specific subjects or grades. 16 KAR 2:010
Limited	A 1-year certificate with renewal up to three years.
Probationary	Permits out-of-field teaching while teacher pursues certification in a subject area or grade. 16 KAR 2:010
Provisional	Permits teaching while candidates complete requirements such as coursework, Kentucky Teacher Internship Program, and licensure exams. 16 KAR 2:010
Professional	Professional teaching certificate earned by completing a traditional certification program, usually as part of a 4-year bachelor's degree program. Initial certificates are issued for four or five years with five-year renewals. 16 KAR 2:010
Temporary	Issued for up to 6 months for out-of-state teachers who have not yet completed Kentucky teaching assessments. KRS 161.030; 16 KAR 2:010
Vocational	Professional teaching certificate attained through nontraditional routes for occupation-base career and technical teachers, issued for five years with renewals. Candidates are first issued a one-year provisional certificate with optional renewals. 16 KAR 2:010; 16 KAR 2:020
Emeritus	Issued for retired teachers for 10 years with one renewal. 16 KAR 2:220; KRS 161.030
Exception	Reissues previously held expired teaching certification, unless the original certificate expired from failure to complete a teacher preparation program. KRS 161.030; 16 KAR 2.230
Proficiency	Issued when a teacher preparation program recommends a candidate who can demonstrate proficiency in an area, renewed yearly. 16 KAR 2:010
Substitute	Renewable five-year certificate for teachers currently or previously holding a Kentucky teaching certificate. 16 KAR 2:010; 16 KAR 2:030

Source: Staff compilation of Kentucky Revised Statutes, Kentucky Administrative Regulations, and the Education Professional Standards Board Certificate Reference Guide.

In August 2018, the administrative functions of EPSB were transferred to the newly created Office of Educator License and Effectiveness under KDE. The reorganization was intended to improve educator preparation, certification, and discipline.

Kentucky teaching candidates traditionally complete an approved teacher preparation program, usually part of a 4-year bachelor's degree program, including coursework, teaching experiences, and certification exams.

Professional Certification. In Kentucky, teaching candidates traditionally complete an approved teacher preparation program to become teachers, usually part of a four-year bachelor's degree program. Candidates complete coursework related to their subject of certification and classroom teaching experiences during the teacher preparation program, then pass required certification exams for each area of certification. Previously, teaching candidates were required to complete the Kentucky Teacher Internship Program (KTIP) within their first year of teaching. In 2018, the executive branch budget—HB 200—did not fund KTIP notwithstanding

KRS 161.030, which had the effect of suspending KTIP. Subsequent budget bills did not include funding for KTIP. As a result, teachers attaining certification through the traditional and alternative routes who have met all other requirements of KRS 161.030 are now issued a 5-year professional teaching certificate.

Emergency certificates are issued when diligent efforts were made to find a qualified teacher but were unsuccessful.

Emergency Certification. 16 KAR 2:120 establishes the qualifications and procedures for emergency certification. Emergency certificates are issued for less than one year and may be issued in a subsequent year if the initial emergency certificate was issued after February 15 or was issued for less than 50 percent of the holder's class schedule. Teacher candidates must have a bachelor's degree, substitute teacher candidates must have at least 64 credit hours, and career and technical education teacher candidates must have at least four years of related occupational experience. Emergency certificates cannot be issued to teach exceptional children with communication disorders. There are several criteria that must be met before school districts may apply for an emergency certified teacher, including:

- there were no qualified teacher applicants and no available qualified teachers;
- diligent efforts were made to recruit a qualified teacher;
- a qualified teachers could not be recruited from teacher preparation programs;
- the most suitable applicants shall be chosen; and
- a criminal records check must be conducted.

There are nine alternative routes to teacher certification available to distinguished professionals with valuable work and educational experience.

Alternative Certification. The General Assembly recognized that the Kentucky education system could benefit from providing alternative routes to teaching certification for distinguished professionals with valuable work and educational experiences. KRS 161.048 establishes nine alternative routes to certification, described in Table 1.2. Approved candidates receive a provisional certification and must fulfill other requirements to earn a professional teaching certificate. In 2023, the General Assembly passed legislation—SB 49—that allowed up to four renewals of the temporary provisional certificate obtained through Option 6 and Option 7 alternative certification programs.

Table 1.2
Alternative Routes To Teacher Certification
School Year 2023

Option	Description
Option 1, Exceptional work experience	Certification for a person with exceptional work experience and a bachelor's degree or graduate degree. Provisional certification for 1 year.
Option 2, Local District Training	Certification through a local school district training program as an alternative to the college teacher preparation program; requires a bachelor's degree or graduate degree. Provisional certification for 1 year.
Option 3, College Faculty	Certification of a professional from a postsecondary institution; requires a master's degree or doctoral degree in the subject area of certificate and a minimum of five years of full-time teaching in the content area in a higher education institution. Provisional certification for 1 year.
Option 4, Adjunct Instructor	Certification of an adjunct instruction in specialty areas to teach part-time.
Option 5, Veterans of the Armed Forces	Certification of a veteran of the Armed Forces; requires a bachelor's degree or graduate degree related to the content area of certification; 5-year statement of eligibility, 1-year provisional certification.
Option 6, University Based	University alternative program concurrent with teacher employment. Provisional certification for 1 year, which is renewable for 4 years.
Option 7, University Institute	Certification of a person in a field other than education, not limited to shortage areas; requires a bachelor's degree in the area of certification or a graduate degree in a related field. Provisional certification for 1 year, which is renewable for 4 years.
Option 8, Teach for America	Certificate of a Teach for America participant; requires a bachelor's degree. Provisional certification for 1 year, which can be renewed twice.
Option 9, Expedited	Expedited certification through a cooperative program between a school district and a college or university.

Source: KRS 161.048.

The Option 9 alternative certificate pathway allows districts to partner with a college or university to develop a program for initial certification and a bachelor's degree in three years while candidates work at a school district in a non-teaching, classified position.

Option 9, Expedited Certification. During the 2022 Regular Session, the General Assembly passed HB 277 and amended KRS 161.048 to create Option 9—an expedited certification pathway. In Option 9 pathways, school districts partner with a college or university to develop a program for teaching candidates to attain an initial teacher certification and a bachelor's degree in 3 years while working at a school district in a non-teaching, classified position.² As of the writing of this report, there are 20 partnerships between universities and local districts to create approved Option 9 programs. Because Option 9 was recently introduced, there are currently no Option 9 certificates as of the writing of this report, but current Option 9 programs are discussed later in this chapter.

Substitute Teacher Certification. 16 KAR 002:030 establishes a Certificate for Substitute Teaching, the priority selection process

Substitute teacher certification is possible for applicants holding a valid statement of eligibility for a Kentucky teaching certificate or previously holding a traditional Kentucky teaching certificate.

for employing a substitute teacher, and the Emergency Noncertified School Personnel Program. Applicants must hold a valid statement of eligibility for a Kentucky teaching certificate or have previously held a Kentucky teaching certificate through a four-year program with a bachelor's degree. Initial substitute certification is for five years and may be renewed upon the superintendent's recommendation. Substitute certificates are not intended for continuous part-time employment for classroom teaching or as a permanent replacement for a teacher of record. Substitute teachers holding an appropriate regular certification corresponding to the grade level of the position are prioritized.

Endorsements are held in addition to teaching certificates and allow teachers to teach additional subjects or grade levels.

Endorsements. Kentucky teachers can become certified in additional subject areas after initial certification. Endorsements are held in addition to certificates and allow teachers to teach a particular subject or grade level. Teachers may be eligible for an endorsement if they already hold a teaching certificate or complete additional coursework, and successfully complete any applicable assessments.

Career and technical education (CTE) certificates are based on occupational experience and initial certification does not require a bachelor's degree. This report does not include CTE certification but more information can be found in OEA's 2019 report, *Teacher Shortages And Supports For New Teachers*.

Career And Technical Education Certification. Career and technical education (CTE) offers students career exploration and preparation through both technical and academic instruction. In Kentucky, CTE is offered through comprehensive high schools, state-operated area technology centers, and locally-operated career and technology centers. EPSB certifies career and technical education teachers based on occupational experience, and initial certification does not require a bachelor's degree. CTE certification and teachers are not covered in this report. More information can be found in OEA's 2019 report, *Teacher Shortages And Supports For New Teachers*.³

¹ Kentucky. Kentucky Center For Statistics. *Kentucky Teacher Workforce Pipeline*. n.d. Web.

² Kentucky. Department of Education. *Option 9 FAQ*. July 19, 2022. Web.

³ Kentucky. Legislative Research Commission. Office of Education Accountability. *Teacher Shortages And Supports For New Teachers*. Research Report No. 463, October. 17, 2019. Web

Chapter 2

Teacher Shortages: Indicators, Effects, Causes, And Mitigation Efforts

Introduction

Teacher shortages occur when the supply of available and qualified teachers cannot meet the demand for teachers with specific subject and grade level certifications or when there are fewer high-quality applicants than open positions.

Teacher shortages occur when the supply of available and qualified teachers cannot meet the demand for teachers with specific subject and grade level certifications or when there are fewer high-quality applicants than open positions. This chapter reviews teacher shortage indicators, causes, effects, and mitigation efforts. Additional considerations are also included.

Indicators Of Teacher Shortages

Indicators of teacher shortages include teacher turnover, teachers leaving the teaching profession, the quality and supply of teacher applicants, unfilled positions, emergency and alternatively certified teachers, and federal critical shortage areas.

Teacher Turnover

In general, teacher turnover has remained steady between SY 2014 and SY 2023, with an uptick in SY 2023.

Figure 2.A shows average annual turnover by school, district, and state.^a Turnover tends to decrease as the geographic area of reference expands because teachers may move among schools within a district or the state. In general, teacher turnover has remained steady between SY 2014 and SY 2022, with an uptick in SY 2023.

At the state level, an average of 9.1 percent of teachers did not return to teach in Kentucky between SY 2014 and SY 2023.

State-Level Teacher Turnover. On average, 9.1 percent of teachers did not return to teach in Kentucky between school years 2014 and 2023, ranging from 8.1 percent in 2021 to 10.9 percent in 2023.

At the district level, an average of 13.4 percent of teachers did not return to teach in their district between SY 2014 and SY 2023.

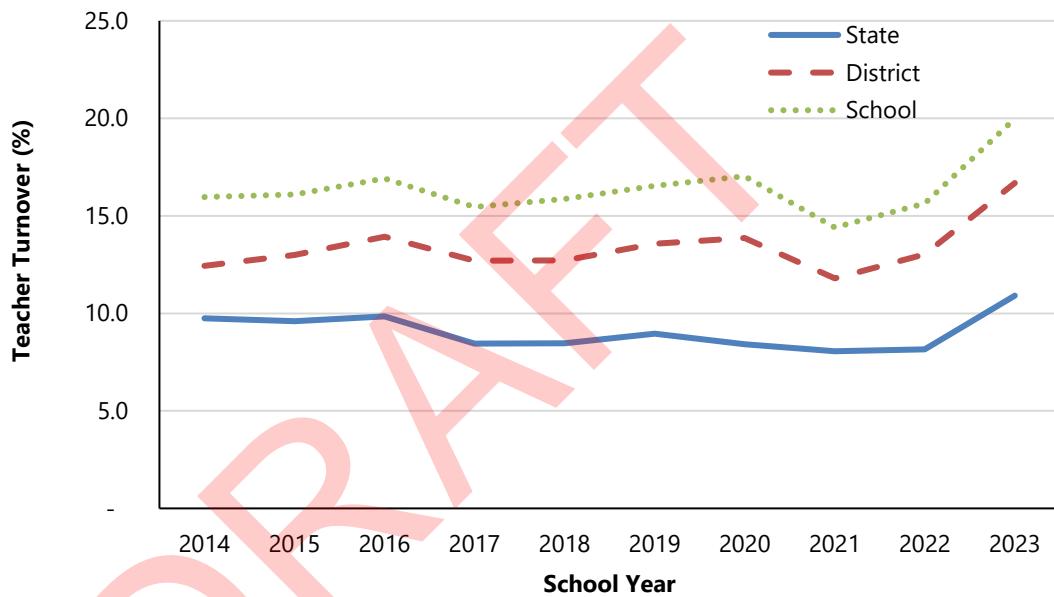
District-Level Teacher Turnover. On average, 13.4 percent of teachers did not return to teach in their district between school years 2014 and 2023, ranging from 11.8 percent in 2021 and 16.7 percent in 2023. Average turnover tended to be slightly higher in metropolitan districts and districts that border other states and lower in rural districts.

^a *Teacher turnover* refers to the percentage of teachers from the previous year that did not return to teach at the same location in the current year.

At the school-level, an average of 16.4 percent of teachers did not return to teach in their schools between SY 2014 and SY 2023.

School-Level Turnover. On average, 16.4 percent of teachers did not return to teach in their schools between school years 2014 and 2023, ranging from 14.4 percent in 2021 and 20.0 percent in 2023. Turnover tended to be higher in middle schools and lowest in elementary schools

Figure 2.A
Average Annual Teacher Turnover By Geographic Area
School Years 2014 to 2023



Note: Percentages here may not match percentages presented in OEA’s District Data Profiles because the District Data Profiles uses a weighted average.

Source: Staff analysis of data from the Kentucky Department of Education.

Teachers Who Left Teaching In Kentucky

This section examines teachers who left teaching in Kentucky for at least one year, including teachers who later returned to teach in Kentucky and teachers who never returned to teach in Kentucky.

Teachers tend to leave teaching for at least one year at higher rates in their first few years of teaching and at the highest rates after teaching for 25 years and entering retirement eligibility.

Teaching Experience. By experience, teachers tend to leave at higher rates in their first few years of teaching, and at the highest rates after teaching for 25 years and entering retirement eligibility.^b

^b For example, the percent of teachers who left the teaching profession for at least one year decreased by years of experience, with the highest percentage in the first year (15.4 percent), followed by the second year of experience (12.1 percent), the third year of teaching (11.4 percent), the fifth year of teaching (11.0 percent), the fourth and sixth years of teaching (9.9 percent), and the sixth and eighth year of teaching (9.8 percent).

On average, 7.2 percent of teachers left the teaching profession for at least one year between 2010 and 2015, of which 29.3 percent eventually returned to teach. Of those returned, most (71.1 percent) returned after three or fewer years. New teachers tend to return at slightly higher rates (36.7 percent). Few teachers who retire return to teaching (5.8 percent).

Teachers Who Return To Teach. Teachers who left the teaching profession between 2010 and 2015 were examined. These years were chosen to allow time for teachers to return to teaching and appear in the data. On average, 7.2 percent of teachers left the teaching profession for at least one year between 2010 and 2015, of which 29.3 percent eventually returned to teach.^c Of those returned, most (71.1 percent) returned after three or fewer years.

The same analysis was conducted for new teachers and retired teachers.^d New teachers tend to return to teaching at slightly higher rates (36.7 percent) than teachers in general, most within three years. Few teachers who retire return to teaching (5.8 percent), although most of those that do return to teach do so within three years.

The Quality And Supply Of Teacher Applicants.

Nearly all principals reported that a lack of qualified candidates in general (75.5 percent) and in particular subjects (76.5 percent) was an extreme or moderate barrier to teacher recruitment on the 2023 OEA principal survey.

Nearly all principals reported that a lack of qualified candidates in general (75.5 percent) and in particular subjects (76.5 percent) was an extreme or moderate barrier to teacher recruitment on the 2023 OEA principal survey. Table 2.1 shows principals' reports of no applicants or no satisfactory applicants and principals reporting fewer or considerably fewer applicants compared to the past five years from the 2019 OEA Survey and the 2023 Survey.

More than 50 percent of principals reported no available applicants or no satisfactory applicants for physics, chemistry, high school math, world languages, earth science, middle school science, biology and information technology in 2023. The percent of unavailable or unacceptable applicants increased from 2019 to 2023 in every subject area.

Subjects Lacking Applicants. More than 50 percent of principals reported no available applicants or no satisfactory applicant for physics (81.7 percent), chemistry (73.6 percent), high school math (68.7 percent), world languages (58.3 percent), earth science (55.8 percent), middle school science (55.3 percent), biology (53.1 percent), and information technology (52.2 percent) in 2023.

The percentage of unavailable or unacceptable applicants increased from 2019 to 2023 in every subject area. The greatest increases were biology (17.1 percentage points), earth science (16.7 percentage points), middle school math (16.1 percentage points), and middle school science (15.3 percentage points).

In 2023, fewer than one-third of principals reported generally enough or an abundance of satisfactory applicants in every subject, except elementary education (34.6 percent).

Subjects With Adequate Applicants. In 2023, fewer than one-third of principals reported generally enough or an abundance of satisfactory applicants in every subject, except elementary

^c This analysis does not include teachers who were eligible to retire

^d New teachers are considered to have between one and four years of experience and retired teachers are considered to have 25 or more years of experience.

education (34.6 percent).^e Fewer than 10 percent of principals reported generally enough or an abundance of satisfactory applicants for nine non-CTE subjects.^f

In 2023, more than 70 percent of principals reported fewer or considerably fewer applicants compared to five years ago in every subject, except physical education (63.9 percent).

Applicants Compared To Five Years Ago. In 2023, more than 70 percent of principals reported fewer or considerably fewer applicants compared to five years ago in every subject, except physical education (63.9 percent). Over 90 percent of principals reported that there were fewer or considerably fewer applicants compared to five years ago for chemistry, biology, physics, earth science, and high school math.

In every subject area, principals reported fewer or considerably fewer applicants at higher rates in 2023 compared to 2019.

In every subject area, principals reported fewer or considerably fewer applicants at higher rates in 2023 compared to 2019. However, the increases in chemistry, physics, and high school math were relatively low. This is likely because most principals reported difficulty finding applicants in these areas in 2019 as well. For example, 83.1 percent of principals reported fewer or considerably fewer chemistry applicants in 2019 compared to 97.0 percent in 2023, a 13.9 percentage point difference.

^e Additional exceptions were school counselors (52.7 percent), physical education (45.9 percent), and library and media specialists (38.3 percent).

^f These subjects and the percent of principals reporting generally enough or an abundance of satisfactory applicants were chemistry (0.0 percent), physics (2.5 percent), biology (3.9 percent), earth science (5.0 percent), math (5.2 percent), information technology (6.2 percent), middle school science (6.8 percent), world languages (7.1 percent), and middle school math (8.3 percent)

Table 2.1
Percent Of Principals Indicating Concerns With The
Supply And Quality Of Applicants On OEA Survey
By School Level and Subject
SY 2019 And SY 2023

Subject	No Available Or No Satisfactory Applicants,		Fewer Or Considerably Fewer Applicants Compared To Past 5 Years,	
	2019	2023	2019	2023
Elementary School				
Elementary education	9.5%	12.5%	42.3%	83.1%
Middle School				
English	21.6	29.3	53.1	84.8
Math	32.6	48.7	66.5	89.8
Science	40.0	55.3	69.5	88.2
Social studies	16.4	24.1	48.0	83.7
High School				
Biology	36.0	53.1	64.1	94.0
Chemistry	63.0	73.6	83.1	97.0
Earth science	39.1	55.8	66.7	91.7
English	17.3	22.7	44.8	82.6
Health science	28.5	38.1	54.4	85.2
Information technology	38.7	52.2	60.4	84.9
Math	55.0	68.7	82.1	91.4
Media arts	33.4	43.3	54.7	80.2
Physics	68.1	81.7	81.1	92.2
Social studies	9.4	18.9	33.3	73.9
Any Grade				
Art	22.3	25.2	46.6	74.5
English as a second language	42.9	43.5	61.2	74.8
Exceptional child	29.0	35.4	55.5	84.1
Gifted and talented	30.8	23.5	54.7	72.4
Music	18.1	21.8	43.6	72.0
Physical education	10.4	13.7	39.0	63.9
World languages	53.0	58.3	67.3	83.6
Any Level Support Staff				
School counselors	N/A	17.2	N/A	72.2
Library and media specialists	N/A	10.5	N/A	73.2
Tutors and interventionists	N/A	22.9	N/A	72.1

Note: N/A= Not Available.

Source: OEA 2023 and 2019 principal surveys.

Physics, chemistry, high school math, and world languages were the areas with the highest percentages of principals reporting no applicants or no satisfactory applicants and reporting fewer or considerably fewer applicants compared to 5 years ago.

Elementary Education. While 12.5 percent of principals indicated that elementary education was not an area with no available or no satisfactory applicants, 83.1 percent of principals reported fewer or considerably fewer applicants compared to five years ago in 2023 compared to 42.2 percent in 2019.

Severe Shortage Subject Areas, 2023. Physics, chemistry, high school math, and world languages were the areas with the highest percentage of principals reporting no applicants or no satisfactory

applicants and reporting fewer or considerably fewer applicants compared to 5 years ago. More than 50 percent of principals reported no applicants at all in these subject areas.^g The 2019 OEA principal survey also found that applicants for these subjects were the most difficult to find.

World languages and English as a second language were areas with 40 percent of principals reporting no available or satisfactory applicants and 75 percent or more principals reporting fewer applicants compared to 5 years ago.

World Languages And English As A Second Language.

Principals reported in 2023 that there were fewer world language (83.6 percent) and English as a second language (74.8 percent) applicants compared to five years ago, and more than 40 percent of principals reported that there were no available or satisfactory applicants for world languages (58.3 percent) and English as a second language (43.5 percent).

Unfilled Positions As Indicators Of Teacher Shortages.

There is not a helpful method of determining how many teaching positions are currently unfilled in Kentucky.

Unfilled positions are another indicator of teacher shortages. Unfortunately, there is not a helpful method of determining how many teaching positions are currently unfilled in Kentucky.

The Kentucky Educator Placement Services (KEPS) website lists available teaching positions in Kentucky schools. Currently there is no information provided on KEPS to explain the process of position posting or the differences between an unfilled position and an open position.

Kentucky Educator Placement Services (KEPS). The Kentucky Educator Placement Services (KEPS) website lists available certified positions in Kentucky schools, including teaching positions. Determining unfilled positions versus open positions is difficult with the information available on the KEPS website. Vacant positions are posted on KEPS until a district sends requests that a position should be removed. If a position is unfilled or if districts do not send notifications that the positions has been filled or modified and subsequently filled, it remains on KEPS. Currently there is no information provided on KEPS to explain the process of position postings or the differences between an unfilled position and an open position.

The 2019 OEA teacher shortages report recommended the Kentucky Department of Education should consider a method to differentiate between positions that are open and those that have been unfilled for a long period of time in KEPS. As of the writing of this report, there is still no way to differentiate between such positions.

The 2019 OEA teacher shortages report recommended that the Kentucky Department of Education should consider a method to differentiate between positions that are open and those that have been unfilled for a long period of time in the Kentucky Educator Placement System.¹ As of the writing of this report, there is still no way to differentiate between such positions.

^g The exception is world languages with 44.0 percent of principals reporting no available applicants.

Recommendation 2.1

Recommendation 2.1.

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

Analysis of KEPS data revealed 277 open teacher positions remained unfilled for the start of SY 2023, an increase of 260 percent over the 77 positions that were posted and remained open in SY 2019.

Open Positions By Subject Area. Analysis of KEPS data revealed 277 open teacher positions for the start of the 2023 school year, an increase of 260 percent over the 77 positions that were posted and remained open at the start of the 2019 school year.^h Approximately half (52.4 percent) in 2023 were for elementary education and preschool teacher positions and nearly one third (27.8 percent) were for exceptional child teacher positions, compared to 19.5 percent for elementary and preschool positions and 22.1 percent for exceptional child teacher positions in 2019.

Alternative And Emergency Certified Teachers.

From 2013 to 2022, student membership decreased by 22,145 students while the number of certified staff increased by 1,558, of which 495 were teachers.

From 2013 to 2022, there were fewer students and more teachers in Kentucky classrooms. From 2013 to 2022, student membership decreased by 22,145 students while the number of certified staff has increased by 1,558, of which 495 were teachers. This section reviews types of certificates held by Kentucky teachers, which were discussed in detail in Chapter 1.

Individuals may hold more than one teaching certificate and the average was 1.9 certificates per teacher in 2023.

Teaching Certificates. Table 2.2 shows teacher certificates between school years 2020 and 2023.ⁱ Certificate information in this section represents only certificates with issue dates and expiration dates between July 1 to June 30 of a given school year and does not represent actual teachers. Therefore, it may be more useful to focus on the percent of certificates rather than the number of certificates. Percentages are also similar to the percent held by active teachers in the 2019 OEA report for many certificates. Individuals may hold more than one certificate and the average was 1.9 certificates per teacher in 2023.

^h Positions posted between May and August 2018 and May and August 2022 in academic subjects were used in this analysis. This allows districts time to remove any postings that were filled after the school year began and the open positions used in this analysis may represent the true open teaching positions for school year 2023 more closely.

ⁱ Certificate data provided by KDE was incomplete for school years prior to SY 2020. KDE was also unable to provide LEAD data for multiple years and certificates may or may not be held by a teacher currently teaching. Therefore, the information in this chapter represents only certificates with issue dates and expiration dates that include July 1 to June 30 of a given school year. For example, school year 2023 includes July 1, 2022 to June 30, 2023.

Teachers in the process of completing teacher preparation programs are issued provisional certificates and are usually beginning teachers or teachers pursuing full certification to teach additional subjects. Professional and provisional certificates accounted for 93.5 percent of certificates between SY 2020 and SY 2023.

Professional And Provisional Certificates. Teachers in the process of completing teacher preparation programs are issued provisional certificates and are usually beginning teachers or teachers pursuing full certification to teach additional subjects. Because provisional certificates represent teachers following the traditional certification route, it is useful to combine the number of professional and provisional certificates, which together account for 93.5 percent of certificates between SY 2020 and 2023.

**Table 2.2
Number And Percent Of Teaching Certificates
By Certificate Type
SY 2020 To SY 2023**

Certificate Type	Number			Percent		
	2020	2023	2020-2023	2020	2023	2020-2023
Alternative	2,184	3,763	11,693	1.3%	2.3%	1.8%
Emergency	547	1,126	2,932	0.3	0.7	0.4
Provisional	47,448	37,844	170,074	28.7	23.4	26.1
Professional	108,132	112,033	439,883	65.4	69.3	67.4
Vocational	6773	6,594	26,703	4.1	4.1	4.1
Other	335	260	1,183	0.2	0.2	0.2
Total	165,419	161,620	652,468			

Note: Certificate data provided by KDE was incomplete for school years prior to SY 2020. KDE was also unable to provide LEAD data for multiple years and certificates may or may not be held by a teacher currently teaching. Therefore, this table represents only certificates with issue and expiration dates that include July 1 to June 30 of a given school year. For example, school year 2023 includes July 1, 2022 to June 30, 2023. Other certificates include conditional certificates, limited certificates, probational certificates, and temporary certificates. Table includes Career and Technical Education subjects.

Source: Staff analysis of data provided by the Kentucky Department of Education.

Districts must document that diligent efforts were made to find a qualified teacher and were unsuccessful before hiring an emergency certified teacher. Emergency certificates represent less than 1 percent of certificates between SY 2020 and SY 2023.

Emergency Certificates. Teachers with emergency certificates can be considered a direct indicator of teacher shortages because districts must document that diligent efforts were made to find a qualified teacher and were unsuccessful. Table 2.2 shows that emergency certificates have doubled between SY 2020 and 2023, however emergency certificates represent less than 1 percent of certificates between SY 2020 and 2023.

Schools do not have to prove that an otherwise qualified teacher was unavailable before hiring an alternatively certified teacher and students can benefit from being taught by distinguished professionals with valuable work experience.

Alternative Certificates. Teachers with alternative certificates can be considered indirect indicators of teacher shortages because schools do not have to prove that an otherwise qualified teacher was unavailable, and students can benefit from being taught by distinguished professionals with valuable work experience. Table 2.2 shows that alternative certificates have increased from 1.3 percent of total certification in SY 2020 to 2.3 percent in SY 2023.

Once teachers complete an alternative route to certification, they receive full professional certificates and are indistinguishable in

the data from teachers who pursued the traditional route to certification.^j

The number of alternative certificates increased from 2,184 in SY 2020 to 3,763 in SY 2023—an increase of 72 percent. Option 6 was the most common route and allows a person with a bachelor’s degree or graduate degree to teach while enrolled in a postbaccalaureate program to earn a full professional teaching certificate.

Table 2.3 shows the number of alternative certificates between school years 2020 and 2023.^k Option 6 was the most common type of alternative certificate, accounting for 78.7 percent of alternative certificates between SY 2020 and 2023. There were nearly twice as many Option 6 alternative certificates in 2023 (3,101 certificates) as in SY 2020 (1,608 certificates). This route allows a person with a bachelor’s degree or graduate degree to teach while enrolled in a postbaccalaureate program to earn a full professional teaching certificate.

**Table 2.3
Number And Percent Of Alternative Teaching Certificates
By Alternative Certification Option
SY 2020 To SY 2023**

Certification Route	Number			Percent		
	2020	2023	2020-2023	2020	2023	2020-2023
Option 1	91	107	387	4.2%	2.8%	3.3%
Option 2	2	2	8	0.1	0.1	0.1
Option 3	185	144	664	8.5	3.8	5.7
Option 4	66	60	276	3.0	1.6	2.4
Option 5	199	310	999	9.1	8.2	8.5
Option 6	1,608	3,101	9,199	73.6	82.4	78.7
Option 7	0	9	18	0.0	0.2	0.2
Option 8	33	30	142	1.5	0.8	1.2
Total	2,184	3,763	11,693			

Note: Certificate data provided by KDE was incomplete for school years prior to SY 2020. KDE was also unable to provide LEAD data for multiple years and certificates may or may not be held by a teacher currently teaching. Therefore, this table represents only certificates with issue and expiration dates that include July 1 to June 30 of a given school year. For example, school year 2023 includes July 1, 2022 to June 30, 2023. Figures may not sum due to rounding.

Source: Staff analysis of data provided by the Kentucky Department of Education.

Alternative and emergency certificates represent a small portion of overall certificates but some subjects have a disproportionately high percentage of alternative and emergency certificates.

Subject Areas. Table 2.4 shows alternative and emergency certificates by subject area. Although alternative certificates and emergency certificates represent a small portion of overall certificates, some subjects have a disproportionately high percentage of alternative and emergency certificates.

^j Because KDE was unable to provide LEAD data for multiple years, OEA was unable to distinguish between teachers who received a professional certificate through the traditional route and teachers who received a professional certificate through an alternate route.

^k As of September 2023, there were no certificates issued through Option 9.

Alternative certificates represented 15.8 percent of ESL certificates in SY 2023 and emergency certificates represented 9.7 percent.

Alternative certificates represented 7.8 percent of preschool certificates, 6.6 percent of information technology certificates, and 5.2 percent of exceptional child certificates.

Emergency certificates represented 9.7 percent of earth science and geology certificates.

English As A Second Language. Alternative certificates represented 15.8 percent of English as a second language certificates in SY 2023, while emergency certificate represented 9.7 percent of ESL certificates.

Preschool, Information Technology, And Exceptional Child. Alternative certificates represented 7.8 percent of preschool certificates, 6.6 percent of information technology certificates, and 5.2 percent of exceptional child certificates. Less than 1.5 percent of certificates in these subject areas were emergency certificates.

Earth Science And Geology. Emergency certificates represented 9.7 percent of earth science and geology certificates. Less than 2 percent of certificates in earth science and geology were alternative certificates.

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Table 2.4
Alternative, Emergency, And Certificates By Certification Subject
SY 2020 To SY 2023

Subject	Alternative Certificates		Emergency Certificates		All Certificates In Subject Area	
	2023	2020-2023	2023	2020-2023	2023	2020-2023
CTE	108	441	32	101	5,868	23,406
Elementary Education	724	1,727	162	346	50,285	205,131
Elementary Education, Kindergarten	0	0	0	0	78	312
Elementary education, preschool	243	559	0	0	3,125	12,194
English Language Arts	286	960	137	345	11,736	46,619
ESL	52	178	32	65	329	1,239
Exceptional child	1,049	3,341	242	687	20,300	80,633
Gifted	0	0	7	24	45	173
Health and physical education	124	397	53	150	5,280	21,414
High School	0	0	0	0	22,463	92,036
Information Technology	10	44	2	10	152	732
Math	163	639	137	397	8,885	35,475
Middle School	0	0	0	0	2,234	9,611
Music	36	0	25	0	3,312	13,654
No subject listed	310	121	0	46	316	1,031
Science, biology	97	1,002	37	0	2,521	10,226
Science, chemistry	42	376	33	95	1,111	4,529
Science, earth science and geology	5	185	22	81	302	1,195
Science, general	135	18	68	44	3,962	15,396
Science, physical science	1	450	0	183	47	205
Science, physics	11	4	17	0	423	1,728
Social Studies	250	55	61	49	15,312	61,078
Visual and performing arts	67	754	30	125	1,603	6,475
World Languages	50	246	29	85	1,931	7,976

Note: CTE = career and technical education. Certificate data provided by KDE was incomplete for school years prior to SY 2020. KDE was also unable to provide LEAD data for multiple years and certificates may or may not be held by a teacher currently teaching. Therefore, this table represents only certificates with issue and expiration dates that include July 1 to June 30 of a given school year. For example, school year 2023 includes July 1, 2022 to June 30, 2023.

Source: Staff analysis of data provided by the Kentucky Department of Education.

An average of 7.0 percent of Kentucky students were taught by out-of-field teachers in 2022, defined as teachers teaching a subject without holding certification for that subject.

KRS 161.131 set a goal of at least one National Board Certified teacher in every public school by 2020. As of 2022, 70.9 percent of Kentucky A1 schools have at least one National Board Certified teacher.

Out-Of-Field Teachers. 16 KAR 2.120 defines out-of-field teachers as those teaching a subject without holding certification for that subject. An average of 7.0 percent of Kentucky students were taught by out-of-field teachers in 2022.^{1 m}

National Board Certified Teachers. The General Assembly recognizes that student achievement is related to teachers' skills and capabilities and that teachers' benefit from additional support developing their skills. In addition, the General Assembly recognizes that National Board Certified teachers benefit other

¹ Analysis includes only A1 schools.

^m Out of field data provided by KDE was incomplete and was not provided in a usable format.

teachers in their schools through advising, assisting, and mentoring. KRS 161.131 set a goal of at least one National Board Certified teacher in every public school in Kentucky by 2020. As of 2022, 70.9 percent of Kentucky A1 schools have at least one National Board Certified teacher.

Federal Critical Shortage Areas.

KRS 156.106 defines critical shortage areas as a “lack of certified teachers in particular subject areas, in grade levels, or in geographic locations.”

States report teacher shortage data to the U.S. Department of Education every year. Kentucky statutes do not specify how shortage areas should be determined. Instead, KRS 156.106 defines critical shortage areas as a “lack of certified teachers in particular subject areas, in grade levels, or in geographic locations.”

World languages, English as a second language, English language arts, exceptional children, preschool and interdisciplinary early childhood education, social studies, middle and high school math, middle and high school science, biology, chemistry, earth and space science, and physics were identified as critical shortage areas for SY 2023.

Table 2.5 below shows the subject areas and disciplines Kentucky identified as critical shortage areas for SY 2020 and SY 2024, and the number of regions experiencing shortages.ⁿ World languages and English as second language was a shortage area in both years, while all of the science area subjects are new shortage areas compared to 2020. Other subjects identified as critical shortage areas in at least one geographic region in SY 2024 include English language arts, exceptional children, preschool and interdisciplinary early childhood education (IECE), social studies, middle and high school math, middle and high school science, biology, chemistry, earth and space science, and physics.

ⁿ Several disciplines were combined for this table. English language arts in high school grades, middle school grades, and high school and middle school grades were combined. Science and General Science in high school grades were combined. General Science and Science in middle school grades were combined. Earth and space science and Earth and space science in high school grades were combined. Social studies in high school grades and middle school grades were combined. Exceptional child, general and Exception child, speech and language were combined.

Table 2.5
Critical Shortage Areas By Subject And Number Of Regions
SY 2020 and SY 2024

Area	Number Of Regions	
	2020	2024
CTE	4	0
English as a second language	3	3
English language arts	3	6
Exceptional children	9	9
Preschool and IECE	6	7
Health and physical education	3	0
Social studies	3	1
World languages	3	4
Math		
Middle school	0	5
Middle and high school	3	0
High school	0	2
Science		
Middle school	0	6
Middle and high school	5	0
High school	0	2
Biology	0	4
Chemistry	0	5
Earth and space	0	6
Physics	0	6

Note: CTE= career and technical education; IECE = interdisciplinary early childhood education. The data source used educational cooperatives and workforce development areas in 2020 and used educational cooperatives in 2024. Several subject areas were combined. Critical shortage areas were determined in 2019 and 2023 for 2020 and 2024, respectively.

Source: U.S. Dept. of Education Teacher shortage areas

Causes Of Teacher Shortages

Two potential causes of teacher shortages are a decreased teacher pipeline and schools with high teacher turnover share characteristics that affect working conditions.

This section reviews two potential causes of teacher shortages identified in the data. First, the teaching pipeline has decreased over time, particularly in severe shortage areas. Second, schools with high teacher turnover tend to share characteristics that affect working conditions.

Teachers pursuing certification through a teacher preparation program generally complete a 4-year bachelor's degree program or an advanced degree program to obtain initial certification.

Teacher Pipeline: Teacher Preparation Programs. Teachers pursuing certification through teacher preparation programs generally complete a 4-year bachelor's degree program or an advanced degree program to obtain initial certification. The Kentucky Council for Postsecondary Education provided data on

teacher preparation program completion at Kentucky public and private institutions, as shown in Table 2.6.^o

The number of teacher preparation program completers has decreased in every subject area over time.

Teacher Preparation Program Completers In Shortage Areas.

The number of teacher preparation program completers has decreased in every subject area over time. Physics, chemistry, high school math, and world languages were areas where principals reported difficulty finding applicants—these areas also have relatively fewer teacher preparation program completers.

World languages and English as a second language were areas with very few teacher preparation program completers. High percentages of principals reported no applicants or no satisfactory applicants and fewer or considerably fewer applicants in these subject areas.

World Languages And English As A Second Language. In the 2023 OEA survey, approximately 50 percent of principals reported no applicants or no satisfactory applicants for world languages and English as a second language positions and approximately two-thirds reported there were fewer applicants than five years ago. There were 54 ESL teacher preparation program completers between SY 2018 and 2022 compared to 141 between 2013 and 2017, and 76 world languages teacher preparation program completers between 2018 and 2022, one less than from 2013 to 2017. With the increase in immigration to the United States this past year, universities will need to work harder in recruiting students in these subjects.^p

Exceptional Children. Another critical shortage area is teachers of exceptional child. In 2023, 35.4 percent of principals reported no available or no satisfactory applicants for exceptional child teaching positions and 84.2 percent reported fewer or considerably fewer applicants compared to five years ago, which is a 28.6 percent increase over 2019 (55.5 percent). Nearly one-third of open positions posted on KEPS for the 2023 school year were for exceptional child teachers and there were 375 fewer teacher preparation program completers for exceptional children in 2018 to 2022 compared to 2013 to 2017. In SY 2023, a disproportionately high percentage of exceptional child teaching certificates were emergency certificates (5.2 percent). Exceptional child teachers were also identified as federal critical shortage areas in 2020 and 2024.

^o Programs of study do not necessarily correspond to teaching certificates obtained in particular subjects.

^p According to the Department of Homeland Security, there were 464,143 new arrival immigrants to the United States in 2022 compared to 227,206 in 2021. Source:

Table 2.6
Candidates Completing Teacher Preparation Programs By Subject Area
School Years 2013 To 2022

Subject	2013-2017		2018-2022		Difference
	Total	Percent	Total	Percent	Total
Academic Subjects					
English language arts	1,607	11.8%	1,192	9.9%	-415
Mathematics	255	1.9	228	1.9	-27
Sciences, all	134	1.0	190	1.6	56
Social studies	279	2.0	245	2.0	-34
Additional Subjects					
English as a second language	141	1.0	54	0.4	-87
Exceptional children	2,014	14.8	1,639	13.6	-375
Health and physical education	1,712	12.6	1,404	11.7	-308
Music	517	3.8	522	4.3	5
Visual and performing arts	80	0.6	74	0.6	-6
World languages	77	0.6	76	0.6	-1
School Level Preparation					
Education, general	0	0.0	211	1.8	211
Elementary education and earlier	4,953	36.4	4,276	35.5	-677
Intermediary education, general	1071	7.9	1332	11.1	261
Secondary education, general	779	5.7	603	5.0	-176
Total	13,619		12,046		-1,573

Note: The percentages and total in the 2014-2018 column do not match the OEA 2019 report percentages and total because the OEA 2019 report included CTE subjects in the total. Includes Bachelor's and Master's degrees. Education, general was not a category in the OEA 2019 report data.

Source: Staff analysis of data from the Kentucky Council for Postsecondary Education.

Praxis II

Teachers must pass the Praxis II exam to demonstrate specific content knowledge, instructional skills, and pedagogy.

Kentucky requires teachers to pass the Praxis II exam to demonstrate specific content knowledge, instructional skills and pedagogy. Teachers can take the Praxis II multiple times, if needed, in order to get a passing score.

The average Praxis II pass rate was 95 percent between SY 2018 and SY 2023.

From school years 2018 to 2023 there were 50,537 total Praxis II test takers that took the 60 different subjects tested. The overall average pass rate was 95 percent, with a first-time average pass rate of 87 percent.

Of the 60 subjects that had Praxis II tests, 15 had less than a 90 percent pass rate.

All but 15 types of assessments had a 90 percent pass rate. Table 2.7 below includes each assessment that had a pass rate below 90 percent. Appendix F includes the number of test takers and average pass rates for all Praxis II assessments.

Table 2.7
Average Pass Rate For Praxis II Assessments With Pass Rates Less Than 90 Percent; 2018 To 2023

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

Note: Duplicates were removed. If a test taker took a test prior to July 1, 2018, then their subsequent test was removed from the data set to ensure accurate pass rates.

Source: Praxis II data provided by the Kentucky Department of Education.

Characteristics Of Schools With High Turnover

Schools were divided into quartiles based on average teacher turnover from 2018 to 2022. Schools with high teacher turnover generally had higher percentages of students receiving free or reduced-price lunch, minority students, and teachers with four or fewer years of experience.

Schools with high teacher turnover share similar characteristics. Schools were divided into quartiles based on average teacher turnover from 2018 to 2022, where Quartile 1 represents low teacher turnover and Quartile 4 represents high teacher turnover. Table 2.8 shows that schools with high teacher turnover generally had higher percentages of students receiving free or reduced-price lunch, higher percentages of minority students, and higher percentages of teachers with four or fewer years of experience.

Table 2.8
School Demographic Characteristics By School Turnover School Years 2018 To 2022

Turnover Quartile	Average Turnover	Average Of All Schools In Quartile		
		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

Note: FRPL= free and reduced-price lunch. Due to the covid pandemic, free/reduced-price lunch and minority student data was unavailable or incomplete for SY 2020 and is not included in the calculations.

Source: Staff analysis of data provided by the Kentucky Department of Education.

Schools were divided into quartiles based on average math and reading score on the 2022 Kentucky Summative Assessments. Schools with lower math and reading scores tended to have higher percentages of students in poverty, minority students, teachers with four or fewer years of experience, and turnover.

Math And Reading Outcomes, Middle School Demographics, And Teacher Turnover. Table 2.8 divides Kentucky’s middle schools into quartiles based on average math and reading proficiency scores rates on the 2022 Kentucky Summative Assessments. Quartile 1 represents the lowest average proficiency rates and quartile 4 represents the highest average proficiency rates. Within each quartile, the average percent of students receiving free or reduced-price lunch, percent of students who are minorities, teacher turnover, and percent of teachers with four or fewer years of experience between school years 2018 and 2022 were calculated.

Schools with lower math and reading scores tended to have higher percentages of students in poverty, higher percentages of minority students, higher percentages of teachers with four or fewer years of experience, and higher turnover.

Table 2.8
Middle School Demographic Characteristics And Teacher Turnover
By Math And Reading Proficiency Quartiles
School Year 2022

Proficiency Quartile	Average Proficiency Rate By Quartile 2022	Percent FRPL 2018-2022	Percent Minority 2018-2022	Teacher Turnover 2018-2022	Teachers With 4 Or Fewer Years Of Experience 2018-2022
Math					
1 (lowest)	20.2%	74.1%	27.4%	21.3%	27.8%
2	31.5	67.6	17.2	18.1	22.6
3	40.4	62.6	12.8	15.4	19.6
4 (highest)	54.0	49.4	16.4	14.9	17.2
Reading					
1 (lowest)	30.0	73.3	27.0	20.7	27.2
2	41.1	64.8	17.3	17.0	21.8
3	47.9	60.7	14.0	16.2	19.8
4 (highest)	59.8	54.0	13.5	15.3	17.6

Note: FRPL= students eligible for free or reduced-price lunch. Table includes only schools for which there were math and reading scores reported for the Kentucky Summative Assessments. Table does not include 2020 FRPL and Minority data.

Source: Staff analysis of data from the Kentucky Department of Education.

Teachers with lower turnover rates were more likely to positively view the teaching profession, their working environment, student behaviors, and support from their school administration.

Working Conditions Reported By Teachers. Teachers from schools with lower turnover rates were more likely to positively view the teaching profession, their working environment, student behaviors, and support from their school administration. The greatest differences between teachers at low turnover schools and teachers at high turnover schools are shown in Appendix D.

Disparities Between Teachers’ And Principals’ Perceptions Of Teaching In Kentucky. On many Impact survey items, principals’

On many Impact survey items, principals responses varied only slightly regardless of turnover, while teachers' responses varied greatly. In addition, there was a large gap between principals' and teachers' responses, indicating that principals have a more positive outlook on teachers' environment.

Principals' strategies to address teacher shortages may negatively affect teachers' working conditions. Districts may retain sub-optimal staff or rely on substitute teachers.

Principals' strategies to address teacher shortages included retaining certified staff that would have otherwise been terminated or non-renewed due to poor performance, increasing class sizes, eliminating a class, combining programs, and teachers giving up their planning period to cover a class.

The OEA survey asked superintendents how many certified staff members their district retained for SY 2023 that would have otherwise been terminated or non-renewed in prior years due to poor performance. Seventy-nine districts reported retaining a total of 307 positions.

responses varied only slightly regardless of whether their school had high or low turnover, while teachers' responses vary greatly. Principals in Quartile 1 averaged 25.7 percentage points higher than teachers, while principals in Quartile 4 averaged 30.2 percentage points higher than teachers, indicating that principals have a more positive outlook on teachers' working environment.^{9r}

Effects Of Teacher Shortages

Principals have many strategies to address teacher shortages, many of which may exacerbate any problems with teachers' working conditions. Teacher shortages have led to districts retaining staff that otherwise would have been terminated or non-renewed and relying on substitute teachers.

Strategies To Address Teacher Shortages. The 2023 OEA survey asked principals about strategies to address teacher shortages. Approximately 40 percent of principals reported retaining certified staff that would have otherwise been terminated or non-renewed in prior years due to poor performance; most retained three or fewer positions. Principals also increased class sizes (22 percent), eliminated a class (16 percent), and combined programs (9 percent). These methods may exacerbate any problems with teachers' working conditions.^s Another strategy was teachers giving up their planning period to cover a class (86 percent). Most principals said this happens several times per month (27 percent) or a few times a year (28 percent).

Retaining Sub-Optimal Staff. According to KRS 161.750(2) superintendents must give written notice by May 15 of non-renewal to each limited contract certified employee whose contract will not be renewed for the next year. Superintendents were asked on the OEA survey to estimate how many certified staff members their district retained for the 2022-2023 school year that would have otherwise been terminated or non-renewed in prior years due to poor performance.^t

Seventy-nine districts reported retaining certified staff that would have been non-renewed or terminated due to poor performance in previous years, totaling 307 positions. Table 2.9 shows the number

⁹ Quartile 1 included schools with the lowest teacher turnover, while quartile 4 included schools with the highest teacher turnover.

^r This analysis includes all principals and all teachers at schools in the quartiles.

^s <https://www.nea.org/resource-library/9-ways-improve-educator-working-conditions>

^t Districts do not normally track this data and the responses are estimates.

of certified staff retained by districts. Some superintendents commented that they would not retain a teacher that negatively impacted students, while others said they have begun focusing on developing capacity from existing staff rather than searching for better teachers.

Table 2.9
Number Of Districts Retaining Certified Staff
By Number Of Certified Staff Members Retained Who Would
Have Been Non-Renewed Or Terminated Due To Poor
Performance In Previous Years
School Year 2023

Number Of Districts	Number Of Certified Staff Retained
1	20 plus
6	10-12
19	5-8
27	3-4
26	1-2

Source: Staff compilation of data from superintendent survey.

Sixty-five superintendents reported that hiring substitutes was a crisis area. Superintendents reported 944 unfilled substitute teacher positions at the beginning of SY 2023.

Certified Substitute Teachers. On the OEA principal survey, nearly 50 percent of principals reported that unfilled classroom positions were taught by long-term substitutes, while non-long-term substitutes were less common. On the OEA superintendent survey, 65 percent of superintendents reported that hiring substitutes was a crisis area. Superintendents reported 944 unfilled substitute teacher positions at the beginning of the 2023 school year on the OEA superintendent survey. Table 2.10 shows that there is a large range of pay rates for substitute teachers between districts and there are disparities in the average substitute teacher daily pay rate for districts in rural, micropolitan, and metropolitan areas.

Table 2.10
Average Substitute Teacher Daily Rate Of Pay By Rank
And District Location, 2023

Position	Average Pay	Lowest Pay	Highest Pay	Metro District	Micro District	Rural District
Rank IV	\$94.70	\$60	\$167	\$106.46	\$92.38	\$85.98
Rank III	106.90	65	175	119.31	104.95	97.40
Rank II	112.86	65	200	124.89	110.41	104.00
Rank I	117.26	65	200	128.20	113.95	109.83
Retired Teacher Substitute	127.00	65	240	141.85	123.54	117.16

Source: Staff compilation of data from superintendent survey.

Twenty-three districts provide incentive pay for substitute teachers.

Incentive Pay For Substitute Teachers. Twenty-three districts provide incentive pay for substitute teachers. While most districts providing incentives provide additional pay to work a certain

number of days or for working on Mondays and Friday, other districts provide additional pay for substitutes in alternative classrooms, high priority schools, and for exceptional child substitutes.

In 2023, 69 districts had fulltime substitutes that are paid according to the certified teacher salary schedule and receive all benefits that regular teachers receive. In larger districts, full-time substitutes report to a specific school each day and provide coverage for whichever teaches are absent in a given day.

Districts With Full-Time Substitute Teachers. Some districts hire full-time substitute teachers paid according to the certified teacher salary schedule and receive all benefits that regular teachers receive. In larger districts, full-time substitutes generally report to a specific school each day and provide coverage for whichever teachers are absent in a given day. By hiring full-time substitute teachers, districts do not have to hire substitutes on short-notice and students have consistency. These long-term substitutes also build relationships with students and understand more about their school's students' needs. In 2023, 69 districts had hired full-time substitutes. Of these, 18 districts employed 25 or more, and 27 employed one or two full-time substitutes. The remaining districts hired between 3 and 9 full-time substitutes (20 districts) and between 10 and 24 full-time substitutes (4 districts).

Nearly half of principals reported using long-term substitutes to teach unfilled classroom positions. Less common strategies included non-long-term substitutes, teachers teaching during their planning periods, and combining classrooms.

Additional Methods Of Addressing Unfilled Positions. Nearly half of principals reported using long-term substitutes to teach unfilled classroom positions. Less common strategies including employing non-long-term substitutes, teachers teaching during their planning periods, and combining classrooms with one teacher were mentioned often, with many principals reporting that it varies by the day or week while many others reported many or several times per week or day. Very few principals reported using central office staff. These methods of addressing unfilled classroom teacher positions may exacerbate the negative effects of teacher shortages on teachers' work environment.^u

Mitigating Teacher Shortages

Efforts to mitigate teacher shortages include creative hiring strategies and mentoring current teachers, but these may not overcome teacher shortages or compete with the private sector. Some districts are exploring Option 9 programs.

Efforts to mitigate teacher shortages include creative hiring strategies and mentoring current teachers. However, many principals reported that their strategies could not completely overcome teacher shortages or successfully compete with the private sector. Districts are also beginning to explore Option 9 programs for alternative certification.

Teacher Recruitment Strategies. Principals were asked to select the strategies their school/district used to recruit teachers. Over 80 percent of principals reported hiring alternatively certified teachers

^u <https://www.nea.org/resource-library/9-ways-improve-educator-working-conditions>

Principals reported hiring alternatively and emergency certified teachers, advertising, hiring retired teachers, and recruiting from college fairs and the community to recruit teachers.

Superintendents reported attending career fairs, working with local universities, and using recruiting platforms and advertising to recruit teachers. Some districts increased their rank change pay and allow biannual rank change and others offer financial incentives.

Superintendents reported pay was the largest issue affecting certified staff recruitment, along with change in teacher retirement benefits.

Many states, including Kentucky, have laws regarding teacher recruitment and retention.

Most superintendents reported their districts has a teacher mentoring program.

and emergency certified teachers. More than 50 percent of principals advertised on social media, hired retired teachers, visited college fairs, and recruited from the local community. See Appendix G for additional information on teacher recruitment strategies.

District Recruitment Strategies. Most superintendents reported attending career fairs, working with local universities, and using recruiting platforms, such as Indeed, ZipRecruiter, and LinkedIn. In addition, districts used their webpage and social media platforms, and advertised with their local newspapers. Several superintendents reported that their districts’ “grow-your-own” strategies are helping. A few districts reported increasing their rank change pay and allowing teachers to change their rank twice per year (October and February) instead of once. Other districts reimburse teachers for tuition and taking the Praxis II exam, offer relocation stipends, and signing bonuses. One district offered a \$10,000 stipend for high school math teachers, while another offered free tuition to children of employees who reside in another district.

Other Factors That Affect Certified Staff Recruitment.

Superintendents reported that pay was the largest issue affecting certified staff recruitment, along with change in teacher retirement benefits. Teachers are paid for 185 days while most private industry positions offer 240 days of pay. A few superintendents stated that universities are not producing enough graduates with an education degree and while others cited the overall lack of respect given to teachers has created a recruitment issue.

Teacher Recruitment And Retention Laws. Many states, including Kentucky, have laws regarding teacher recruitment and retention. For example, KRS 161.167 requires KDE to develop a plan for a multidimensional recruitment and information program to encourage teaching as a profession. Appendix H details teacher recruitment and retention laws in Kentucky, as well as select teacher recruitment and retention laws in other states.

Mentoring Programs. Most superintendents (88 percent) reported their district has a teacher mentoring program. Very few reported daily mentoring tasks. Over half reported providing mentoring tasks once per week or several times per month, including developing lesson plans, analyzing student work, reviewing results of student assessments, addressing behavioral issues, reflecting on and discussing the effectiveness of teachers’ teaching, and aligning lesson plans with state curriculum and local curriculum. Appendix

G shows the frequency of each mentoring task. Superintendents also reported developing an understanding of documentation processes, such as developing plans for students who need accommodations and plans for gifted student services; providing professional learning strategies for effective teaching; providing professional learning communities twice per month; and partnering with universities to provide new teacher supports.

Additional strategies to recruit and retain teachers included districts paying for additional insurance and services, offering free health care, offering gym memberships, or paying teachers more to work in difficult environments.

Additional Strategies For Teacher Recruitment And Retention.

Additional strategies included districts paying for additional insurance and services such as life, dental, and vision (23 percent); offering free health care to staff (12 percent); and offering a gym membership (6 percent). Some districts pay teachers more to work in more difficult learning environments. On the 2023 OEA superintendent survey, the highest stipends for teaching in more difficult learning environments were \$6,000 and \$8,000.

Option 9 allows school districts to partner with a college or university to develop a program for teaching candidates to attain an initial teacher certification and a bachelor's degree while working at a school or district in a non-teaching classified position. As of September 20, 2023, there were 20 partnerships between universities and districts to create Option 9 programs but 31 percent of superintendents reported their districts are not planning to participate in Option 9 programs.

Option 9 Teacher Certification Programs. Option 9 allows school districts to partner with a college or university to develop a program for teaching candidates to attain an initial teacher certification and a bachelor's degree while working at a school or district in a non-teaching classified position. As of September 20 2023, there were 20 partnerships between universities and local districts to create approved Option 9 programs. The OEA superintendent survey asked superintendents about their districts' plans regarding Option 9 programs, and respondents were asked to answer the question regardless of actual Option 9 participation. Most superintendents of districts with an Option 9 program reported their districts would pay either a portion of tuition, full tuition, or a stipend for enrollees. Some superintendents claimed their district intended to offer a bonus to teach in their district for a specified amount of time. However, a few superintendents reported that their districts were not likely to provide incentive bonuses or cover the tuition costs of classified employees to participate in Option 9 programs. Several superintendents reported that their districts may contractually obligate classified staff to remain as teachers in their district for a specified number of years, and were relatively split between requiring 1 to 5 years. Most districts would not limit participation in Option 9 to particular teaching fields.

Approximately 31 percent of superintendents reported that their districts are not planning to participate an Option 9 program. These superintendents cited a lack of interest, lack of funding, reliance on other alternative certification routes, and the requirement that certified staff be in the classroom with an Option 9 candidate as barriers to participating in an Option 9 program.

Additional Considerations

Additional considerations regarding teacher shortages are barriers to recruiting and retaining teachers, support from school leadership, Kentucky students who return to work in Kentucky education, and available financial support for future teachers.

Lack of qualified candidates in general and in particular subjects were considered the greatest barrier to teacher recruitment by both principals and superintendents.

Teacher salary and benefits insufficient compared to the private industry and to other districts were considered barriers to teacher recruitment and retention by a high percentage of superintendents and principals, as was work-life balance.

From 2014 to 2023, districts increased starting salaries between 3 percent and 22 percent. In 2023, teacher starting salaries ranged from \$34,004 to \$45,772.

Using data from the Kentucky Center for Statistics, OEA found that 65 percent of teachers who left the teaching profession in 2019 were earning approximately \$5,000 less in other positions in 2022.

Several factors may not affect state-level teacher shortages in Kentucky, but do affect individual districts and should be taken into consideration when discussing teacher shortages. This section reviews barriers to recruiting and retaining teachers, support from school leadership, Kentucky students who return to work in Kentucky education, and available financial support for future teachers.^v See Appendix G for additional information on barriers to teacher recruitment and retention.

Lack Of Qualified Candidates. Lack of qualified candidates in general and in particular subjects was considered the greatest barrier to teacher recruitment by both principals and superintendents. Nearly all superintendents (93.5 percent) and most principals (75.5 percent) reported that a lack of qualified candidates in general was an extreme or moderate barrier to teacher recruitment while 75.6 percent of principals reported that a lack of qualified candidates in particular subjects was an extreme or moderate barrier on the 2023 OEA principal and superintendent surveys.

Salary, Benefits, And Work-Life Balance. Over half of principals and approximately three-fourths of superintendents reported that teacher salary and benefits insufficient compared to the private industry was a barrier to teacher recruitment, with similar percentages for retaining teachers. Approximately half of superintendents and principals reported that salary compared to other districts was a barrier to recruiting and retaining teachers. Work-life balance was considered a barrier to teacher retention by about one half of principals and one-third of superintendents.

Teacher Salaries. From 2014 to 2023, districts have increased starting salaries between 3 percent and 22 percent. The lowest teacher starting salary in a district in 2023 was \$34,004 and the highest starting salary was \$45,772. In addition, the Kentucky Association of School Administrators Coalition to Sustain the Education Profession has recommended that the General Assembly raise the minimum teacher salary to \$45,000 beginning in the 2024-2025 school year. Changes in starting salaries between 2013 and 2022 are detailed in Appendix I.

While superintendents report that teachers are leaving the teaching profession for better pay, OEA staff analyzed wage data for individual teachers who left the teaching profession for the private

^v Barriers = extreme or moderate barriers

sector. Using data from the Kentucky Center for Statistics (KYSTATS), OEA found that 65 percent of teachers who left the teaching profession in 2019 were earning approximately \$5,000 less in other positions in 2022.^w See Appendix B for data notes.

Lack of respect for teachers from society, from parents, and from the local community and student behavior were reported by a high percentage of principals as barriers to teacher recruitment, but nearly all principals reported that lack of respect from administrators was not a barrier or was a minimal barrier.

Lack Of Respect And Student Behavior. Lack of respect for teachers from society (45.7 percent), from parents (38.1 percent), and from the local community (24.4 percent) were reported by principals as barriers to teacher recruitment on the OEA principal survey.^x Approximately 90 percent of principals reported that lack of respect from administrators was not a barrier or was a minimal barrier to teacher recruitment and retention. Student behavior was considered a barrier to teacher recruitment and retention by approximately one-third of principals and one-fourth of superintendents.

Nearly half of superintendents and principals considered geographic location a barrier to teacher recruitment. On average, rural districts have lower teacher salaries, lower classified staff salaries, higher percentages of exceptional child students and FRPL students, and lower per-pupil property assessments that impact funding.

Geographic Location. Approximately half of superintendents (49.4 percent) and principals (42.6 percent) considered geographic location a barrier to teacher recruitment. In addition, on average, rural districts have lower teacher salaries, lower classified staff salaries, higher percentages of exceptional child students, higher percentages of free and reduced-price lunch students, and lower per-pupil property assessments that impact funding, as shown in Table 2.11.

Table 2.11
Average Teacher Salary, Classified Staff Salary, Percent Of Students With Special Needs, Percent Of Students Eligible For Free And Reduced-Price Lunch, And Average Property Assessment
By District Location
SY 2022

Data Point	Metropolitan District	Micropolitan District	Rural District
Average teacher salary	\$57,893	\$52,477	\$50,780
Average classified staff salary	29,710	22,491	20,653
Percent of exceptional child students	14	17	18
Percent of students eligible for FRPL	56	63	68
Average per-pupil property assessments	725,727	483,161	381,925

Note: FRPL= Free and reduced-price lunch.

Source: Staff analysis of data from the Kentucky Department of Education.

Support From School Leadership. Support from school-level leadership may be important to teachers' willingness to continue teaching at their school. OEA analyzed the Impact survey and

^w Wage data analyzed included only individuals working in all four quarters in 2022.

^x Similar results were found for teacher retention.

Support from school leadership may be important to teachers' willingness to continue teaching at their school. However, there was a 27.9 percentage point gap between principals' and teachers' perceptions of support from school leadership on 2022 Impact survey items.

found that teachers who felt supported by their school's administration also reported more positive attitudes towards the teaching profession. There were 13 questions related to support from school administration and seven questions related to teacher's attitudes towards the teaching profession, as shown in Appendix D. Of teachers who answered all 13 support questions positively, 77.9 percent answered at least five of the seven attitude questions positively. Of teachers who answered none of the support questions positively, 0.8 percent answered five to seven attitude questions positively.

However, OEA analyzed Impact survey responses for schools in which both principals and teachers responded and found an average gap of 27.9 percentage points between principals' and teachers' positive responses on questions related to support from school leadership on the 2022 Impact Survey, as shown in Table 2.12.

**Table 2.12
Percent Positive Responses On Kentucky Impact Survey Items Regarding Support From School Administrators By Position, 2022**

Survey Item	Principals	Teachers	Difference
The available professional development opportunities at the respondent's school are extremely to quite valuable.	90.7%	45.9%	44.8%
Working with the leadership team is extremely to quite motivating.	95.5%	58.0%	37.5%
Respondent learns a tremendous amount or quite a bit from the teacher evaluation process at their school.	84.5%	48.4%	36.2%
School leaders are extremely or quite responsive to feedback.	96.7%	60.8%	35.9%
A tremendous amount or quite a bit of trust exists between school leaders and faculty.	95.7%	65.0%	30.8%
Feedback on teaching is extremely to quite useful.	92.0%	62.5%	29.5%
School leaders are extremely to quite supportive when the respondent faces challenges at work.	98.5%	72.5%	26.0%
School leadership treats the faculty extremely to quite fairly.	99.1%	74.2%	24.9%
Overall, the school has been extremely to quite supportive of the respondent's growth as a teacher.	97.2%	72.7%	24.5%
School leaders care about the respondent as an individual a tremendous amount or quite a bit.	98.9%	76.1%	22.7%
The respondent is extremely to quite confident that school leaders have the best interests of the school in mind.	99.1%	78.1%	21.0%
School leaders are extremely to quite respectful towards the respondent.	99.3%	84.7%	14.6%
School leaders are extremely to quite understanding when challenges arise in the respondent's personal life.	99.1%	85.1%	14.0%
Average number of responses	539	15,402	

Source: Staff analysis of 2022 Kentucky Impact Survey.

The 2022 Kentucky Impact Survey contained 34 questions regarding support from school administration, attitudes towards the teaching profession, the working environment, and student behavior. On average, the gap between principals' responses and teachers' responses was 27.2 percent.

Of Kentucky graduates from 2009 to 2015, 4.6 percent worked in Kentucky schools between 2013 and 2022. Of those who returned as certified personnel, 95.5 percent were teachers in 2022. Of those who returned as classified personnel, 44.0 percent held instructional positions in SY 2022 while 32.0 percent held food service, operations, transportation, or warehouse positions.

The Teaching and Learning Career pathway provides a route for Kentucky high school students to begin pursuing a career in education while still in high school. Students may receive Work Ready Dual Credit Scholarships. KDE reported 2,002 students enrolled in this pathway in SY 2023.

The Kentucky Higher Education Assistance Authority wholly or partially administers 16 state-funded teacher grant or scholarship programs.

In addition to support from school leadership questions, the 2022 Kentucky Impact survey contained questions regarding attitudes towards the teaching profession, the working environment, and student behavior. On average, on these questions, principals had the highest rates of positive responses (85.6 percent), followed by assistant principals (79.3 percent), other education professionals (67.7 percent), and teachers (58.4 percent).^y Principals in the highest turnover districts and the lowest turnover districts had similar positive response rates.

Homegrown Kentucky Education Personnel. According to KYSTATS data obtained by OEA, there were 306,707 students that graduated from Kentucky high schools between 2009 and 2015. Of these students, 4.6 percent returned to work as certified or classified staff in Kentucky schools between 2013 and 2022. Of those who returned as certified personnel, 95.5 percent were teachers in SY 2022. Of those who returned as classified personnel, 44.0 percent held instructional positions in SY 2022, while 32.0 percent held food service, operations, transportation, or warehouse positions. In addition, nearly half of those with certified positions and nearly one-fourth of those with classified positions worked in the same district from which they graduated in 2022. See Appendix B for data notes.

Teaching And Learning Career Pathway. The Teaching and Learning Career Pathway provides a route for Kentucky high school students to begin pursuing a career in education while they are still in high school. Students complete three core courses, including learning communities focused on responsibilities and systems within K-12; learning centered classrooms focused on student equity and growth mindsets; and being a professional educator, focused on teaching and learning. Students also complete an additional course on either collaborative clinical experience or principles of career and technical education. Students may receive Work Ready Dual Credit Scholarships for tuition costs at the 23 participating postsecondary institutions in Kentucky. KDE reported 2,002 students enrolled in the Teaching and Learning Pathway in SY 2023.

Teacher Scholarship Programs And Financial Assistance.

The Kentucky Higher Education Assistance Authority (KHEAA) wholly or partially administers 16 state-funded teacher grant or

^y This analysis includes all principals, assistant principals, other education professionals, and teachers.

scholarship programs and reports on teacher scholarships annually. Several of these programs are described below, as are federal financial assistance opportunities.

The Teacher Scholarship Program offers need-based financial aid to college students in teacher education programs. Students receive a conversion loan in exchange for teaching service. In FY 2022, there were 150 recipients.

Teacher Scholarship Program. The Teacher Scholarship Program offers need-based financial aid to students admitted to a teacher education program through 25 Kentucky colleges and universities, prioritizing students pursuing initial teacher certification. Students receive a conversion loan scholarship and are required to teach one semester in Kentucky for each semester they receive a scholarship. Scholarship recipients teaching in a critical shortage area or dual credit classes are required to teach one semester for every two scholarship semesters received. Scholarships are converted to loans if the teaching requirement is not fulfilled. Over 85 percent of scholarship recipients were teaching in Kentucky in SY 2021. In fiscal year 2022, there were 150 recipients.²

The Early Childhood Development Scholarship provides up to full tuition and mandatory fees for child-care workers to pursue higher education. In FY 2022, there were 369 recipients.

Early Childhood Development Scholarship. The Early Childhood Development Scholarship was designed for professional development of child-care workers currently working at least 20 hours per week in early childhood, and includes 22 post-secondary institutions in Kentucky. Recipients may receive up to full tuition and mandatory fees. In fiscal year 2022, there were 369 recipients.

The Federal TEACH Grant program, the Federal Teacher Loan Forgiveness Program, and the Federal Perkins Loan Teacher Cancellation Program are financial assistance options for students pursuing a career in teaching or current teachers.

Federal Financial Assistance. The Federal TEACH Grant program provides up to \$4,000 per year for students pursuing a program area to become a teacher, but converts to a loan if teaching requirements are not met. The Federal Teacher Loan Forgiveness Program allows up to \$17,500 in Federal Direct Loans or Federal Family Education Loans to be forgiven after full-time employment in a low-income school or educational service agency after five years. The Federal Perkins Loan Teacher Cancellation Program allows up to 100% loan cancellation in exchange for full-time employment in a public or nonprofit school that serves low-income families or for teaching exceptional child or shortage area fields.

The Work Ready Kentucky Scholarship program offers free tuition towards an associate's degree in Kentucky's high demand workforce sectors. Gateway Community and Technical College offers an associations degree in pre-education and graduates can pursue a bachelor's degree at Northern Kentucky University. Since 2018 196 students have enrolled in the program and 46 students have gone on to earn a bachelor's degree in an education related field.

Work Ready Kentucky Scholarship Program. The Work Ready Kentucky Scholarship Program was established by KRS 164.787 and is administered by KHEAA. The scholarship offers Kentucky students free tuition for up to 60 hours of credit towards an associate's degree in Kentucky's high demand workforce sectors, including health care, advanced manufacturing, transportation/logistics, business services/IT, and construction, for students who do not already have an associate's degree or higher. In fall of 2018, Gateway Community and Technical College began offering an education program for an associate's degree in pre-education. Graduates can then pursue a bachelor's degree at Northern Kentucky University (NKU). Since 2018, 196 students have enrolled in the program and 46 students have gone on to earn a bachelor's degree in an education related field.

Recommendation 2.2

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.

¹ Kentucky. Legislative Research Commission. Office Of Education Accountability. Teacher Shortages And Supports For New Teachers. Research Report No. 463, Oct. 17, 2019. Web.

² <https://www.kheaa.com/web/resources/pdf/reports/annual/annual2022.pdf>

Chapter 3

Classified Staff Shortages And Other Issues Related To District And District Funding

Classified Staff

Nationally, school districts are experiencing classified staffing shortages. Food service workers, custodians and transportation staff are types of classified workers.

School districts in Kentucky and around the nation are having difficulty employing certain classified staff.¹ In Kentucky, classified staff include employees that do not require a teaching certificate. Some classified staff may be required to hold certain degrees, for example a school nurse, electrician, finance officer, while others may not require a high school diploma like food service workers, custodians, and school bus monitors.

Districts are struggling to hire and retain classified staff, even after increased pay. The lack of bus drivers is causing students to miss instruction.

Even though a large number of districts have raised the salaries for classified staff, districts are still struggling to retain and hire classified staff. While all classified staff members play a crucial role in the education of students, some roles are more directly tied to student instruction. For instance, a lack in bus drivers could hinder the education process. If districts don't have enough bus drivers to run the routes, some students are not getting to school in the morning or are on a bus that may be running late, which causes students to miss instruction.

A lack of instructional aides may be causing some students to not receive their required services.

Paraeducators, referred to as instructional aides in the rest of this report, support teachers and students during classroom instruction. There are two types of instructional aides, those who work with regular education teachers and those who work with exceptional child teachers. With the shortages in instructional aides, some students may not be getting the services they need—especially students who have special needs.²

Districts are losing some classified staff due to them working fewer hours per day and days per year.

Other classified staffing shortages include food service workers, substitutes and secretaries. Part of the reason districts have trouble hiring and retaining classified staff is that these jobs are often seasonal, and classified employees only work when school is in session. According to interviews with superintendents conducted for this study, a bus driver normally works a 185-day annual schedule for 4 hours each day. Many food service workers also work a 185-day schedule for 6 hours each day. Classified staff can work more hours per day and more days per year in the private sector.

Classified Job Descriptions

Most classified job descriptions and minimum qualifications were established over 30 years ago by the commissioner of education.

KRS 161.011(2) required the commissioner of education to establish job classifications and minimum qualifications for district classified positions by January 1992. Most job descriptions for classified staff were established more than 30 years ago and have not been updated. Districts submit employment data Professional Staffing Data and Classified Staffing Data (PSD and CSD) to KDE by October 1 each year on total number of full-time equivalent (FTE) positions in for job classification. KDE then reports this data to the U.S. Department of Education (ED) as part of their *EdFacts* data submission.

KDE is not reporting all required staff to the U.S. Department of Education and some staff currently being reported are misclassified.

OEA staff reviewed classified job descriptions and the *EdFacts* submission document on staffing specifications and have concerns on how KDE is reporting staff to ED. For instance, contract staff working in districts are required to be included in the *EDFacts* data submission; however, KDE does not collect data on districts' contract staff and does include districts' contract staff in their submission to ED. In addition, in KDE's *EdFacts* submission there are some administrative and ungraded teaching positions that are misclassified. KDE's *EdFacts* data submission also includes outdated job descriptions and qualifications for some classified and certified positions. Appendix J includes concerns with the way data is currently being compiled and reported to ED.

Recommendation 3.1

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.

Recommendation 3.2

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.

Classified Shortages by Job Classification

Overall, classified staff make up 46 percent of total staff in school districts. Most classified staff work in instructional jobs, transportation, food service and operations.

Classified staff comprise approximately 46 percent of the workforce in local school districts. In 2023, the four classified job classifications with the most staff were instructional, transportation, food service, and operations. Approximately 30 percent of classified staff, worked in an instructional role; transportation staff comprised 19 percent; food service staff comprised 15%; and operations staff comprised 10% of classified staff. Appendix K shows staffing by job classification and staffing changes from 2019 to 2023.

Over the last 5 years there are 817 fewer classified staff in Kentucky.

There were 817 fewer classified staff in 2023 than in 2019. While there were staffing increases in some classified job classifications, there were decreases in the number of staff in other classified job classifications like transportation, operations and food service. Table 3.1 shows the increases and decreases by job classification.

**Table 3.1
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

Source: Staff compilation of data from data provided by the Kentucky Department of Education. CSD data

Transportation Staff

Transportation staff has decreased by 13 percent since 2019. Superintendents reported still needing to hire 764 bus drivers, 400 bus monitors and 51 mechanics at the start of the 2023 school year.

Transportation staff includes bus drivers, bus monitors and mechanics. As shown in Table 3.1, there are 1,255 or 13 percent fewer transportation staff in 2023 compared to 2019. Most the difference in transportation staff could be attributed to fewer bus drivers.^a On the OEA survey of superintendents, superintendents reported they had 764 bus driver positions that were unfilled at the

^a There were 1,156.27 fewer bus driver full-time equivalents in 2023 compared to 2018.

start of the 2023 school year. Superintendents also reported that they had almost 400 bus monitor and 51 mechanic positions that were unfilled at the start of the 2023 school year. Rural districts reported having more difficulties hiring bus drivers than metro districts.

In order to mitigate bus driver shortages, districts started paying for background checks and fees for obtaining their commercial driver's licenses. In addition, teachers, administrators, and other staff are filling in to help with job openings in transportation.

In order to mitigate some of the bus drivers staffing shortages, some superintendents stated that their districts were shifting the costs of background checks and fees associated with drivers obtaining their CDL licenses from employees to the school district. In order to increase the take home salary of bus drivers, some superintendents reported that their districts were increasing the number of hours worked. Approximately one-fourth of superintendents reported that their districts combined routes and are using transportation software to be more efficient in their bus routes in order to more effectively use their staff. One-third of superintendents surveyed stated that other staff members in the district drive bus routes in order to compensate for fewer bus drivers. The staff members driving school bus routes include teachers, administrators, other transportation staff, and retirees.

Districts are turning to high school students to help with the shortage of bus monitors.

To help alleviate the bus monitor shortage, thirteen districts have hired high school students, or contracted with an outside employment agency, or used other staff due to a vacancy. Superintendents from eight districts reported that they outsourced their mechanic work in order to fill those positions.

Operations Staff

Almost half of superintendents reported that they are having a crisis or major problem in hiring custodians. They also stated that they had 500 unfilled custodian positions at the beginning of the school year.

Custodians and groundskeepers are the majority of staff included in the operations category. As shown in Table 3.1, there were 356 fewer operation staff in 2023 when compared to 2019. Superintendents reported on the OEA survey that they had almost 500 unfilled positions for custodians at the beginning of the 2023 school year. Almost half (45 percent) of superintendents also reported they have reached a crisis or major problem in recruiting custodians.

To help solve the custodian shortages, 29 districts starting outsourcing some or all of their custodial jobs. However, superintendents reported that janitorial companies were having the same staffing issues.

There are currently 29 districts where superintendents stated they were outsourcing some or all of their custodial jobs due to the lack of applicants. Three superintendents reported that their districts had already tried outsourcing janitorial services, but they had the same issues in hiring and retaining employees and other issues. One superintendent stated,

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.

Food Service Staff

Superintendents are also having trouble hiring food service workers. They reported 500 job openings at the beginning of the year.

Cooks, bakers, account clerks, lunch monitors, and food service managers oversee the daily activities of the food service program. As shown in Table 3.1 there are 262 fewer food service workers in 2023 than in 2019. In the OEA superintendent's survey, 20 percent of superintendents reported that the hiring of food service workers was a major problem or crisis area. Superintendents also reported on the OEA survey that they had almost 500 job openings for food service workers at the beginning of last school year.

Instructional Staff

Instructional staff include aides, interpreters, and program specialists.

Instructional staff, such as instructional aides, assist students in the classroom with their daily school work and assist students in following classroom rules and procedures. Educational interpreters and program specialists are included in this classification. Instructional aides also assist students with special needs in their classes.

Overall, the number of instructional staff has increased from 2019 to 2023; however, superintendents reported 900 unfilled instructional aide positions.

While the number of classified instructional staff has increased by almost 200 employees in 2023 when compared to 2019, superintendents reported on the OEA survey that they had 900 unfilled positions at the start of the 2023 school year. According to superintendents there were 568 exceptional child instructional aide positions unfilled and another 332 regular instructional aide positions that were unfilled at the beginning of the 2023 school year.

Instructional aides who work in Title I schools are required to have more education than instructional aides working in non-Title I schools. If they do not have the required associate's degree, then they must demonstrate knowledge in assisting instructional practices.

Federal Instructional Aide Qualifications. According to the Every Student Succeeds Act (ESSA), any instructional aide who works in a Title I school must have a high school diploma or a GED and had to meet one of the following qualifications:

- Completed at least 2 years of study at an institution of higher education;
- Obtained an associate's (or higher) degree; or
- Met a rigorous standard of quality and can demonstrate, through a formal state or local academic assessment:
 - knowledge of, and the ability to assist in instructing, reading, writing, and mathematics; or
 - knowledge of, and the ability to assist in instructing, reading readiness, writing readiness, and mathematics readiness, as appropriate.

KDE requires instructional aides that do not have the 2-year associate's degree to pass the Kentucky Paraeducators Assessment (KPA). Several superintendents raised concerns about KDE only utilizing the KPA.

Due to this federal requirement, KDE requires instructional assistants who work in Title I school to pass the Kentucky Paraeducators Assessment (KPA), if the aide does not have an associate's degree or 2 years of study at an institution of higher education. KPA is a district administered test with 60 multiple choice questions and candidates must correctly answer 48, which translates to answering 80 percent of the questions correctly. Several superintendents raised concerns with KDE utilizing only the KPA test in hiring instructional aides, with one large metro district stating,

Currently KDE requires using the KY Paraeducator Assessment (KPA). [KPA] has caused and continues to cause challenges with filling classified instructional positions in our district. We have predominantly Title I schools. Federal law allows for an alternative form of assessment or demonstration of knowledge which would help but KDE states they only accept KPA.

There are only three other states, other than Kentucky, who have developed their own instructional aide test. Most states allow more than one test to be administered and some even allow the districts to choose which test to allow and determine passing scores.

Table 3.2 includes the different types of tests or local assessments instructional aides need to pass in order to work in a Title I school throughout the United States. Kentucky is one of four states that have their own state assessment, like the KPA test. There are 31 states that allow applicants to take the ETS ParaPro Assessment and 10 states allow districts to select the ACT WorkKeys and an additional 10 states allow districts to determine the type of test, which could include the ETS, WorkKeys or any other type of assessment. Appendix L includes data on what state allows which test and when available what the minimum score is to pass.

Table 3.2
Types of State or Local Assessments Required
For Paraeducators in Title I Schools, 2023

Assessment	Number Of States
ETS ParaPro Assessment	31
Locally Determined Assessment	10
ACT® WorkKeys®	10
Other	9
Not Specified	7
Paraeducator Learning Network (Master Teacher)	5
State Assessment	4

Note: Figures due not sum to 51 (the 50 US states and the District of Columbia) because some states use more than one assessment.

Recommendation 3.3

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).

Currently the job qualification for instructional aides does not meet requirements set out in statute.

Qualifications For Instructional Aides. The education requirements for Instructional Assistant I and II job descriptions allow for instructional aides to be hired if they demonstrate progress toward obtaining a G.E.D. Certificate.³ The job description conflicts with KRS 161.044(1), which requires instructional aides to have a high school diploma or a High School Equivalency Diploma. KRS 161.044(1) also requires the Kentucky Board of Education to promulgate administrative regulations governing the qualification of teachers' aides. There is currently no administrative regulation that addresses the qualifications of instructional aides.

Other Classified Staffing Shortages

According to superintendents, there are other jobs that are getting more difficult to hire staff in, such as secretarial jobs, speech therapist, daycare workers and others.

In the OEA survey, some superintendents indicated that it was beginning to get more difficult to fill some other classified staff positions. These positions include secretarial jobs, speech therapist, daycare workers, district level finance positions, sign language interpreters, athletic coaches, and school resource officers.

Over half of superintendents reported having a crisis or major problem in hiring classified substitutes. These staff fill in when a vacancy exist or when staff take days off.

Classified Substitutes. Substitutes for classified staff are called in to work for classified staff when there is a vacancy due to an unfilled position or when full-time classified staff need to take a day off of work. In the OEA survey, 52 percent of superintendents reported having major problems or a crisis situation in hiring classified substitutes. In addition, there were 638 unfilled positions at the beginning of the school year. While several superintendents reported raising pay, hiring incentives, and flexible scheduling to help with the shortages in substitutes for classified staff, they reported that these strategies have not increased the pool of substitutes for classified employees available each day.

Recruitment, Retention, And Salaries Of Classified Staff

77 percent of superintendents reported a lack of qualified candidates applying for classified openings.

Local boards of education approve salaries for classified staff each year. On the OEA survey, most superintendents reported that salaries that are insufficient compared to the private industry make it difficult to recruit and retain classified staff.^b In addition, 77 percent of superintendents reported that a lack of qualified candidates made it difficult to recruit classified staff.

Geographic Differences

Rural districts are having a harder time in recruiting classified staff than metropolitan districts. In addition, rural districts are paying about \$9,000 less than classified staff in metropolitan districts.

Of the superintendents who responded to the OEA survey, the percentage of superintendents reporting geographic location as a barrier to recruiting classified staff was more than 30 percentage points higher in rural districts than for superintendents in metropolitan districts.^c In 2023, classified staff earned approximately \$9,000 less in rural districts than in metropolitan districts.⁴ According to the OEA survey, the percentage of superintendents reporting that classified staff salaries compared to private industry was a barrier to recruiting was 18 percentage points higher in metropolitan districts than in rural districts.

Salaries Of Classified Staff

Districts have been aggressive in increasing classified salaries over the last 5 years. Some positions have increased as much as 19 percent. However, classified staff leaving are making up to 115 percent more in their new roles.

As shown in Table 3.3, from 2019 to 2023 average salaries for classified staff increased 12 to 18 percent depending on their job classification. Table 3.4 shows the 2022 wages of classified staff who left their positions in 2021 and compares it to average salary data for all classified workers by job classification. The average salary of school district employees who worked in transportation was \$17,174 in 2022. The average wages of classified school district employees with transportation job classifications who left working for Kentucky school districts in 2021 was \$36,944 in 2022—a difference of 115 percent.^d

^b Of the superintendents who responded, 88 percent reported that salary insufficient compared to private industry was a barrier to recruiting classified staff and 86 percent reported that it was a barrier to retaining classified staff.

^c Of the superintendents who responded to the survey, the percentage of superintendents reporting geographic location as a barrier to recruiting classified staff was 18 percent greater in rural districts than metropolitan districts.

^d These employees did not all work in the transportation sector once they left district employment.

Table 3.3
Salaries Of Classified Employees By Job Classification
2019 To 2023

Job	2019 Average Salary at District	2023 Average Salary at District	Increase In Average Salaries	Percent Increase in Average Salaries
Food Service	\$12,998	\$15,527	\$2,530	19%
Transportation	15,845	18,693	2,848	18
Operations	24,187	27,971	3,784	16
Secretarial/Clerical	26,461	29,625	3,164	12

Note Figures may not sum due to rounding.

Source: Staff Analysis of data from the Kentucky Department of Education.

Table 3.4
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

Note Figures may not sum due to rounding. The 2022 wages of classified staff who left school district only include wages of individuals for whom data was recorded in all 4 quarters of 2022 in the Kentucky Center for Statistics data system.

Source: Staff Analysis of data from the Kentucky Department of Education and Kentucky Center for Statistics.

Recruitment And Retention Of Classified Staff

Districts are giving bonuses and increased salaries to more experienced staff in order to retain classified staff.

On the OEA survey, 8 percent of superintendents indicated that their districts offered classified staff a bonus or stipend in order to retain their services.^e In addition, some superintendents indicated that their districts increase the salaries of more experienced workers in order to retain classified staff.^f Most districts' classified salary schedules restrict years of service to allow only the years employees worked in school districts; however, some superintendents indicated that their districts started to allow employees to transfer years of service in a similar position in the private industry to count towards their longevity. This allows more experienced staff to earn higher starting salaries.

^e The superintendent survey indicated that some districts paid additional stipends to exceptional child paraeducators, custodians, cafeteria workers and bus drivers.

^f These longevity bonuses were incorporated into the salary schedules.

Staff Retained That Would Have Been Terminated In Previous Years

In order to deal with staffing shortages, superintendents are retaining staff that normally would be non-renewed due to poor performance.

KRS 161.011 requires superintendents to give written notice to classified employees whose contracts will not be renewed by May 15 each year. Superintendents were asked on the OEA survey if due to shortages, they retained classified staff that in previous years would have been terminated due to poor performance. There were 70 superintendents that indicated that due to staffing shortages, they retained staff that that they would have terminated in previous years due to poor performance. According to the OEA survey, in the 2022 school year there were 312 classified staff that were retained, due to staff shortages, who would have previously been terminated.

One superintendent terminated two employees due to poor performance, but hired them back because there were no other applicants.

Table 3.5 shows the number of districts that retained staff that would have previously been terminated due to poor performance and the number of staff retained. One superintendent reported that their district retained more than 20 classified staff that in other years would have been terminated, while another ten districts retained 10-15 classified employees in 2022 that would have otherwise been terminated. One superintendent in a rural district indicated that they 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.

**Table 3.5
Number Of Districts That Retained Classified Staff That In Other Years Would Have Been Terminated Or Non-Renewed Due To Poor Performance By Number Of Classified Staff Retained
SY 2023**

Number Of districts	Number Of Classified Staff Retained
1	More than 20
10	10-15
15	5-8
14	3-4
29	1-2

Source: Staff compilation of data from superintendent survey.

Other Issues Related To District And District Funding

Districts are losing state and federal funding which will cause staffing cuts.

In addition to local school districts being faced with staffing shortages, some are also dealing with a loss in funding through the Support Education Excellence in Kentucky (SEEK) program and the Elementary and Secondary School Emergency Relief (ESSER) Fund.^g This section will discuss what positions or other expenditures superintendents stated that would have to be cut due to the changes in overall revenues.

Federal Funding

All districts must spend all ESSER funds by September 30, 2024. According to interviews and the superintendent survey, superintendents and local boards are currently budgeting for the loss of the boost in revenues that they experienced with ESSER.

Districts are currently paying 2,379 certified employees and 1,511 classified employees out of the federal pandemic funds. Almost half of the positions being paid with pandemic funds, already worked at districts.

ESSER Positions. When students returned to school after the COVID-19 pandemic, school districts received an influx of federal funding to help students return safely and to support students with learning losses during the pandemic. Districts have received 3 rounds of ESSER funding. Table 3.4 shows there were approximately 2,379 certified staffing positions that were funded using ESSER funds during the 2023 school year. Table 3.5 shows that approximately 1,511 classified staffing positions that were funded through ESSER funds during the 2023 school year.

Superintendents stated that most of the newly hired certified positions using pandemic funds were going to be discontinued after funding ended.

Certified Staff. Overall, there were approximately 2,379 FTE certified positions coded to ESSER funding in the 2023 school year as reflected in table 3.6. Almost half of positions that were funded through ESSER funds were newly hired staff. In addition, according to the OEA survey, 11 percent of superintendents reported that their districts did not create any new certified positions using ESSER funding. Superintendents stated that they were only keeping 231 of the 1,171 certified positions they created after the federal funding has been depleted. Almost half of the certified staff being paid out of ESSER funding is going toward Elementary teachers, followed by 17 percent being secondary teachers.

^g Since 1990, SEEK has been the mechanism through which Kentucky has funded its public schools.

Table 3.6
Full Time Equivalent Certified Staff Paid From ESSER
Funding By Job Classification, 2023

Certified Job Position	FTE Staff
Elementary Teachers	1,152.98
Secondary Teachers	393.07
Pre-Kindergarten Teachers	182.33
School Counselors	164.93
Instructional Coordinators and Supervisors to the staff	164.15
Ungraded Teachers	148.46
District Administrators Support Staff	36.89
School Administrators	43.50
Kindergarten Teachers	43.11
District Administrators	17.94
Student Support Services Staff	9.20
Librarians/Media Specialists	6.90
Total Certified Staff Paid With ESSER Funding	2,379.07

Note: FTE= Full-time equivalent. Student support staff and school psychologists are reported separately.

Source: Staff analysis of Data from the Kentucky Department of Education.

Superintendents also reported most of the newly hired classified staff would also be abolished after federal funding ended.

Classified Staff. Overall, there were approximately 1,511 FTE classified positions coded to ESSER funding in the 2023 school year as reflected in table 3.7. Approximately 51 percent of the classified staff being paid using ESSER funding in 2023 were instructional assistants. Another 18 percent of classified staff being paid using ESSER funds were district administrators support staff in 2023. Over half, 53 percent, of superintendents reported that hired 586 new classified staff positions using ESSER funds. Superintendents reported that they planned on retaining 118 of these positions when federal funding lapses.

Table 3.7
Full Time Equivalent Classified Staff Paid From ESSER
Funding By Job Classification, 2023

Classified Job Position	Full Time Equivalent Staff
Paraeducators/Instructional Aides	775.54
All Other Support Staff	264.74
Student Support Staff w/o Psychology	174.45
School Administrative Support Staff	126.70
School Administrators	49.16
District Administrators Support Staff	46.51
Pre-Kindergarten Teachers	44.14
District Administrators	10.48
School Counselors	8.70
School Psychologist	7.00
Instructional Coordinators and Supervisors to the staff	2.00
Librarians/Media Specialists	1.00
Library/Media Support Staff	1.00
Total Classified Staff Paid With ESSER Funding	1511.42

Note: FTE= Full-time equivalent.

Source: Staff analysis of Data from the Kentucky Department of Education.

SEEK Program

The SEEK average daily attendance has declined approximately 27,000 from 2022 to 2023.

The SEEK program funds school districts based on based on the previous year’s adjusted average daily attendance (AADA). In 2023 the AADA of Kentucky schools was 582,472. In 2022, the AADA used to calculate SEEK was 609,855 a decline of approximately 27,000.^h

SEEK funding is distributed based on student attendance and was not being calculated in school years 2021 and 2022. The General Assembly allowed districts to use outdated attendance numbers in calculating the SEEK funding distribution.

Loss Of Average Daily Attendance. SB1 from the 2021 special session and HB1 from the 2022 regular session allowed school districts to use average daily attendance from 2019 or 2020 in their SEEK funding calculation for school years, 2021 and 2022. This adjustment allowed districts that were losing students to maintain the same funding level instead of losing SEEK funds. Due to the pandemic and related issues, districts did not track average daily attendance for students in school years 2021 and 2022. Districts were required to start calculating average daily attendance in the 2023 school year so that the SEEK funding calculation had accurate attendance data to calculate the 2024 SEEK funding.

Since the pandemic, students who are chronically absent have increased. Only one district reported a decrease in the percent of chronically absent students. One district reported 63 percent of its students were chronically absent.

Chronic Absenteeism. Table 3.8 shows the increase in students that were classified as chronically absent from the 2018 to the

^h Due to the COVID-19 pandemic, districts were allowed to choose whether they wanted to use their 2019 or 2020 adjusted average daily attendance in calculating SEEK for the 2021 to 2023 school years.

2022 school years. There were 80 districts (47 percent) that had an increase in student chronic absenteeism over 10 percent, with one district that had a 31 percent increase in chronically absent students. Only one district had a lower chronic absenteeism rate in 2022 than in 2018. In the 2022 school year the district with the lowest percentage of students who were chronically absent reported 7 percent of students being chronically absent and the district with the highest rate reported 63 percent of students being chronically absent.

Table 3.8
Percent Increase In Chronic Absenteeism By District
2018-2022 school year

	Less Than 5 Percent	5 Percent To 9.99 Percent	10 Percent To 14.99 Percent	15 Percent To 31 Percent
Number of Districts	33	58	52	28

Source: Staff analysis of Data from the Kentucky Department of Education.

Student attendance rates have also decreased over the last 5 years.

Attendance Rates. Table 3.9 shows the decrease in districts attendance rates from 2019 to 2023. All 6 districts that have over a 5 percent decrease in student attendance are rural districts in Eastern Kentucky. The majority of districts, 86, had attendance rates that decreased by less than 2 percent. Appendix M includes attendance rate changes by district.

Table 3.9
Percentage Point Decrease In Student Attendance
By District
2019-2023 School Year

	Less Than 2.0 Percent	2.0 Percent To 2.9 Percent	3.0 Percent To 3.9 Percent	4.0 Percent To 4.9 Percent	5.0 Percent To 6.4 Percent
Number of Districts	86	53	18	8	6

Source: Staff Analysis of data from the 2019 and 2023 Superintendent Annual Attendance Reports.

Due to the loss of student attendance, 85 percent of superintendents indicated that their district would receive less state funding. Rural districts were more apt to lose students than metropolitan districts.

Superintendents Concerns Regarding SEEK Funding.

Superintendents have expressed concerns to legislators on students missing more days than they did before the COVID-19 pandemic. Student membership was 650,178 in 2020 and 630,495 in 2022, a decline of approximately 20,000 students. Both declining membership and student absenteeism impact AADA. Approximately 85 percent of superintendents indicated that their districts would lose SEEK funding due to AADA declines. The percentage of superintendents reporting that their districts would lose SEEK funding was approximately 16 percentage points higher in rural districts than in metropolitan districts. Superintendents were asked how much they thought their SEEK funding would go down based on the attendance declines. Superintendents reported

that they anticipated losing on average, \$714,662 in SEEK Funding. The smallest decline reported was \$40,000 and the largest decline was \$8.2 million. As shown in Table 3.10, 7 districts were unsure of how much they were going to lose compared to 35 districts losing \$500,001 to 1,000,000.

Table 3.10
Number Of Districts Anticipating Losing SEEK Funding In 2024
Due To Decreases In Adjusted Average Daily Attendance
By Anticipated Amount Of SEEK Funding Lost, 2023

	Unsure of amount	\$200,000 Or Less	\$225,632 To \$500,000	\$500,001 To \$1,000,000	\$1,000,001 To \$3,500,000	More than \$8,000,000
Number of Districts	7	23	28	35	14	1

Note: There were 108 superintendents who responded to this question on the survey.
Source: OEA superintendent survey.

Districts reported having to cut staff, reduce spending, raise taxes and not be able to give raises due to the loss of SEEK funding.

The OEA survey also asked superintendents how they were going to handle the loss of SEEK funding. Table 3.11 shows that 57 superintendents reported that their districts would have to cut staff, while 15 superintendents reported that their districts would use money from their general fund, 10 stated that they would use their federal ESSER funding, 6 districts would raise taxes while 5 districts stated that they would not be giving raises in 2024 due to the loss of funding.

Table 3.11
How Districts Will Handle Loss Of SEEK Funding In 2024
Due To Decreases In Adjusted Average Daily Attendance
By Strategy Discussed In The OEA Survey, 2023

	Cut Staff	Reduce Spending	Use General Fund Contingency/Fund Balance	Use ESSER Funds	Raise Taxes	No Raises	Other
Number of Districts	57	34	15	10	6	5	6

Note: There were 108 superintendents who responded to this question on the survey. Figures do not total 108, due to some superintendents reporting more than one way to deal with lower SEEK funding.
Source: OEA superintendent survey.

Instructional Funds Allocated To School Councils

Districts are required by regulation to allocate instructional funds to school councils. Since 2010, the general assembly has allowed districts to give school less than the required regulation.

702 KAR 3:246 Sec. 6 requires that school councils receive a minimum allocation of three and one-half (3 1/2) percent of the statewide guaranteed base funding level for SEEK based on prior year final average daily attendance from their districts for instructional purposes. These are known as Section 6 funds. The General Assembly has allowed districts to deviate from fully funding Section 6 allocations since the passage of the 2010 Executive budget (HB 290) and changed the minimum to \$100 per pupil in average daily attendance. This language has allowed schools to receive a smaller allocation of Section 6 funds since

2010. This language is in HB1 (2022), the current executive budget that expires on June 30, 2024.

Teachers reported a lack of quality resources at their schools and over half of teachers reported that they were spending quite a bit or a tremendous amount of their own funds on school supplies.

In looking at the results from the 2021 Kentucky Impact Study, 42 percent of teachers stated that the quality of resources at their school needed to improve, while 51 percent of teachers stated that they are spending quite a bit or a tremendous amount of their personal funds on classroom supplies. The OEA survey asked superintendents how much money their schools received from the district in Section 6 funds. As shown in Table 3.12, over half of the superintendents stated they were giving schools \$100 per student, compared to 22 percent of districts that gave the 3.5 percent that is codified in 702 KAR 3:246 Sec. 6.

Table 3.12
How much did your districts allocate for Section 6 Funds

Amount	Number Of Districts	Percent
\$100	87	59%
3.5 Percent Of SEEK Base Or \$143.50	33	22
Other Or \$110 To \$140	22	15
No Schools In the District With A SBDM	5	3

Source: Staff compilation of data from superintendent survey.

Note: There were 147 district superintendents who answered this survey question. Percents may not sum 100 due to rounding.

The quality of resources at schools may improve if districts were required to give the full amount of Section 6 funds required in regulation.

If districts were required to allocate the full amount of Section 6 funding to schools, the quality of resources could improve, which may prevent teachers from having to spend their own money on classroom supplies.

Recommendation 3.4

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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Chapter 4

Addressing Staffing Shortages

Introduction And Overview

This chapter includes possible changes to current laws recommended by superintendents that may help alleviate staffing recruitment and retention issues. In addition, some examples of changes other states have recently adopted are also shown.

OEA sent a survey to 171 superintendents, and received a response from 158. The superintendents were asked on the survey whether they had any suggested changes to state statutes or regulations that may help alleviate classified and certified staffing shortages. This chapter includes suggested changes in law for the General Assembly. The chapter ends with innovations Kentucky districts and other states have implemented to recruit and retain employees. As districts continue to encounter issues in recruiting and retaining sufficient staff, alternative solutions are utilized to attract more people to the teaching profession

Changes To Current Laws Recommended By Kentucky Superintendents

Superintendents' recommendations to alleviate staffing shortages in school districts include increased funding, changes to certification requirements, and changes to laws governing salary schedules.

Funding

A quarter of superintendents stated that increased funding would help in alleviating staffing shortages. Several reasons were mentioned such as the need to increase salaries, add ESL staff, and to increase mental health and behavioral supports.

Almost 25 percent of superintendents cited the need for increased funding as a factor in alleviating staffing shortages. They stated that the funding was needed to increase salaries; increase staffing in ESL, mental health and behavioral support, and transportation; provide universal preschool; improve facilities; pay for state required background checks; add more days for teachers to prepare their classroom at the start of the school year; and tuition reimbursement for staff members.

Superintendents stated that they wanted the SEEK formula to use membership instead AADA.

SEEK Formula. Some superintendents stated that the SEEK funding formula should be changed from adjusted average daily attendance to student membership.

Changes To Employment Laws

On the OEA survey, superintendents advocated for changing requirements for classified and certified staff to alleviate staffing shortages.

Other suggested changes addressed teacher certification. For instance, not requiring student to take the Praxis test, removing the student teacher requirement, and eliminating the KDE required paraeducator test that instructional aides take before being allowed to work in a Title I school.

Certification Requirements. On the OEA survey, some superintendents advocated for changing certification requirements to alleviate staffing shortages. Among the recommendations superintendents discussed were:

- eliminating the Praxis test;
- removing student teaching requirements for students in a traditional teacher preparation program to mirror the experiences of Option 6 teachers;
- eliminating or changing the KDE required Paraeducator test for instructional aides to work in Title I schools;
- making it easier for teachers with certifications to add certificates in other content areas and grade levels;
- removing the National Occupational Competency Testing Institute (NOCTI) testing requirement for career and technical education teaching positions; and
- allowing high school students enrolled as "future educators" earning college credits in education to work as paid substitute teachers for grades K-5 for a portion of their day to earn experience in a classroom.

Superintendents also recommended some structural changes to teaching certificates, such as: lifetime teaching certificates, changes to grade spans for certificates, generalizing some certificates such as having one science certificate. In addition, changes were suggested on expanding some grade levels for teacher certificates.

Structural Changes To Teaching Certificates. On the OEA survey, some superintendents advocated for changing the structure of teaching certificates to alleviate staffing shortages. These changes included changes to grade spans, subjects, and expiration of certificates. Among the recommendations superintendents included were:

- bringing back lifetime teaching certificates;
- making elementary teaching certificates valid for grades K through 8;
- making high school certificates valid for grades 5 through 12,
- allowing for generalized certification in certain disciplines, i.e., one science certificate for all sciences in grades 6 through 12; and
- including preschool in certificates for grades K through 8.

Superintendents had suggestions on changes that affect school staff. Such as, eliminating the required step or years of experience increase on the salary schedule. This would allow for school districts to move to incentive pay. In addition, reducing and cutting the "red tape" on staff training. They also suggested some changes to retirement.

Changes To Laws Regarding Employees. On the OEA survey, some superintendents advocated for changing some laws regarding employee training, pay, and eligibility. These changes included changes to salary schedules, training requirements, eligibility of retired workers to teach, and pension contributions. Among the recommendations superintendents included were:

- doing away with required step increases on the salary schedule to add incentive pay;
- reducing required training for staff;

- reducing the “red tape” associated with required trainings;
- allowing retired teachers to return to the classroom without limits;
- allowing the salary teachers receive when performing classified jobs to be included in their teacher retirement system earnings instead of in the county employee retirement system (CERS);
- reducing the CERS rates, which would allow districts to subsidize dental, vision, and life insurance premiums for employees;
- requiring colleges to increase their teacher graduation rates and enrollment numbers each year; and
- requiring the state to pay for required state, federal and child abuse/neglect (CAN) background checks.

Strategies Employed By Districts And Other States To Mitigate Staffing Shortages

This section includes innovative strategies and practices that some school districts in Kentucky and in the nation are piloting to see if they help address staffing shortages.

Innovative strategies and practices have been developed throughout Kentucky and the rest of the United States to attempt to mitigate staffing shortages. This section includes a selection of strategies that have been employed. These strategies address preservice teachers, teacher benefits, teacher credentialing, and how the schools are structured.

Preservice Teachers

In Kentucky and the rest of the United States, there are innovative programs that address the teacher pipeline by addressing aspects of preservice teacher education. These programs include internship programs, tuition reimbursement for community college, and paying student teachers.

Nelson County has partnered with Western Kentucky University to develop a student apprenticeship program that leads to teacher certification after 2 years of college after high school graduation.

Grow Your Own. - Currently, Nelson County Schools is 1 of 16 districts in the United States to participate in the National Center for Grow Your Own (NCGYO) National Registered Apprenticeship in Teaching District Network.¹ The nationally registered apprenticeships allow prospective teachers to undergo training through a teacher preparation program while they are paid to work in schools as classified staff members.² Nelson County has partnered with Western Kentucky University to develop their apprenticeship program. The program includes the dual credit coursework, university coursework, and student teaching. Students who complete the program become fully certified teachers 2 years after high school graduation.³

Colorado has a tuition reimbursement program for students to attend community college and receive an early childhood certificate.

Tuition Reimbursement For Community College. Colorado created a \$40 million state program called Career Advance Colorado designed to address labor shortages in high-demand fields.⁴ The program will cover tuition, course materials, and fees for up to two years of training for students studying education and early childhood education.^a Colorado has seen a need for early education employees as there will be an expansion of tuition-free preschool starting in August, 2023, with more than 31,000 4-year-old children expected to enroll.⁵

Student teachers in Kentucky, cannot be paid for the time they are completing this training. Maryland, Michigan, Oklahoma and others have started paying something to help college students while completing their student teaching requirements.

Student Teacher Pay. In Kentucky, student teachers are required to participate in a minimum number of hours to complete their training; however, they cannot be paid for that time spent student teaching. 16 KAR 5:040 requires prospective student teachers to complete a minimum of 200 clock hours of field experiences in a variety of primary through grade 12 (P-12) school settings. 16 KAR 5:040 also requires student teaching programs to include 70 full days or its equivalent in instructional settings that correspond to the grade levels and content areas of the student teacher's certification program. 16 KAR 5:040 Sec. 5(7) prohibits student teachers from receiving direct compensation for student teaching; however, 16 KAR 5:040 Sec. 6 regulates how cooperating teachers in school districts can be compensated.^b ⁶ Other states have made provisions to compensate student teachers for their services.

- In 2023, Maryland passed a bill creating a stipend for student teachers.⁷ Eligible students would be awarded a \$20,000 annual stipend over a 10-month period. It is a pilot program restricted to students who attend in-state institutions where more than 40 percent of attendees are eligible to receive federal Pell Grants.⁸ Students must enroll in a teacher preparation program, participate in an internship at a public school and continue to work toward a degree. In addition, recipients must teach in the state for two years after they complete their degree.⁹
- In the 2023 school year, Michigan began paying \$9,600 student teacher stipends. Participants do not have to be Michigan residents, but must be enrolled full-time in a required student teaching experience.¹⁰

^a The program will also cover tuition, course materials, and fees for up to two years of training for students studying construction, law enforcement, nursing, and fire and forestry.

^b Any Kentucky school teacher who is serving as a cooperating teacher or supervising a student teacher for an in-state accredited college or university is eligible for compensation from the Commonwealth of Kentucky and may have tuition waived (up to 6 hours of credit hours) at one of the state's eight (8) public universities.

- In the 2022 school year, Oklahoma began paying student teachers a stipend of up to \$3,250. The program is funded through COVID-19 relief funds, so the program may end at the end of the 2024 school year. Participants are awarded \$1,625 during their first week of teaching and then an additional \$1,625 from the school district if they are hired as full-time educators.¹¹
- In the 2023 school year, Colorado started offering eligible student teachers \$11,000 for a 16-week residency or \$22,000 for a 32-week residency. In order to qualify for the stipends, students' expected family contribution must not exceed 200 percent of the maximum federal Pell-eligible expected family contribution.¹²
- In the 2022 and 2023 school years, Nevada student teachers were eligible to receive up to \$2,000 in tuition assistance for their final three semesters of their educator preparation program and \$8,400 for stipends during their student teaching semester. The Incentivizing Pathways to Teaching program was anticipated to support 3,840 preservice teachers in Nevada. Money was allocated to this program from federal COVID-19 relief funds.¹³
- In the 2023 school year, Tuscaloosa City, Alabama started paying student interns a stipend during their internship if they committed to teaching in the district after graduation. The pilot program was designed to pay up to 10 student interns \$1,200 each during their internships. It was cited as a way for the district to get an early commitment from the student interns and keep them in the school system.¹⁴

Teacher Certification

This section will review some innovative teacher pipeline initiatives.

There are innovative programs in other states that address the teacher pipeline by addressing aspects of teacher certification. These programs include fast-track certification, changes in teacher certification exams, allowing military veterans to teach, and allowing individuals to become teachers or substitute teachers before completing a bachelor's degree.

Some states are allowing candidates to receive their teacher certification with an online fast-track program. There are two for-profit online credentialing companies.

Fast-Track Credentialing. Fast-track credentialing programs are designed to prepare candidates to enter the classroom in less than 1 year.¹⁵ These programs are designed for individuals with bachelor's degrees and are administered by both for-profit and nonprofit organizations.^c Two fast-track for-profit online

^c Colleges and universities can be either for-profit or nonprofit institutions.

credentialing companies that focus solely on teacher certification, iteach and Teachers of Tomorrow have been working with states to alleviate teacher shortages.¹⁶ Currently Kentucky does not participate in either program.

The Iteach certification program is nationally accredited by NCATE and is currently working in four of Kentucky's bordering states. Kentucky currently does not allow these programs.

Iteach is a for-profit online teacher credentialing company that provides an alternative teacher certification program that is nationally accredited by the National Council for Accreditation of Teacher Education (NCATE). According to the iteach website, they are currently working in 11 states, 4 of which border Kentucky.^d

Another online fast track program is Teachers of Tomorrow. This is a fully online program where students receive their degree in 9-12 months.

According to the Teachers of Tomorrow website, they are currently operating in 9 states.^e They provide a fully online teaching program that allows students to get their degree in 9-12 months. Texas is one state using Teachers of Tomorrow; however, they have placed the company on probation after state regulators found that its training was not research based.¹⁷

Twelve states have changed teacher certification requirements. These changes include adjusting or lowering Praxis scores, lowering the college GPA, and in some instances, eliminated licensing tests.

Changes In Certification Exams. Approximately 12 states have recently amended or are currently considering amending their teacher certification requirements to help alleviate teacher shortages.¹⁸ In December 2022, Kentucky's Education Professional Standards Board (EPSB) changed the passing score on the Praxis to -1 standard error of measure (SEM) on a trial basis until December 31, 2023.^{f19} In 2022, other states also made changes to their certification exam requirements.

- Missouri changed the passing score on the Praxis to -1 SEM, which potentially impacted 550 prospective teachers.^{g 20}
- Alabama lowered the Praxis test score requirement, but increased its GPA requirement from 2.5 to 2.75.^{h 21}
- The New Jersey State Board of Education implemented a new law allowing teachers to apply for certification if they did not meet the minimum GPA requirement or the

^d Iteach offers teacher certification programs in Indiana, West Virginia, Virginia, and Tennessee.

^e Of Kentucky's neighboring states, Teachers For Tomorrow only operates in Indiana.

^f A switch to -1 standard error of measure (SEM) is approximately 5 points lower on the Praxis II exams.

^g Students that have lower cut scores for their teacher assessments must also have a 3.0 in their coursework and student teaching experiences.

^h If teacher candidates in Alabama do not meet the GPA requirement, they can still get up to three 1-year temporary teaching certificates. To get professionally certified, they must pass the Praxis or show 100 hours of professional learning.

minimum test score requirements for certification as part of a five-year pilot program.²²

- Iowa removed the Praxis exam requirement for teacher licenses.²³
- New Mexico, Maine, Montana, and Wisconsin no longer require licensing tests for elementary teacher candidates.²⁴

Florida is allowing military veterans who do not hold a bachelor's degree to still be able to become a teacher. However, they must receive their bachelor's degree within 5 years.

Military Veterans Certification Pathway. In 2022, Florida passed a law allowing military veterans without bachelor's degrees to teach.²⁵ To be eligible for this program, military veterans need to have completed 4 years of active duty, been honorably or medically discharged, acquired 60 college credits with a GPA of 2.5, obtained a passing score on a Florida subject area examination, and cleared a background screening.²⁶ Teachers with these certificates must also earn their bachelor's degree during the 5-year period and may not teach subject areas that require a Master's Degree.²⁷ The temporary certificate cannot be renewed once it expires, nor does it apply to military spouses or families.²⁸ As of September, 2023, there were approximately 31 veterans teaching in Florida through this certification pathway.²⁹

Kentucky allows veterans to become alternatively certified to teach if they meet certain requirements, such as already having a bachelor's degree.

Currently, Kentucky allows veterans of the armed forces to become certified teachers through the Option 5 certification pathway. In order to qualify, applicants must have an honorable discharge from active duty or from 6 year with the Reserves or National Guard, have a bachelors degree in the subject matter or related area for which certification is sought, have a GPA of 2.75 or hold an advanced degree, and passed EPSB-approved subject matter assessments.³⁰ A candidate meeting these criteria is issued a 1-year provisional certificate. After 1 year, the teacher is eligible for the professional certificate.³¹ In 2023, there were 310 teachers with an Option 5 certificate.

Arizona is allowing high school graduates to become substitute teachers in schools, if they pass a background check. Alabama is paying student interns to lead a classroom without any lead teacher overseeing them.

Allowing High School Graduates To Obtain Emergency Substitute Teaching Certificates. In 2022, Arizona removed the 120-day limit on work by certified substitute teachers, allowing them to work until the position is filled.³² In 2022, the Arizona Board of Education also allowed 2-year emergency substitute teacher certificates, which can be obtained by high school graduates who pass background checks in school districts with staffing emergencies.³³ In the 2023 school year, Alabama started paying student interns to lead classrooms without a lead teacher overseeing them due to having troubles finding substitute teachers. The Alabama Department of Education estimated about 50 student interns were leading classrooms and being paid as a long-term substitute in the 2023 school year.³⁴

Teacher Benefits

There were eight superintendents that mentioned housing issues in their district made it more difficult to hire teachers.

Currently no Kentucky superintendents are providing housing incentives for staff. However, there were a few that mentioned they were examining this issue.

Several states are starting to build affordable housing for teachers. Some examples include California, Texas, Arkansas, and Arizona.

Rhode Island is allowing retirees to substitute teach without giving up their pensions.

There are innovative programs in other states that address the teacher pipeline by addressing aspects of teacher benefits. These programs include housing for teachers and allowing retired teachers to teach without affecting their pensions.

Teacher Housing. In the OEA superintendent survey, there were eight superintendents that mentioned housing as an issue in recruiting and retaining staff. Superintendents cited lack of availability, affordability, safe housing, most property being farmland, and lack of rental homes as contributing to teacher shortages. On the OEA survey, there were no superintendents who stated that their districts were providing teacher housing as a recruitment strategy; however, some superintendents stated that their districts were examining this issue.

There are housing incentives for school staff in other states. In the California Bay Area, a nonprofit organization, Support Teacher Housing, advocates for affordable housing for teachers in the Bay Area whose income is too high for subsidized housing, but too low to afford market-rate rents in the communities they work in.³⁵ In addition, efforts are underway to build affordable housing for teachers in Austin, Texas, Bentonville Arkansas, and Pojoaque Valley School District.³⁶ Chino Valley Unified School District in Arizona has started using federal money to build ten studio units for teachers.³⁷ Teachers will pay approximately \$550 per month to live in these studios, which is much lower than market rents.³⁸

Allowing Retirees To Substitute Teach Without Pension Limits. In 2023, Rhode Island passed legislation to allow retirees to substitute teach and earn up to \$300 per day for a full year for the 2024 and 2025 school years without giving up their pensions.³⁹ Lawmakers in Rhode Island also eliminated the 90-day post-retirement employment limit as long as a local district has made an effort to fill the position with a nonretired employee without success.⁴⁰

Structure Of Schools

There are innovative programs in other states that address teacher shortages by addressing aspects of the structure of schools. These initiatives include implementing a 4-day school week and using remote teachers.

Currently there are around 850 school districts in the nation that have implemented a 4-day school week to help with staffing shortages. Kentucky had two districts try this over 20 years ago, but they both moved back to a 5 day school week.

Four-Day School Week. In 2023, approximately 850 school districts across the United States have implemented 4-day school weeks, which is higher than the 650 school districts with 4-day school weeks in 2021.⁴¹ The trend toward 4-day school weeks has been implemented in part as a way to improve teacher recruitment and retention.⁴² Kentucky had two districts that tried the 4-day school week, Webster County and Jenkins Independent. Webster County made this move in the 2003 school year hoping to save money. Webster County maintained a 4-day school week until the 2014 school year and changed to a more traditional schedule in the 2015 school year.⁴³ Jenkins Independent moved to the 4-day schedule in 2005.⁴⁴ Jenkins Independent has since changed back to a 5-day school week. Research is still inconclusive on impacts of teacher recruitment and retention and student attendance and behavior.⁴⁵

Two rural districts in North Carolina are sharing a math teacher. One class is watching online while the other class is in person. In addition, this class is being recorded for another group of students to watch.

Remote Teachers. In North Carolina, due to teacher shortages, two rural districts are sharing a math teacher. The math teacher is teaching in Clinton High School and using Google Meet to teach students 150 miles away in John A. Holmes High School.⁴⁶ The teacher was paid a \$9,000 stipend per remote class she taught. The stipend was paid by John A. Holmes High School using ESSER funds.⁴⁷

A few districts across the state, including Jefferson County here in Kentucky, is paying parents to drive their children to school to help alleviate bus driver shortages.

Reimbursement For Parents Transporting Students To School Due to a national bus driver shortage, some districts are offering parents money to transport their children to school. The School District of Philadelphia provides monthly payments to eligible parents to drive their children to and from school.⁴⁸ The rate is \$300 a month if the parent provides both morning and afternoon transportation. If parents can't transport in the afternoon, then they can still receive \$150 a month to drive their student to school and then ride the bus home.^{i 49} In the 2022 school year, EastSide Charter school in Wilmington, Delaware offered parents \$700 a year to drive their children to school. This reimbursement was per child transported, so if a parent transported three children, the parent was reimbursed \$2,100 for the school year.⁵⁰

ⁱ Several factors influence whether parents are eligible for transportation reimbursements including whether the child is a Philadelphia resident, the distance from the school to the residence, the student's grade level, whether the route is determined to be hazardous by the Pennsylvania Dept. of Transportation, whether the student qualifies for exceptional child services, and whether the school receives district provided busing service. Students who participate in school choice programs are generally not eligible for the transportation reimbursement program.

In the 2023 school year, Jefferson County Public Schools (JCPS) approved stipends for families transporting their preschool students to and from school.⁵¹ JCPS will pay parents a stipend to drive their student to and from school. Parents can receive \$5 per day and up to \$25 a week for providing this service. The JCPS board came up with this rate based on a .44 per mile mileage rate and an estimated travel distance of 5.8 miles per day each way.⁵²

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Appendix A

Superintendent, Principal, And Teacher Surveys

Survey Sent To Superintendents

OEA sent a survey concerning staffing shortages to all 171 district superintendents, of which 158 responded. The response rate was 92 percent. Below is the text of the survey sent to the superintendents.

Superintendent Survey

The Education Assessment and Accountability Review Subcommittee of the Kentucky General Assembly has directed the Office of Education Accountability (OEA) to study classified and certified staffing shortages along with what districts have done to recruit and retain classified and certified staff. To gain more information for the study, OEA is surveying all superintendents concerning classified staffing shortages, all school principals concerning certified staffing shortages, and a random sample of teachers.

This survey addresses classified and certified staffing shortages, substitute teachers, and a few overall district questions. This survey should take approximately 20 minutes to complete. Individual answers will be kept strictly confidential. The final report will summarize aggregate responses and will not identify any individual respondent.

Please complete the survey by April 27, 2023.

If you have any questions, please contact Sabrina Cummins or Allison Stevens by calling (502) 564-8167 or via email at sabrina.cummins@lrc.ky.gov and allison.stevens@lrc.ky.gov.

We appreciate your time and information.

Respondent Information

1. District Name
2. How many total years have you been a superintendent?
3. How many years have you been a superintendent in this district?
4. Name and title of individual completing survey

Staffing Shortages

The questions below address classified staffing shortages. Please answer the following questions for the 2022-2023 school year.

For classified positions, classified shortages are indicated by unfilled positions and include positions temporarily filled by other school personnel (such as teachers) until an optimally qualified appropriate candidate is found. For example, temporarily filling a bus driving vacancy with a CDL certified teacher until a permanent bus driver is hired would be considered a shortage.

5. To what extent does your district have staffing shortages for the following positions related to student transportation?

	We do not have any shortages in this position	We have some shortages, but they are not a problem	A small problem	A medium sized problem	A major problem	A crisis
Bus drivers						
If applicable, what is your district doing to mitigate the staffing shortages?						
Bus aides						
If applicable, what is your district doing to mitigate the staffing shortages?						
Mechanics						
If applicable, what is your district doing to mitigate the staffing shortages?						

6. To what extent does your district have staffing shortages for the following positions related to student mental and physical health?

	We do not have any shortages in this position	We have some shortages, but they are not a problem	A small problem	A medium sized problem	A major problem	A crisis
Psychologists						
If applicable, what is your district doing to mitigate the staffing shortages?						
Speech therapists						
If applicable, what is your district doing to mitigate the staffing shortages?						
Occupational therapists						
If applicable, what is your district doing to mitigate the staffing shortages?						
Physical therapists						
If applicable, what is your district doing to mitigate the staffing shortages?						
School nurses						
If applicable, what is your district doing to mitigate the staffing shortages?						

7. To what extent does your district have staffing shortages for the following positions related to facilities?

	We do not have any shortages in this position	We have some shortages, but they are not a problem	A small problem	A medium sized problem	A major problem	A crisis
Custodians						
If applicable, what is your district doing to mitigate the staffing shortages?						
Maintenance workers						
If applicable, what is your district doing to mitigate the staffing shortages?						

8. To what extent does your district have staffing shortages for the following "other" positions?

	We do not have any shortages in this position	We have some shortages, but they are not a problem	A small problem	A medium sized problem	A major problem	A crisis
Food service workers						
If applicable, what is your district doing to mitigate the staffing shortages?						
Paraeducators (instructional aides) for special education students						
If applicable, what is your district doing to mitigate the staffing shortages?						
Paraeducators (instructional aides) for regular education students						
If applicable, what is your district doing to mitigate the staffing shortages?						
School resource officers						
If applicable, what is your district doing to mitigate the staffing shortages?						
Principals						
If applicable, what is your district doing to mitigate the staffing shortages?						
Assistant principals						
If applicable, what is your district doing to mitigate the staffing shortages?						
Bookkeepers						
If applicable, what is your district doing to mitigate the staffing shortages?						
Secretaries						
If applicable, what is your district doing to mitigate the staffing shortages?						

9. To what extent does your district have staffing shortages for the following positions related to substitute workers?

	We do not have any shortages in this position	We have some shortages, but they are not a problem	A small problem	A medium sized problem	A major problem	A crisis
Substitutes for classified staff						
If applicable, what is your district doing to mitigate the staffing shortages?						
Substitutes for certified staff						
If applicable, what is your district doing to mitigate the staffing shortages?						

10. Has your district experienced any **classified** staffing shortages not described in the previous questions?

- Yes
- No

If you answered yes, what was/were the classified staffing shortage area(s) and how many positions were unfilled at the beginning of the 2022-2023 school year and now?

11. Is your district currently outsourcing any positions with an outside agency? For example, custodians, food service, etc. Please do not include contract staff such as behavior consultants or nurses.

- Yes
- No

If yes, what jobs and what has been the impact?

12. In the past, has your district discontinued any strategies that were previously in place to mitigate staffing shortages?

- Yes
- No

If yes, please describe the strategy and explain why it is no longer in place.

Substitute Teachers

13. What is the daily rate of pay for substitute teachers in your district for fiscal year 2022-2023?

- Rank IV - 64 credit hours or more
- Rank III - Bachelor's Degree
- Rank II - Master's Degree
- Rank I - Master's degree plus 30 additional hours
- Retired teacher substitute

14. Does your district provide any substitute teacher incentive pay? For example, paying more for high-demand substitute teaching positions, such as special education, chemistry, math, etc.; or working in a challenging school?

- Yes
- No

If yes, please explain

15. Currently, how many full-time substitute teachers does your district employ? (Full-time substitute teachers are paid according to the full-time teacher salary schedule and receive all employee benefits a regular teacher receives. This does not include long-term substitutes.)

Number Of Unfilled Positions

16. For each of the positions listed below, please indicate how many unfilled staff positions your district had **on the first day of school for students in school year 2022-2023.**

- Bus drivers
- Bus aides
- Mechanics
- Psychologists
- Speech therapists
- Occupational therapists
- Physical therapists
- School nurses
- Custodians
- Maintenance workers
- Food service workers
- Paraeducators (instructional aides) for **special education students**
- Paraeducators (instructional aides) for **regular education students**
- School resource officers
- Principals
- Assistant principals
- Bookkeepers
- Secretaries
- Classified substitutes
- Certified substitutes

17. For each of the positions listed below, please indicate how many unfilled staff positions your district currently has as of April 1, 2023.

- Bus drivers
- Bus aides
- Mechanics
- Psychologists
- Speech therapists
- Occupational therapists
- Physical therapists
- School nurses
- Custodians
- Maintenance workers
- Food service workers
- Paraeducators (instructional aides) for **special education students**
- Paraeducators (instructional aides) for **regular education students**
- School resource officers
- Classified substitutes
- Certified substitutes

18. Due to staffing shortages, how many **certified** staff members did your district retain for the 2022-2023 school year that would have otherwise been terminated or non-renewed in prior years due to poor performance? Comments (if applicable).

19. Due to staffing shortages how many **classified** staff members did your district retain for the 2022-2023 school year that would have otherwise been terminated or non-renewed in prior years due to poor performance? Comments (if applicable).

Barriers For Recruiting And Retaining Staff And Possible Solutions

20. To what degree is each of the following a barrier to your district's ability to **recruit classified** staff?

	Not a barrier	Minimal barrier	Moderate barrier	Extreme barrier
Geographic location				
Salary insufficient compared to other districts				
Salary insufficient compared to private industry				
Benefits insufficient compared to private industry				
Lack of qualified candidates				
Student behavior				

Please describe any other factors that affect classified staff recruitment that are not listed above and estimate the degree to which each affects your district.

20. To what degree is each of the following a barrier to your district's ability to **retain classified** staff?

	Not a barrier	Minimal barrier	Moderate barrier	Extreme barrier
Geographic location				
Community and local support				
Salary insufficient compared to other schools or districts				
Salary insufficient compared to private industry				
Benefits insufficient compared to private industry				
Lack of qualified candidates				
Student behavior				
Work-life balance				

Please describe any other factors that affect classified staff retention that are not listed above and estimate the degree to which each affects your district.

22. To what degree is each of the following a barrier to your district's ability to **recruit classroom teachers**?

	Not a barrier	Minimal barrier	Moderate barrier	Extreme barrier
Geographic location				
Salary insufficient compared to other districts				
Salary insufficient compared to private industry				
Benefits insufficient compared to private industry				
Lack of qualified candidates, in general				
Lack of qualified candidates, in particular subjects				
Student behavior				

Please describe any other factors that affect certified staff recruitment that are not listed above and estimate the degree to which each affects your district.

23. Please describe any policies, practices, or strategies your district uses to **recruit classroom teachers**.

24. To what degree is each of the following a barrier to your district's ability to **retain classroom teachers**?

	Not a barrier	Minimal barrier	Moderate barrier	Extreme barrier
Geographic location				
Community and local support				
Salary insufficient compared to other schools or districts				
Salary insufficient compared to private industry				
Benefits insufficient compared to private industry				
Lack of qualified candidates				
Student behavior				
Work-life balance				

Please describe any other factors that affect certified staff retention that are not listed above and estimated the degree to which each affects your districts.

25. Please describe any policies, practices, or strategies your district uses to **retain classroom teachers**. For instance, financial assistance for continuing education, housing, reduced class sizes, or mentoring.

26. Does your district have a teacher mentoring program?

- Yes
- No

If yes, please describe.

27. On average, how often does your mentoring program provide the following?

	Never	Less than once per month	Once per month	Several times per month	Once per week	Almost daily	N/A
Developing lesson plans							
Being observed by a resource teacher/mentor							
Observing a resource teacher/mentor							
Analyzing student work							
Reviewing results of students' assessments							
Addressing student or classroom behavior issues							
Reflecting on and discussing the effectiveness of teachers' teaching							
Aligning lesson plans with the state curriculum and local curriculum							

Other (please specify)

Staffing Shortages

28. Does your district provide additional bonuses or stipends for certified or classified staff retention? Please do not include any one-time bonuses that were provided out of ESSER funds.

	Yes	No
Certified staff retention		
If yes, please explain		
Classified staff retention		
If yes, please explain		

29. Which of the following additional benefits (**paid by the local board of education** and not paid by employees) does your district provide to all staff?

- Additional insurance for life, dental, or vision
- Gym or gym membership
- Free health care services available at district/school
- Other, please explain

30. How many new **certified** positions did your district create due to ESSER funding that would not have otherwise been created had these funds not been available?

31. Once ESSER funding is depleted, how many of these **certified** positions will be retained?

32. How many new **classified** positions did your district create due to ESSER funding that would not have otherwise been created had these funds not been available?

33. Once ESSER funding is depleted, how many of these **classified** positions will be retained?

34. How much money did your district allocate to schools for SBDM Section 6 funding this year?

- \$100 per ADA provided in budget language
- \$143.50 per ADA (3.5% of the SEEK guaranteed base per statute)
- Other. Please say how much per student.

35. Is your district working towards having an Option 9 teacher certification program?

- Yes
- No
- My district already has an Option 9 program.

If no, please describe the barriers to creating an Option 9 program.

Districts With An Approved Option 9 Teacher Certification Program

36. Other than paying the salaries of **classified** employees, what forms of financial compensation are offered to participants in approved Option 9 programs in your district? Please check all that apply.

- The district pays **a portion** of the tuition of classified staff members enrolled in an approved Option 9 teacher certification program.
- The district pays **the full tuition** of classified staff members enrolled in an approved Option 9 teacher certification program.
- The district pays a stipend to classified staff members enrolled in an approved Option 9 teacher certification program.
- Classified staff members who are enrolled in an approved Option 9 program are eligible for bonuses if they teach in the district for a specified amount of time.
- Other (please specify)

37. Does your district have any contractual obligations for **classified** staff members who take part in an approved Option 9 teacher certification program? For example, if your district pays the tuition for Option 9 participants, they are contractually obligated to remain as teachers in your district for a specified amount of time.

- Yes, 1 year
- Yes, 2 years
- Yes, 3 years
- Yes, 4 years
- Yes, 5 years
- Yes, 6 or more years
- No

If yes, please explain.

38. Does your district limit participation in approved Option 9 teacher certification programs to certain certification fields? Please select all that apply.

- My district does not limit participation to certain fields
- Academically advanced
- Art
- Career and technical education
- Elementary education
- Early childhood
- English as a second language
- Health and physical fitness
- Language arts
- Math
- Music
- Science
- Social studies
- Special education
- World languages
- Other (please specify)

SEEK Funding

39. For SY 2023-2024, districts will start receiving SEEK funds based on SY 2022-2023 AADA. Do you anticipate your district's SEEK funding decreasing due to your district's AADA going down?

- Yes
- No

40. How much money are you anticipating losing? (Dollar amounts only, please.)

41. How is your district handling the loss of funds?

Overall

42. Please describe any policies, practices, or strategies your district uses or is considering to recruit **classified** staff that have not already been discussed.

43. Please describe any policies, practices, or strategies your district uses or is considering to recruit **certified** staff that have not already been discussed.

44. Do you have any suggested changes to state statutes or regulations that may help alleviate **classified** staffing problems?

45. Do you have any suggested changes to state statutes or regulations that may help alleviate **certified** staffing problems?

Thank you for completing the survey.

DRAFT

Survey Sent To Principals

OEA sent a survey concerning staffing shortages to 1,151 principals, of which 581 responded. The response rate was 50.5 percent representing 84.8 percent of districts. Below is the text of the survey sent to the principals.

Principal Survey

The Education Assessment and Accountability Review Subcommittee of the Kentucky General Assembly has directed the Office of Education Accountability (OEA) to study classified and certified staffing shortages along with what districts have done to recruit and retain classified and certified staff. To gain more information for the study, OEA is surveying all school principals concerning certified staffing shortages, all superintendents concerning classified staffing shortages, and a random sample of teachers.

This survey only addresses certified staff and should take about 20 minutes to complete.

Individual answers will be kept strictly confidential and will not be shared with your district central office. The final report will summarize aggregate responses and will not identify any individual respondent.

Please complete the survey by April 27, 2023.

If you have any questions, please contact Allison Stevens or Sabrina Cummins by calling (502) 564-8167 or via email at allison.stevens@lrc.ky.gov and sabrina.cummins@lrc.ky.gov.

We appreciate your time and information.

Participant Information

1. Name and title of individual completing survey
2. District Name
3. How many total years have you been a principal?
4. How many years have you been a principal at this school?

5. Which grades are included in your school? There are several questions that are organized by school level (elementary school, middle school, and high school). Please only answer the questions for your school level. It is possible that your school may include more than one level. Please answer all questions for the levels included in your school.

- Elementary school
- Elementary and middle school
- Middle school
- Middle and high school
- High school
- Elementary, middle, and high school

Certified Staffing Shortages

The questions below address shortages for teachers and other certified staff. These shortages are indicated by unfilled positions and include positions filled by professionals with irregular, provisional, temporary, or emergency certificates, and teachers teaching in program areas for which they are not certified.

"Satisfactory" is defined as applicants with appropriate certifications that meet your school's expectations of quality.

Please only answer for your school level. There are several questions that are organized by school level (elementary school, middle school, and high school). It is possible that your school may include more than one level. Please answer all questions for the levels included in your school.

6. **For all school levels**, in your experience, which best describes the supply of applicants in the following program areas at your school for the 2022-2023 school year?

	No available applicants	Applicants available but not satisfactory	Few satisfactory applicants	Generally enough satisfactory applicants	Abundance of satisfactory applicants	N/A
School counselors						
Library and media specialists						
Tutors/interventionists						

7. **For all school levels**, in your experience, which best describes the supply of teacher applicants in the following program areas at your school for the 2022-2023 school year?

	No available applicants	Applicants available but not satisfactory	Few satisfactory applicants	Generally enough satisfactory applicants	Abundance of satisfactory applicants	N/A
English as a second language						
Exceptional children						
World languages						
Art						
Music						
Physical education						
Gifted and talented						

8. **For elementary schools**, in your experience, which best describes the supply of teacher applicants in the following program areas at your school for the 2022-2023 school year?

	No available applicants	Applicants available but not satisfactory	Few satisfactory applicants	Generally enough satisfactory applicants	Abundance of satisfactory applicants	N/A
Elementary education						

9. **For middle schools**, in your experience, which best describes the supply of teacher applicants in the following program areas at your school for the 2022-2023 school year?

	No available applicants	Applicants available but not satisfactory	Few satisfactory applicants	Generally enough satisfactory applicants	Abundance of satisfactory applicants	N/A
English						
Math						
Science						
Social studies						

10. For high schools, in your experience, which best describes the supply of teacher applicants in the following program areas at your school for the 2022-2023 school year?

	No available applicants	Applicants available but not satisfactory	Few satisfactory applicants	Generally enough satisfactory applicants	Abundance of satisfactory applicants	N/A
Biology						
Chemistry						
Earth science						
English						
Health sciences						
Information technology						
Math						
Media arts						
Physics						
Social studies						

11. Has your school experienced any shortages in the supply of **certified** applicants not described in the previous questions?

- Yes
- No

If you answered yes, what was the subject area(s)?

Certified Staffing Shortages in the 2022-2023 School Year

The following questions should be answered for the 2022-2023 school year.

12. Did your school eliminate a class or classes to address a teacher shortage?

- Yes
- No
- N/A - My school has not experienced a shortage.

If yes, you answered yes, please list the class or classes.

13. Did your school use virtual classes to address a teacher shortage?

- Yes
- No
- N/A - My school has not experienced a shortage.

If yes, please explain.

14. Did your school combine classrooms or programs with another school to address teacher shortages? For example, combining emotional behavior disorders (EBD) or other exceptional child programs.

- Yes
- No
- N/A - My school has not experienced a shortage.

If you answered yes, please describe the program.

15. In the 2022-2023 school year, how often are classes with no teachers or substitutes covered by teachers giving up their planning period?

- Never
- Very rarely (a few times per year)
- Rarely (once per month)
- Sometimes (several times per month)
- Frequently (several times per week)
- Very frequently (several times per day)

16. Due to staffing shortages, did your district retain **certified** staff for the 2022-2023 school year that would have otherwise been terminated or non-renewed in prior years due to poor performance?

- Yes
- No
- N/A - My school has not experienced a shortage.

If you answered yes, how many?

17. Did your school increase class sizes to address a teacher shortage?

- Yes
- No

If you answered yes, which class(es)?

18. Please describe any additional effects of **teacher shortages** in your school.

19. Please describe any additional effects of **school counselor shortages** in your school.

20. Please describe any additional effects of **librarian shortages** in your school.

Certified Staffing Shortages in the 2022-2023 School Year

21. **For all school levels**, which best describes the supply of 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	N/A
School counselors						
Library and media specialists						
Tutors/interventionists						

22. **For all school levels**, 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	N/A
English as a second language						
Exceptional children						
World languages						
Art						
Music						
Physical education						
Gifted and talented						

23. **For elementary schools**, 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	N/A
Elementary education						

24. **For middle schools**, 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	N/A
English						
Math						
Science						
Social studies						

25. For high schools, 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	N/A
Biology						
Chemistry						
Earth science						
English						
Health sciences						
Information technology						
Math						
Media arts						
Physics						
Social studies						

Recruitment and Retention of Certified Staff

26. To what extent does your school have staffing challenges related to recruitment and retention of teachers?

	Not a challenge	A small challenge	A medium challenge	A major challenge	A crisis
Recruitment					
Retention					

27. To what degree is each of the following a barrier to your school's ability to recruit teachers?

	Not a barrier	Minimal barrier	Moderate barrier	Extreme barrier
Geographic location				
Salary insufficient compared to private industry				
Benefits insufficient compared to private industry				
Salary insufficient compared to other districts				
Lack of qualified candidates, in general				
Lack of qualified candidates, in particular subjects				
Student behavior				
Lack of respect for teacher from administrators				
Lack of respect for teacher from parents				
Lack of respect for teachers from local community				
Lack of respect for teachers from society				

Please describe any other factors that affect teacher recruitment that are not listed above and estimate the degree to which each affects your school.

28. Which of the following strategies does your school/district use to recruit teachers? Select all that apply.

- Hire alternatively certified teachers
- Hire emergency certified teachers
- Hire retired teachers
- Hire Teach for Kentucky teachers
- Host district job fairs
- Visit college job fairs
- Advertise on social media
- Recruit nationally
- Recruit high school students to enter the teaching profession
- Recruit from the local community
- Help pay off student loans
- Offer scholarships or tuition reimbursement
- Offer teacher residency programs
- Extra pay for teachers working in an underserved school
- Extra pay for teachers working in a CSI school
- District pays for teacher certification renewals
- District pays for teacher background checks
- District pays for teacher physicals
- Provide internal teacher mentoring programs
- Offer affordable housing

Other (please specify)

29. To what degree is each of the following a barrier to your school's ability to **retain teachers**?

	Not a barrier	Minimal barrier	Moderate barrier	Extreme barrier
Geographic location				
Community and local support				
Salary insufficient compared to private industry				
Benefits insufficient compared to private industry				
Salary insufficient compared to other districts				
Lack of qualified candidates, in general				
Lack of qualified candidates in particular subjects				
Student behavior				
Lack of respect for teachers from administrators				
Lack of respect for teachers from parents				
Lack of respect for teachers from local community				
Lack of respect for teachers from society				
Work-life balance				
Continuing education				

Please describe any other factors that affect teacher retention that are not listed above and estimate the degree to which each affects your school.

30. Please describe any policies, practices, or strategies your school/district uses to **retain teachers**. For instance, financial assistance for continuing education, housing, reduced class sizes, or mentoring.

31. In the past, has your school tried any strategies to mitigate teaching shortages that have not worked?

- Yes
- No

If yes, please explain.

32. In general, what has been the change in the quality of beginning teachers from teacher preparation programs for the 2022-2023 school year compared to five years ago?

- Much worse
- Worse
- About the same
- Better
- Much better
- N/A

33. How many classroom teacher positions are currently unfilled and being taught by the following?

- Long-term substitutes
- Substitute teachers (not long-term)
- Teachers teaching during their planning periods
- Combined classrooms with one teacher
- Central office staff
- Virtual classes
- Other, please explain and specify how many

34. Do you have any teacher certification issues related to recruitment and/or retention of out-of-state teachers?

	Yes	No
Recruitment		
Retention		

If yes, please explain.

Overall

35. Do you have any additional comments regarding **teacher shortages**?

36. Do you have any suggested changes to state statutes or regulations that may help alleviate **certified** staffing problems?

Thank you for completing the survey.

DRAFT

Survey Sent To Teachers

OEA sent a survey concerning staffing shortages to a random sample of 800 teachers, of which 261 responded. The response rate was 32.8 percent. Below is the text of the survey sent to the teachers.

Teacher Staff Shortages

The Education Assessment and Accountability Review Subcommittee of the Kentucky General Assembly has directed the Office of Education Accountability (OEA) to study classified and certified staffing shortages along with what districts have done to recruit and retain classified and certified staff. To gain more information for the study, OEA is surveying school teachers concerning teacher staffing shortages.

This survey should take about 15 minutes to complete.

Individual answers will be kept strictly confidential and will not be shared with your principal or district central office. The final report will summarize aggregate responses and will not identify any individual respondent.

Please complete the survey by April 27, 2023.

If you have any questions, please contact Sabrina Cummins or Allison Stevens by calling (502) 564-8167 or via email at sabrina.cummins@lrc.ky.gov and allison.stevens@lrc.ky.gov.

We appreciate your time and information.

Participant Information

1. District Name

2. Please mark all grades you currently teach

- Pre-kindergarten
- Kindergarten
- 1st grade
- 2nd grade
- 3rd grade
- 4th grade
- 5th grade
- 6th grade
- 7th grade
- 8th grade
- 9th grade
- 10th grade
- 11th grade
- 12th grade

3. Do you have tenure?

- Yes
- No

4. Which subjects do you teach?

- Elementary education
- Biology
- Chemistry
- Earth science
- English
- Health science
- Information technology
- Math
- Media arts
- Physics
- Science
- Social studies
- English as a second language
- Exceptional children
- World language
- Art
- Music
- Physical education
- Gifted and talented
- Other (please specify)

5. Are you a special education classroom teacher?

- Yes
- No

Working Conditions

6. To what extent do you agree that you are paid a fair amount for the work you do?

- Strongly disagree
- Disagree
- Neither agree nor disagree
- Agree
- Strongly agree

7. Based on district salary schedule, to what extent do you agree that your salary growth potential in the future is adequate?

- Strongly disagree
- Disagree
- Neither agree nor disagree
- Agree
- Strongly agree

8. How satisfied are you with the following?

	Very dissatisfied	Somewhat dissatisfied	Neither dissatisfied nor satisfied	Somewhat satisfied	Very satisfied
Current class size					
Class makeup (students with IEPs, 504s, behavior issues, etc.)					
Room size given the number of students in the class					
Your input in the creation of student groups/classes					

9. Which kinds of support did you receive in your pre-service teacher training?

- Aligning instructional goals and activities with Kentucky's academic and content standards
- Using assessment data to inform instruction
- Clearly communicating learning goals to students
- Applying knowledge of how students learn to inform instruction
- Differentiating instruction to support the learning needs of all students
- Using strategies for effective classroom management
- Using a variety of diagnostic, formative, and summative assessments
- Understanding students from diverse cultures, language skills, and experiences
- Using technology to enhance teaching and student learning
- My program collected evidence of my performance on multiple measures to monitor my progress
- My program provided integrated field experiences that supported by development as an effective teacher focused on student learning
- My program provided field experiences in a variety of settings (urban, suburban, rural)
- My program provided cooperating teachers who supported me through observation and conferences
- My program provided university supervisors who supported me through observation and conferences
- My program provided opportunities to work with diverse students (including gifted students, students with disabilities, etc.)
- Faculty integrated diversity-related subject matter within coursework
- Faculty used technology to facilitate teaching and learning

10. In general, do you think you were properly prepared to teach the students attending your school based on the **pre-service training** you received? For example, your college classes, your student teaching experience, etc.

- Yes
- No

If no, please explain.

11. As a beginning teacher, which kinds of supports did you receive from your school/district?

- Formally assigned mentor
- Seminars specifically designed for new teachers
- Reduced workload
- Common planning time with other teachers
- Release time to observe other teachers
- Formal time to meet with mentor during school hours
- Orientation for new teachers
- Access to professional learning communities where I could discuss concerns with other teacher(s)
- Regular communication with principals, other administrators, or department chair
- Participation in the KTIP program
- I received no additional support as a new teacher

Other (please specify)

12. In general, do you think you were properly prepared to teach the students attending your school based on the mentoring program your school offers?

- Yes
- No
- N/A

13. Do you currently have a second job outside the school district?

- Yes
- No

14. Do you currently have a second job inside the school district for which you are paid? Please select which job(s) you currently have.

- I do not have a second job inside the school district
- Coach
- Bus driver
- Tutoring
- Other (please specify)

15. Are you satisfied with the amount of planning time you are provided?

- Yes
- No
- I currently don't have a planning period

16. In the 2022-2023 school year, how often are classes with no teachers or substitutes covered by teachers giving up their planning period?

- Never
- Very rarely (a few times per year)
- Rarely (once per month)
- Sometimes (several times per month)
- Frequently (several times per week)
- Very frequently (several times per day)

17. Does your district pay teachers to give up their planning period to cover classes?

- Yes
- No

If you answered yes, how much?

18. To what extent have the following **external factors** had an effect on your desire to **stay** in the teaching profession?

	Strong influence to leave	Influence to leave	No influence	Influence to stay	Strong influence to stay
Overall respect for the profession					
Community support					
Parental support at your school					
Parental involvement at your school					

Please describe any other external factors that have influenced your desire to stay in the teaching profession that are not listed above and estimate the degree to which each affects you.

19. To what extent have the following **internal factors** had an effect on your desire to **stay** in the teaching profession?

	Strong influence to leave	Influence to leave	No influence	Influence to stay	Strong influence to stay
Support from school leadership					
Support from district leadership					
Teacher benefits					
Teacher pay					
Teacher professional development					
Relationships with students					
Class size					
Principals support with student discipline					
Support for handling students mental/emotional health					
Support for handling your own mental/emotional health					
Feeling safe at my school					
Student discipline					
Diversity, equity, and inclusion initiatives					
Time off during summer, breaks, and holidays					
Relationships with coworkers					
Desire to teach					
Student-teacher interactions					

Please describe any other internal factors that have influenced your desire to stay in the teaching profession that are not listed above and estimate the degree to which each affects you.

20. To what extent have the following factors had an effect on teachers' decisions to **leave** the profession in Kentucky since 2020?

	Strong influence to leave	Influence to leave	No influence	Influence to stay	Strong influence to stay
Large class size					
Overall lack of respect for the profession					
Lack of support form leadership					
Low teacher pay					
Low teacher benefits					
Student behavior					
Lack of professional development					
Lack of funding for classroom supplies					
Teacher burnout					
Safety concerns					
Pandemic stress					
Lack of mental support for students					
Lack of mental support for teachers					
Too much paperwork					
Higher paid position within the teaching profession					
Higher paid position outside of the teaching profession					
Parent-teacher interactions					

Please describe any other factors that have influenced teachers' decisions to leave the teaching profession that are not listed above and estimate the degree to which each affects you.

21. How likely are the following events as they relate to your future professional plans?

	Extremely unlikely	Unlikely	Neutral	Likely	Extremely likely
Continuing to teach in my current school district					
Continuing to teach, but in another school district					
Pursuing a role in education administration					
Retiring in the next 3 years					
Leaving the field of education					

22. If more resources were available, which of the following would you choose in your school? Please select your **top three preferences** from the options below.

- Additional mental health support for staff
- Additional mental health support for students
- Additional social worker
- Additional full time nurse
- Additional full time counselor
- Additional full time tutor
- Additional full time paraeducator in your classroom
- Curriculum specialist
- Behavior interventionist
- School resource officer
- Readily available substitute coverage
- Additional duty free planning period/teams
- Balanced or more even class sizes
- Five fewer students per classroom
- More money for supplies
- 5 percent raise
- Other (please specify)

Student Behavior

23. Disruptive behaviors from students have _____ from the 2019-2020 school year to the 2022-2023 school year.

- Decreased
- Stayed the same
- Increased
- N/A

24. How often do you observe the following behavioral disruptions?

	Never	Very rarely (a few times per year)	Rarely (once per month)	Sometimes (several times per month)	Frequently (several times per week)	Very frequently (several times per day)
Absenteeism						
Emotional disconnect/unresponsiveness						
Using unapproved technologies during class time (phones, tablets, earbuds, etc.)						
Fleeing a classroom unexpectedly						
Tantrums						
Opposition towards adults						
Verbal abuse or threats towards a student						
Verbal abuse or threats towards a teacher or other school personnel						
Bully another student(s)						
Physical violence towards self (i.e., self-harm)						
Physical violence towards another student						
Physical violence towards a teacher or other school personnel						
Use of unauthorized or illegal substances (vapes, THC, tobacco products, etc.)						
Other (please specify)						

25. Does your school have a building-level team that meets regularly to analyze behavior and develop intervention plans for students with chronic behavior problems?

- Yes
- No
- Unsure

Support From School Administrators

26. My school administration responds _____ when faced with a behavior incident.

	Strongly disagree	Disagree	Neither agree nor disagree	Agree	Strongly agree
Quickly					
Appropriately					
According to policy					

27. How sure are you that, if you report unsafe behaviors, they will be taken care of at your school?

- Not at all sure
- Slightly sure
- Somewhat sure
- Quite sure
- Extremely sure

28. How realistic are your administrators' expectations of you in terms of time? In other words, how reasonable are your assigned tasks compared with how much time you are given to complete them?

- Totally unreasonable
- Usually unreasonable
- It varies
- Mostly reasonable
- Consistently reasonable

29. How often does your principal seek input from teachers on decisions that would impact the work teachers do?

- Never
- Almost never
- Occasionally/sometimes
- Almost every time
- Every time

30. How much do you feel school administrators value your opinions?

- Not at all
- A little bit
- Some
- Quite a bit
- A tremendous amount

31. I like working at this school.

- Strongly disagree
- Disagree
- Neither agree nor disagree
- Agree
- Strongly agree

Support From District Administration

32. How often do district administrators visit your school to see what is going on in the classroom?

- Never
- Very rarely (once per year)
- Rarely (a few times per year)
- Sometimes (several times per month)
- Frequently (several times per week)

33. To what extent do you agree or disagree that district administrators listen to the needs of teachers?

- Strongly disagree
- Disagree
- Neither agree nor disagree
- Agree
- Strongly agree

34. My district provides more _____ to schools according to student and school needs.

	Strongly disagree	Disagree	Neither agree nor disagree	Agree	Strongly agree
Classroom and materials resources					
Professional development					
Support staff					

35. Our district administrators are committed to finding fair solutions to problems at this school.

- Strongly disagree
- Disagree
- Neither agree nor disagree
- Agree
- Strongly agree

Support From Parents And Guardians

36. How satisfied are you with parent involvement?

- Very dissatisfied
- Dissatisfied
- Neither satisfied nor dissatisfied
- Satisfied
- Very satisfied

37. How responsive are parents/guardians to teachers' concerns or feedback?

- Not responsive
- Slightly responsive
- Somewhat responsive
- Moderately responsive
- Extremely responsive

38. How engaged are parents/guardians with their child's learning?

- Not at all engaged
- Slightly engaged
- Somewhat engaged
- Moderately engaged
- Extremely engaged

39. Do parents/guardians take responsibility for their child's achievement at this school?

- Yes
- No

Overall

40. Do you regret becoming a teacher?

- Yes
- No

Please explain.

41. Do you have any additional comments regarding teacher shortages?

42. Do you have any suggested strategies that may help address teacher shortages?

Thank you for completing the survey.

DRAFT

Appendix B

Data Notes

Schools Included Within Report

This report includes A1 schools in analyses and surveys. An A1 school is a stand-alone school with a principal and may establish a school-based decision-making council.

KYSTATS Workforce Status And Industry Employment

Chapter 2 discusses teacher salaries and wage data for individual teachers who left the teaching profession for the private sector. OEA staff analyzed wage data provided by the Kentucky Center for Statistics (KYSTATS) and found that 65 percent of teachers who left the teaching profession in 2019 were earning approximately \$5,000 less in the private sector in 2022.^a

KYSTATS was only able to provide information about former Kentucky teachers after leaving the teaching profession in Kentucky. This means that former teachers may be teaching or working in another state, but this would not appear in the data. However, as this report sought to capture teaching shortage in Kentucky, this still represents teachers who are no longer available in Kentucky.

Homegrown Kentucky Education Personnel. Chapter 2 discusses Kentucky graduates who later worked in Kentucky education. KYSTATS provided information on students that graduated from Kentucky high schools between 2009 and 2015, and professional staffing data (PSD) and classified staffing data (CSD) for those students who returned to work in Kentucky education between 2013 and 2022. Students over the age of 17 by Oct. 1, 11th grade, and 12th grade graduates were included in this analysis. When determining the primary position held by CSD employees, the primary position was determined using the highest annual pay per position. The count of PSD employees used FTE and individuals could hold partial positions. The analysis matched each graduate's district as a student to the districts they were later employed in to determine if graduates returned to work in Kentucky education. Table B.1 and B.2 show the positions within each category used in the analysis.

^a Wage data analyzed included only individuals working in all four quarters in 2022.

Table B.1
Classified Job Class Code Categories

Job Class Code	Description	Report category
0150	Instructional Coordinator	Coordinator/consultant
0170	Instructional TV Coordinator	Coordinator/consultant
0230	Academic Program Consultant	Coordinator/consultant
2020	Preschool Coordinate/Supervise	Coordinator/consultant
2210	Resource Consultant	Coordinator/consultant
2230	Exceptional Childhood Consultant	Coordinator/consultant
2350	Elementary Consultant	Coordinator/consultant
2030	Primary Classroom Instructor	Classroom teacher
2040	Elementary Classroom Instructor	Classroom teacher
2050	Middle School Classroom Instructor	Classroom teacher
1050	Guidance Counselor	Guidance counselor
2025	Kindergarten Instructor	Classroom teacher
0290	Other Central Office Positions	Central office
1060	Media Librarian	Library
2010	Preschool Classroom Instructor	Classroom teacher
0065	Dean of Students	School administration
1010	School Principal	School administration
1020	School Vice Principal	School administration
0250	School Psychologist	School administration
2060	High School Classroom Instructor	Classroom teacher
0130	School Health Coordinator	Student support
0255	Speech Therapist	Student support
0270	School Social Worker	Student support
2070	Job Training Instructor	Other teacher
2080	Local Career and Technical Instructor	CTE teacher
2090	Instructor Test Title I	Other teacher
2095	Exceptional Child Instructor	Exceptional child teacher
2096	Homebound Teacher	Other teacher
2099	Substitute Teacher	Substitute teacher
2100	Gifted & Talented Instructor	Gifted and talented teacher
2211	Technology Resource Teacher	Other teacher

Table B.2
Certified Job Class Code Categories

Job Class Code	Description	Report category
7102	Public Information Officer	Communications
7108	Writer/ Photographer	Communications
7110	Copy Specialist /Writer	Communications
7112	Graphic Artist II	Communications
7114	Graphic Artist I	Communications
7124	Printing Assistant I	Communications
7161	Accounting Manager	Fiscal
7162	Accounting Supervisor	Fiscal
7163	Account Clerk III	Fiscal
7164	Account Clerk II	Fiscal
7165	Account Clerk I	Fiscal
7166	Treasurer	Fiscal
7176	Lead Property Records Auditor	Fiscal
7181	Financial Analyst	Fiscal
7183	Funding Services Specialist	Fiscal
7184	Director of Finance III (Graduate degree or CPA)	Fiscal
7185	Director of Finance II (Bachelor's degree)	Fiscal
7186	Director of Finance I (High School diploma)	Fiscal
7191	Payroll Clerk II	Fiscal
7192	Payroll Clerk I	Fiscal
7205	Food Service Account Clerk	Food Services
7211	Food Service Manager II	Food Services
7212	Food Service Manager I	Food Services
7213	Lunchroom Monitor	Food Services
7221	Food Service Operations Coordinator added January 2016	Food Services
7222	Food Service Supervisor II	Food Services
7224	Food Service Program Assistant	Food Services
7232	Lead Food Service Assistant I	Food Services
7233	Food Service Assistant II	Food Services
7234	Food Service Assistant I	Food Services
7241	Cook/Baker	Food Services
7262	Registered Nurse	Health
7263	School Nurse	Health
7271	Local District Health Coordinator	Health
7272	Health Services Technician	Health
7273	Health Services Assistant	Health
7289	Clinical Psychologist	Health
7291	Physical/Occupation Therapist	Health
7292	Therapy Assistant	Health
7293	Speech Language Pathology Asst	Health
7294	Speech Language Pathologist	Health
7301	Community Relations Specialist	Instructional
7312	Instructor I	Instructional
7313	Instructor II	Instructional
7314	Instructor III	Instructional
7315	Performance Specialist	Instructional
7316	Instructional Asst-Bilingual	Instructional
7317	Instructional Monitor I	Instructional
7318	Instructional Assistant II	Instructional

Job Class Code	Description	Report category
7319	Instructional Monitor II	Instructional
7320	Instructional Assistant I	Instructional
7321	Instructional Assistant – High School	Instructional
7322	Child Develop Center Supervisor-Medical	Instructional
7324	Child Development Center Supervisor	Instructional
7326	Child Develop Center Asst Supervisor	Instructional
7328	Diagnostic/Assessment Counselor	Instructional
7332	Program Specialist I	Instructional
7333	Program Specialist II	Instructional
7334	Program Assistant I	Instructional
7335	Program Assistant II	Instructional
7336	Educational Interpreter II	Instructional
7337	Program Specialist III	Instructional
7338	Educational Interpreter I	Instructional
7339	Educational Interpreter III	Instructional
7342	School Home Community Liaison	Instructional
7344	Athletic Director	Instructional
7345	Assistant Coach I	Instructional
7346	Assistant Coach II	Instructional
7347	Head Coach	Instructional
7348	Camp Counselor	Instructional
7349	Preschool Associate Teacher I	Instructional
7350	Preschool Associate Teacher II	Instructional
7351	Preschool Associate Teacher III	Instructional
7361	Media Technician	Library/Media
7362	Library Media Clerk	Library/Media
7363	Media Producer/Tech Coordinator	Library/Media
7411	Construction Inspector	Maintenance
7424	HVAC Technician	Maintenance
7435	Maintenance Supervisor	Maintenance
7437	Preventive Maintenance Technician - HVAC	Maintenance
7441	Lead Maintenance Technician	Maintenance
7442	Maintenance Technician IV	Maintenance
7443	Maintenance Technician III	Maintenance
7444	Maintenance Technician II	Maintenance
7445	Maintenance Technician I	Maintenance
7447	Maintenance Worker II	Maintenance
7448	Maintenance Worker I	Maintenance
7449	Maintenance Apprentice	Maintenance
7464	Director II	Management
7465	Director I	Management
7466	School Food Service Director I	Food Services
7467	School Food Service Director II	Food Services
7471	Coordinator VI	Management
7472	Coordinator V	Management
7473	Coordinator IV	Management
7474	Coordinator III	Management
7475	Coordinator II	Management
7476	Coordinator I	Management
7488	Family Resource Center Coordinator VI	Management
7489	Family Resource Center Coordinator V	Management
7490	Family Resource Center Coordinator IV	Management
7491	Family Resource Center Coordinator III	Management

Job Class Code	Description	Report category
7492	Family Resource Center Coordinator II	Management
7493	Family Resource Center Coordinator I	Management
7501	Chief Information Officer, CIO	MIS
7502	Administrative Analyst	MIS
7503	Asst Dir/Sys Develop User Supt	MIS
7504	Technical Support Manager	MIS
7505	User Support Manager	MIS
7512	Systems Analyst I	MIS
7513	Systems Analyst II	MIS
7514	Computer Programmer I	MIS
7515	Computer Programmer II	MIS
7516	Database Administrator	MIS
7522	Data Communications Specialist	MIS
7523	LAN Technician	MIS
7524	Lead Computer Maintenance Technician	MIS
7525	Computer Maintenance Technician	MIS
7526	Computer Lab Technician	MIS
7527	Computer Training Specialist	MIS
7531	Microcomputer Software Tech I	MIS
7533	Microcomputer Tech Specialist	MIS
7534	Microcomputer Specialist	MIS
7535	Microcomputer Resource Technic	MIS
7536	Student Data Specialist	MIS
7537	Computer Operations Supervisor	MIS
7549	Data Control Clerk	MIS
7602	Custodial Services Manager	Operations
7603	Custodial Services Trainer	Operations
7605	Custodial Supervisor	Operations
7606	Lead Custodian Service Worker	Operations
7607	Lead Custodian	Operations
7609	Custodian	Operations
7625	Lead Grounds Worker I	Operations
7626	Grounds Worker III	Operations
7627	Grounds Worker II	Operations
7628	Grounds Worker I	Operations
7634	Utility Worker I	Operations
7651	Insurance Clerk I	Personnel
7660	Personnel Specialist	Personnel
7661	Personnel Assistant	Personnel
7665	Employee Benefit Specialist	Personnel
7675	Data Management Technician	Personnel
7685	Substitute Teacher Center Supervisor	Personnel
7724	Purchasing Technician	Purchasing
7732	Shipping & Receiving Clerk	Purchasing
7761	Secretary to the Superintendent	Secretarial/Clerical
7762	Administrative Secretary I	Secretarial/Clerical
7763	Legal Secretary	Secretarial/Clerical
7764	Medical Secretary	Secretarial/Clerical
7765	Administrative Secretary II	Secretarial/Clerical
7767	Community Liaison/Adm Assistant	Secretarial/Clerical
7771	Secretary II	Secretarial/Clerical
7772	Secretary I	Secretarial/Clerical
7773	School Secretary I-High School	Secretarial/Clerical

Job Class Code	Description	Report category
7774	School Secretary I-Middle	Secretarial/Clerical
7775	School Secretary I-Elementary	Secretarial/Clerical
7776	Staff Support Secretary	Secretarial/Clerical
7777	School Secretary II-Elementary	Secretarial/Clerical
7778	School Secretary II-High School	Secretarial/Clerical
7779	School Secretary II-Middle	Secretarial/Clerical
7781	Clerical Assistant III	Secretarial/Clerical
7782	Clerical Assistant II	Secretarial/Clerical
7783	Clerical Assistant I	Secretarial/Clerical
7784	Clerk	Secretarial/Clerical
7785	Mail Clerk	Secretarial/Clerical
7786	Project Clerk	Secretarial/Clerical
7791	Receptionist	Secretarial/Clerical
7824	Law Enforcement Officer	Security/Law Enforcement
7825	Law Enforcement Monitor	Security/Law Enforcement
7830	School Ground Monitor	Security/Law Enforcement
7831	Safety Inspector	Security/Law Enforcement
7861	Attendance Supervisor	Student Services
7862	Attendance Specialist	Student Services
7863	Attendance Data Technician	Student Services
7871	Career Planner	Student Services
7872	Employment Training Specialist	Student Services
7873	Employment Training Assistant	Student Services
7881	Student Assistance Coordinator	Student Services
7882	Social Worker	Student Services
7885	Registrar	Student Services
7886	Migrant Recruiter	Student Services
7908	Dispatcher	Transportation
7911	Vehicle Maintenance Manager	Transportation
7912	Vehicle Maintenance Supervisor	Transportation
7913	Vehicle Maintenance Assistant	Transportation
7914	Lead Vehicle Mechanic	Transportation
7915	Vehicle Mechanic II	Transportation
7916	Vehicle Mechanic I	Transportation
7917	Vehicle Maintenance Attendant	Transportation
7934	Third Party Examiner	Transportation
7940	Mid-day Bus Driver	Transportation
7941	Bus Driver	Transportation
7942	Bus Monitor	Transportation
7943	Bus Monitor-Exceptional Children	Transportation
7963	Delivery Driver	Warehouse
7983	Warehouse Worker II	Warehouse
7984	Warehouse Worker I	Warehouse

Appendix C

OEA Teacher Survey Results

The OEA Survey was sent to approximately 800 teachers chosen randomly and 261 teachers responded for a response rate of 32.6 percent. Because the response rate and number of teachers responding were so low, results are not included in the report chapters. This appendix includes teacher responses to survey items. For each response, percentages are calculated based on the total answers for that particular question, excluding N/A responses. Findings from the OEA teacher survey are shown in this appendix.

OEA Teacher Survey Findings

Most teachers (78.0 percent) disagree or strongly disagree that they are paid a fair amount for the work they do.

Most teachers (71.4 percent) disagree or strongly disagree that their salary growth potential in the future is adequate based on district salary schedule.

Teachers reported being very or somewhat satisfied with their current class size (54.3 percent) and room size given the number of students in the class (52.7 percent) than with their class makeup (37.6 percent) and their input in the creation of student groups/classes (34.4 percent).

Preservice Teacher Supports. Teachers were asked about 17 different kinds of pre-service teacher training supports, as shown in Table C.1 below. Teachers could select more than one support.

Table C.1
Pre-Service Teacher Training Supports
Received By Teachers, 2023

Pre-Service Teacher Training Support	Percent
My program provided university supervisors who supported me through observation and conferences	69.4%
My program provided cooperating teachers who supported me through observation and conferences	68.0
Aligning instructional goals and activities with Kentucky's academic content standards	64.9
Using assessment data to inform instruction	62.6
Using strategies for effective classroom management	62.6
Differentiating instruction to support the learning needs of all students	62.2
Clearly communicating learning goals to students	61.3
Applying knowledge of how students learn to inform instruction	59.9
My program provided integrated field experiences that supported by development as an effective teacher focused on student learning	58.6
My program collected evidence of my performance on multiple measures to monitor my progress	58.1
Using a variety of diagnostic, formative, and summative assessments	57.2
Using technology to enhance teaching and student learning	55.4
Faculty used technology to facilitate teaching and learning	51.8
My program provided opportunities to work with diverse students (including gifted students, students with disabilities, etc.)	50.9
Understanding students from diverse cultures, language skills, and experiences	43.7
My program provided field experiences in a variety of settings (urban, suburban, rural)	36.0
Faculty integrated diversity-related subject matter within coursework	26.6
Total teachers answering section	222

Source: OEA 2023 teacher survey.

District Supports For New Teachers. Approximately one-third (36.7 percent) of teachers thought they were properly prepared to teach the students attending their school based on the pre-service training they received, such as college classes, student teaching experiences, etc. In general, the more training a teacher received, the more prepared they felt. Table C.2 shows the pre-service supports teachers reported receiving. When asked to explain why they did not feel prepared by their pre-service training, many teachers commented on student behavior, classroom management skills, teaching exceptional children, stress and mental health, and work-life balance. Respondents often wrote that their pre-service training didn't prepare them for their actual classroom experience and they learned by experience as they taught.

Table C.2
Beginning Teacher Supports Provided By School/District, 2023

Beginning Teacher Supports	Percent
Formally assigned mentor	57.5%
Orientation for new teachers	52.9
Participation in the KTIP program	52.1
Common planning time with other teachers	40.6
Access to professional learning communities where I could discuss concerns with other teacher(s)	36.4
Regular communication with principals, other administrators, or department chair	36.4
Seminars specifically designed for new teachers	31.8
Release time to observe other teachers	21.1
Formal time to meet with mentor during school hours	16.9
I received no additional support as a new teacher	5.7
Reduced workload	2.7
Total answered question	261

Source: OEA 2023 teacher survey.

Experiences As New Teachers. Most teachers (70.3 percent) reported they were properly prepared to teach the students attending their school based on the mentoring program their school offers.

Approximately one-third of teachers (35.3 percent) reported having a second job outside the school district and 40.5 percent of teachers reported having a second job inside the school district for which they were paid.

While half of teachers (54.6 percent) reported being satisfied with the amount of planning time provided, 42.3 percent were unsatisfied and 3.1 percent did not currently have a planning period. Teachers were asked how often classes with no teachers or substitutes were covered by teachers giving up their planning period in SY 2023 and 71.1 percent answered this occurred at least several times per month. Most (80.7 percent) reported that teachers were paid to give up their planning period.

Teachers were asked to what extent have external factors had an effect on their desire to stay in the teaching profession. Results are shown in Table C.3. Over half of teachers said that overall respect was an influence or a strong influence (55.3 percent) to leave the teaching profession.

Table C.3
External Factors Influence On Teachers' Desire To Stay In The Teaching Profession, 2023

External Factor	Influence Or Strong Influence		Influence Or Strong Influence	
	To Leave	No Influence	To Stay	Total
Overall respect	55.3%	22.8%	21.9%	228
Community support	38.8	36.6	24.7	227
Parental support	41.0	38.3	20.7	227
Parental involvement	29.8	54.4	15.8	228

Source: OEA 2023 teacher survey.

Factors In Teachers’ Decisions To Stay. Teachers were asked to what extent have internal factors had an effect on their desire to stay in the teaching profession. Results are shown in Table C.4. Over half of teachers reported that teacher pay (64.0 percent) and student discipline (62.4 percent) were an influence or a strong influence to leave the teaching profession while more than three-fourths of teachers reported that the desire to teach (88.1 percent), relationships with students (85.8 percent) and coworkers (78.5 percent), time off during summer, breaks, and holidays (78.5 percent), student-teacher interactions (77.5 percent) were an influence or a strong influence to continue teaching.

Table C.4
Influences On Teachers’ Desire To Stay In The Teaching Profession

Influence	Influence or strong influence to leave	No influence	Influence or strong influence to stay
Support from school leadership	32.4%	13.3%	54.2%
Support from district leadership	36.6	33.0	30.4
Teacher benefits	31.9	22.6	45.6
Teacher pay	64.0	14.9	21.1
Teacher professional development	25.0	60.5	14.5
Relationships with students	8.4	5.8	85.8
Class size	24.6	52.2	23.2
Principal support with student discipline	44.7	20.2	35.1
Support for handling students mental/emotional health	47.8	31.1	21.1
Support for handling your own mental/emotional health	46.9	35.1	18.0
Feeling safe at my school	29.4	37.7	32.9
Student discipline	62.4	19.5	18.1
Diversity, equity, and inclusion initiatives	10.5	61.8	27.6
Time off during summer, breaks, and holidays	4.4	17.1	78.5
Relationships with coworkers	7.5	14.0	78.5
Desire to teach	4.9	7.1	88.1
Student-teacher interactions	8.4	14.1	77.5

Source: OEA 2023 teacher survey.

Factors In Teachers’ Decisions To Leave. Teachers were asked to what extent have factors had an effect on teachers’ decisions to leave the teaching profession in Kentucky since 2020 and results are shown in Table C.5. Over 90 percent of teachers reported that teacher burnout (93.3 percent), overall lack of respect for the profession (90.3 percent), and student behavior (90.3 percent) were an influence or a strong influence to leave the teaching profession in Kentucky.

Table C.5
Influence On Teachers’ Decisions To Leave Teaching In Kentucky Since 2020
School Year 2023

Influence	Influence Or Strong Influence To Leave	No Influence	Influence Or Strong Influence To Stay
Teacher burnout	93.3%	4.9%	1.8%
Overall lack of respect for profession	90.3	8.0	1.8
Student behavior	90.3	9.3	0.4
Low teacher pay	85.8	12.8	1.3
Higher paid position outside of the teaching profession	78.7	15.6	5.8
Too much paperwork	78.2	20.4	1.3
Pandemic stress	76.5	20.8	2.7
Large class sizes	73.5	26.0	0.4
Lack of support from leadership	73.5	16.8	9.7
Low teacher benefits	71.4	22.8	5.8
Lack of mental supports for teachers	69.5	29.2	1.3
Safety concerns	69.0	26.1	4.9
Lack of mental supports for students	68.8	29.0	2.2
Lack of funding for classroom supplies	67.7	30.5	1.8
Parent-teacher interactions	61.5	30.5	8.0
Lack of teacher training	46.2	48.9	4.9
Higher paid position within the teaching profession	45.1	45.6	9.3
Lack of professional development	27.7	67.9	4.5

Source: OEA 2023 teacher survey.

Teachers Plans For The Future. Teachers were asked about their future professional plans, as shown in Table C.6. More than half of teachers reported that pursuing a role in education administration (56.2 percent) and retiring in the next three years (57.5 percent) were likely or extremely likely.

Table C.6
Teachers’ Future Professional Plans
School Year 2023

Teachers’ Future Professional Plans	Unlikely Or Extremely Unlikely	Neutral	Likely Or Extremely Likely
Continuing to teach in my current school district	43.6%	13.7%	42.7%
Continuing to teach, but in another school district	29.2	25.2	45.6
Pursuing a role in education administration	27.4	16.4	56.2
Retiring in the next 3 years	31.9	10.6	57.5
Leaving the field of public education	39.4	21.7	38.9

Source: OEA 2023 teacher survey.

Resources For Teachers. Teachers were asked to report the top three resources they would choose for their school if more resources were available. Results are shown in Table C.7.

Table C.7
Top Three Resources Teachers Prefer
School Year 2023

Additional support	Number	Percent
5 percent raise	167	76.6%
Behavior interventionist	69	31.7
Readily available substitute coverage	65	29.8
Additional duty free planning period/teams	56	25.7
Five fewer students per classroom	56	25.7
Additional mental health support for students	51	23.4
More money for supplies	43	19.7
Additional full time paraeducator in your classroom	30	13.8
School resource officer	24	11.0
Additional mental health support for staff	22	10.1
Balanced or more even class sizes	22	10.1
Additional full time counselor	20	9.2
Additional full time tutor	9	4.1
Additional social worker	8	3.7
Curriculum specialist	8	3.7
Additional full time nurse	3	1.4
Answered question	218	

Note: Teachers could choose up to three resources.
Source: OEA 2023 teacher survey.

Behavior Disruptions. Most teachers (84.9 percent) reported that disruptive behaviors have increased from SY 2022 to SY 2023. Teachers were also asked how often they observe certain behavioral disruptions. Results are shown in Table C.8. Half of teachers (52.7 percent) reported their school has a building-level team that meets regularly to analyze behaviors and develop intervention plans for students with chronic behavior problems. Teachers were asked whether their school administration responds quickly, appropriately, or according to policy. Results are shown in Table C.9. nearly half of teachers (47.6 percent) were extremely to quite sure that unsafe behaviors would be taken care if at their school if they reported them.

Table C.8
Frequency Of Disruptive Student Behaviors
School Year 2023

Student Behavior	Very Frequently Or Frequently	Sometimes	Rarely Or Very Rarely	Never	Total
Absenteeism	74.2%	19.6%	5.8%	0.4%	225
Emotional disconnect/unresponsiveness	64.3	25.4	9.4	0.9	224
Using unapproved technologies during class time (phones, tablets, earbuds, etc.)	59.7	11.1	20.4	8.8	226
Fleeing a classroom unexpectedly	16.8	21.7	48.2	13.3	226
Tantrums	35.1	25.3	32.0	7.6	225
Opposition towards adults	68.0	17.6	12.6	1.8	222
Verbal abuse or threats towards a student	31.6	24.0	36.0	8.4	225
Verbal abuse or threats towards teacher or other school personnel	29.2	21.2	39.8	9.7	226
Bullying another student(s)	37.6	23.9	33.6	4.9	226
Physical violence towards self (i.e., self-harm)	9.7	13.3	59.7	17.3	226
Physical violence towards another student	19.1	24.4	49.8	6.7	225
Physical violence towards teacher or other school personnel	11.6	13.8	53.8	20.9	225
Use of unauthorized or illegal substances (vapes, THC, tobacco products, etc.)	28.8	17.3	23.9	30.1	226

Source: OEA 2023 teacher survey.

Table C.9
School Administration Responses When Faced With A Behavior Incident
School Year 2023

Response	Strongly Agree Or Agree	Neither Agree Nor Disagree	Disagree Or Strongly Disagree
Quickly	65.5%	13.9%	20.6%
Appropriately	51.4	18.9	29.7
According to policy	65.8	19.4	14.9

Source: OEA 2023 teacher survey.

District And School Support. Teachers were asked about their administrators’ expectations of them in terms of time and the reasonableness of their assigned tasks and the time they were given to complete them. While nearly half (47.6 percent) said their school administrators were consistently or mostly reasonable, 36.9 percent reported that it varies and 15.6 percent said totally or usually unreasonable.

Less than half of teachers (41.5 percent) reported that their school administrators value their opinion a tremendous amount or quite a bit, while 33.9 percent said their school administrators value their opinion not at all or a little bit.

Most teachers (69.8 percent) reported that they like working at their school and did not regret becoming a teacher (71.6 percent). Most teachers who said they did not regret becoming a teacher commented that it was a calling or a fulfilling career or that they loved their job. However, all teachers regardless of whether they said they regretted becoming a teacher or now,

many comments expressed frustration with their level of pay for their level of education and workload; negative impacts on mental and emotional health; student behavior; lack of respect for the teaching profession; and taking on additional roles to support students such as emotional health counseling.

Teachers were asked how often district administrators visit their school to see what is going on in the classroom. Half of teachers (50.7 percent) reported these visits occur rarely or very rarely, 40.4 percent reported frequently or sometimes, and 8.9 percent reported never.

Nearly half of teachers (45.1 percent) disagreed or strongly disagreed that their district administrators listen to the needs of teachers. Teachers were asked if their district administrators were committed to finding fair solutions to problems at their school and 39.6 percent strongly agreed or agreed while 32.0 percent disagreed or strongly disagreed.

Teachers were asked if districts provide more resources to schools according to student and school needs. Responses are shown in Table C.10.

Table C.10
Resources Provided By Districts According To Student And School Need

Resource	Strongly Agree Or Agree	Neither Agree Nor Disagree	Disagree Or Strongly Disagree
Classroom and material resources	38.2%	28.9%	32.9%
Professional development	44.4	30.2	25.3
Support staff	27.7	31.3	41.1

Source: OEA 2023 teacher survey.

One-fourth of teachers (24.0 percent) were satisfied or very satisfied with parent involvement and that parents/guardians were extremely or moderately responsive to teachers' concerns or feedback, while 38.7 percent were dissatisfied or very dissatisfied and 38.8 percent reported that parents/guardians were slightly to not responsive. Nearly half of teachers (52.7 percent) reported that parents/guardians were not at all or slightly engaged with their child's learning. Two-thirds of teachers (68.3 percent) reported that parents/guardians take responsibility for their child's achievement at school.

Appendix D

2022 Impact KY Working Conditions Survey

Overview

2022 Impact KY Working Conditions Survey. The 2022 Impact KY Working Conditions Survey is an anonymous survey for educators to provide input on teaching conditions in Kentucky, including principals, assistant principals, teachers, and other education professionals such as school counselors. The most recent Impact survey as of the writing of this report was conducted in 2022. The Impact survey had a 76 percent response rate, representing 38,194 education professionals in Kentucky.

Answer Categorization. Each question offered five answers ranging from positive to negative, with a neutral response in the middle. For the following analysis, the two positive answers were combined and are referred to as positive. Similarly, the two negative answers were combined and are referred to as negative. For example, teachers could answer that the school administration treats the faculty extremely fairly, quite fairly, somewhat fairly, slightly fairly, or not fairly at all. The answer choices extremely fairly and quite fairly were combined to represent a positive response and the answer choices slightly fairly or not fairly at all were combined to represent a negative response.

Data Analysis. Questions on the Impact survey were categorized into attitudes towards the teaching profession, working conditions, student behavior, and support for school leadership. Only A1 school responses were included in the analysis. Table X.1 shows the survey items and their responses in each category.

Table D.1
2022 Impact Survey Item Categories

Survey Item	Positive Responses	Neutral Responses	Negative Responses
Attitudes Towards The Teaching Profession			
To what extent are teachers trusted to teach in the way they think is best?	Trusted a tremendous amount Trusted quite a bit	Trusted somewhat	Trusted a little bit Not trusted at all
How positive are the attitudes of your colleagues?	Extremely positive Quite positive	Somewhat positive	Slightly positive Not at all positive
Overall, how positive is the working environment at your school?	Extremely positive Quite positive	Somewhat positive	Slightly positive Not at all positive
How effective do you feel at your job right now?	Extremely effective Quite effective	Somewhat effective	Slightly effective Not at all effective
How concerned are you about the emotional well-being of your colleagues as a result of their work?	Not at all A little	Some	Quite a bit A great deal
How concerned are you about your own emotional well-being as a result of your work?	Not at all A little	Some	Quite a bit A great deal
Overall, how much do you feel like you belong at your school?	Completely belong Belong quite a bit	Belong somewhat	Belong a little bit Do not belong at all
Support From School Administration			
At your school, how valuable are the available professional development opportunities?	Extremely valuable Quite valuable	Somewhat valuable	Slightly valuable Not at all valuable
How useful do you find the feedback you receive on your teaching?	Extremely useful Quite useful	Somewhat useful	Slightly useful Not at all useful
How much do you learn from the teacher evaluation processes at your school?	Learn a tremendous amount Learn quite a bit	Learn some	Learn a little bit Learn almost nothing
Overall, how supportive has the school been of your growth as a teacher?	Extremely supportive Quite supportive	Somewhat supportive	Slightly supportive Not at all supportive
How confident are you that your school leaders have the best interests of the school in mind?	Extremely confident Quite confident	Somewhat confident	Slightly confident Not at all confident
How much trust exists between school leaders and faculty?	A tremendous amount of trust Quite a bit of trust	Some trust	A little bit of trust Almost no trust
When you face challenges at work, how supportive are your school leaders?	Extremely supportive Quite supportive	Somewhat supportive	Slightly supportive Not at all supportive
At your school, how motivating do you find working with the leadership team?	Extremely motivating Quite motivating	Somewhat motivating	Slightly motivating Not at all motivating
How responsive are school leaders to your feedback?	Extremely responsive Quite responsive	Somewhat responsive	Slightly responsive Not at all responsive
How much do your school leaders care about you as an individual?	Care a tremendous amount Care quite a bit	Care somewhat	Care a little bit Do not care at all

Survey Item	Positive Responses	Neutral Responses	Negative Responses
How respectful are your school leaders towards you?	Extremely respectful Quite respectful	Somewhat respectful	Slightly respectful Not at all respectful
When challenges arise in your personal life, how understanding are your school leaders?	Extremely understanding Quite understanding	Somewhat understanding	Slightly understanding Not at all understanding
How fairly does the school leadership treat the faculty?	Extremely fairly Quite fairly	Somewhat fairly	Slightly fairly Not fairly at all
Student Behavior			
How respectful are the relationships between teachers and students?	Extremely respectful Quite respectful	Somewhat respectful	Slightly respectful Not at all respectful
How often does student misconduct disrupt the learning environment at your school?	Almost never Once in a while	Sometimes	Frequently Almost all the time
Overall, how safe is the school environment?	Extremely safe Quite safe	Somewhat safe	Slightly safe Not at all safe
Work Environment			
How knowledgeable are you regarding where to find resources for working with students who have unique learning needs?	Extremely knowledgeable Quite knowledgeable	Somewhat knowledgeable	Slightly knowledgeable Not knowledgeable at all
If students from different backgrounds struggled to get along in your class, how comfortable would you be intervening?	Extremely comfortable Quite comfortable	Somewhat comfortable	Slightly comfortable Not at all comfortable
In response to events that might be occurring in the world, how comfortable would you be having conversations about race with your students?	Extremely comfortable Quite comfortable	Somewhat comfortable	Slightly comfortable Not at all comfortable
How comfortable would you be having a student who could not communicate well with anyone in class because his/her home language was unique?	Extremely comfortable Quite comfortable	Somewhat comfortable	Slightly comfortable Not at all comfortable
How often do adults at your school have important conversations about sensitive issues of diversity, even when they might be uncomfortable?	Almost always Frequently	Sometimes	Once in a while Almost never
When a sensitive issue of diversity arises in class, how easily can you think of strategies to address the situation?	Extremely easily Quite easily	Somewhat easily	Slightly easily Not at all easily
To what extent does the quality of the resources at your school need to improve?	Does not need to improve at all Needs to improve a little bit	Needs to improve some	Needs to improve quite a bit Needs to improve a tremendous amount
For students who need extra support, how difficult is it for them to get the support that they need?	Not at all difficult Slightly difficult	Somewhat difficult	Quite difficult Extremely difficult
How much of your own money do you spend on your classroom?	Almost none A little bit	Some	Quite a bit A tremendous amount
Overall, how much does your school struggle due to a lack of resources?	Does not struggle at all Struggles a little bit	Struggles some	Struggles quite a bit Struggles a tremendous amount

Survey Item	Positive Responses	Neutral Responses	Negative Responses
To what extent does the access to instructional technology, including computers, printers, software and Internet access at your school need to improve?	Does not need to improve at all Needs to improve a little bit	Needs to improve some	Needs to improve quite a bit Needs to improve a tremendous amount

Differences By Turnover Rates. Districts were divided into quartiles based on the five-year average turnover between SY 2018 and SY 2022, as discussed in Chapter 2. Quartile 1 represents low turnover districts and Quartile 4 represents high turnover districts. Teachers from schools with lower turnover rates were more likely to positively view the teaching profession, their working environment, student behaviors, and support from their school administration. The greatest differences between teachers at low turnover schools and teachers at high turnover schools are shown in Table D.2

Table D.2
Teacher Responses To 2022 Impact Survey
By Teacher Turnover Quartile
SY 2022

Question	Q1 (lowest)	Q2	Q3	Q4 (highest)	Difference between Q1 and Q4
The relationships between teachers and students are extremely or quite respectful.	76.6%	71.5%	65.2%	55.8%	-20.8%
Student misconduct disrupts the learning environment at the respondent's school almost never or once in a while.	41.9	36.2	30.4	21.4	-20.5
Teachers are trusted to teach in the way they think is best a tremendous amount or quite a bit.	74.2	70.9	68.4	58.3	-15.9
Overall, the school environment is extremely or quite safe.	86.7	83.6	80.0	71.9	-14.8
The quality of resources at the respondent's school needs to improve not at all or a little bit.	61.2	59.3	55.4	48.2	-13.0
The working environment at the respondent's school is overall extremely or quite positive.	60.0	59.6	57.6	49.3	-10.7
A tremendous amount or quite a bit of trust exists between school leaders and faculty.	65.9	66.0	64.3	55.9	-10.1

Positive Responses By Educational Cooperative

Tables D.4 and D.5 show teacher and principal average positive responses by educational cooperative for all 34 questions analyzed on the Impact Survey and by question category.

Table D.4
Principals' Positive Responses
By Question Category And All Questions
By Educational Cooperative
SY 2022

Educational Cooperative	Overall	Attitudes Towards The Teaching Profession	Working Environment	Student Behavior	Support From School Administration
CKEC	85.5%	77.6%	78.6%	86.4%	95.4%
GRREC	84.2	76.6	75.3	86.3	95.4
Jefferson County	85.8	74.0	81.6	85.7	95.7
KEDC	86.1	82.3	76.5	88.6	95.7
KVEC	88.0	84.0	81.8	92.2	94.3
NKCES	87.1	78.7	80.6	80.9	98.6
OVEC	82.0	74.6	71.8	83.7	94.4
SESC	87.4	84.2	78.2	90.2	96.1
WKEC	86.3	78.9	78.3	86.1	97.2

Note: CKEC = Central Kentucky Educational Cooperative; GRREC= Green River Regional Educational Cooperative; Jefferson County = Jefferson County Exceptional Child Education Services; KEDC = Kentucky Educational Development Corporation; KVEC = Kentucky Valley Educational Cooperative; NKEC = Northern Kentucky Cooperative for Educational Services; OVEC = Ohio Valley Educational Cooperative; SESC= Southeast/Southcentral Education Cooperative; WKEC = West Kentucky Education Cooperative.

Source: Staff analysis of the 2022 Kentucky Impact Survey.

Table D.5
Teachers' Positive Responses
By Question Category And All Questions
By Educational Cooperative
SY 2022

Educational Cooperative	Overall	Attitudes Towards The Teaching Profession	Working Environment	Student Behavior	Support From School Administration
CKEC	58.2%	49.1%	54.8%	62.0%	65.2%
GRREC	60.1	53.4	52.3	65.2	69.0
Jefferson County	56.5	48.2	54.9	54.2	62.8
KEDC	63.8	58.2	54.7	69.8	73.1
KVEC	68.4	63.4	58.8	75.3	77.6
NKCES	52.8	45.2	49.9	53.4	59.4
OVEC	56.9	48.7	50.8	59.5	65.8
SESC	66.3	61.6	57.0	71.3	75.5
WKEC	61.3	54.4	54.9	66.1	69.4

Note: CKEC = Central Kentucky Educational Cooperative; GRREC= Green River Regional Educational Cooperative; Jefferson County = Jefferson County Exceptional Child Education Services; KEDC = Kentucky Educational Development Corporation; KVEC = Kentucky Valley Educational Cooperative; NKEC = Northern Kentucky Cooperative for Educational Services; OVEC = Ohio Valley Educational Cooperative; SESC= Southeast/Southcentral Education Cooperative; WKEC = West Kentucky Education Cooperative.

Source: Staff analysis of the 2022 Kentucky Impact Survey.

Principals and teachers had the highest positive response rates in the Kentucky Valley Educational Cooperative (KVEC) when looking at all 34 answers and within each category (except the principals regarding support from administration).

Teachers had the lowest positive response rates in the Northern Kentucky Cooperative for Educational Services (NKCES) overall and within each category.

Principals had the lowest positive response rates overall in the Ohio Valley Educational Cooperative (OVEC). By category, the lowest positive response rates for principals were in Jefferson County for attitudes, OVEC for teaching environment, NKCES for student behavior, and KVEC for support from school administration.

The greatest differences were between principals and teachers were in NKCES (34.3 percent) and lowest in KVEC (19.6 percent) overall and within most question categories.

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Appendix E

Teaching, Empowering, Leading, and Learning (TELL) Survey Items Excluded From 2022 Impact Survey

This appendix lists the questions and answer options from the most recent Teaching, Empowering, Leading, and Learning (TELL) Survey in 2017 that were not included in the 2022 Impact Survey.¹ Answer options are included and apply to each subquestion or phrase. Some questions from the 2017 TELL Survey are similar to questions in the 2022 Impact Survey and are included here where they are a subquestion within a question.

Question 2.1 Please rate how strongly you agree or disagree with the following statements about the use of time in your school.

- a. Class sizes are reasonable such that teachers have the time available to meet the needs of all students.
- b. Teachers have time available to collaborate with colleagues.
- c. Teachers are allowed to focus on educating students with minimal interruptions
- d. The non-instructional time provided for teachers in my school is sufficient.
- e. Efforts are made to minimize the amount of routine paperwork teachers are required to do.
- f. Teachers have sufficient instructional time to meet the needs of all students.
- g. Teachers are protected from duties that interfere with their essential role of educating students.

Answer options:

- Strongly disagree
- Disagree
- Agree
- Strongly agree

Question 2.2 In an average week, how much time do you devote to the following activities during the school day (i.e., time for which you are under contract to be at the school)?

- a. Individual planning time
- b. Collaborative planning time
- c. Supervisory duties
- d. Required committee and/or staff meetings
- e. Completing required administrative paperwork
- f. Preparing for/participating in the teacher evaluation process?
- g. Communicating with parents/guardians and/or the community
- h. Addressing student discipline issues
- i. Professional learning
- j. Preparation for required federal, state, and local assessments

- k. Delivery of assessments
- l. Utilizing results of assessments

Answer options:

- None
- Less than or equal to 1 hour
- More than 1 hour but less than or equal to 3 hours
- More than 3 hours but less than or equal to 5 hours
- More than 5 hours but less than or equal to 10 hours
- More than 10 hours

Question 2.3 In an average week of teaching, how many hours do you spend on school-related activities outside the regular school work day (before or after school, and/or on weekends)?

- None
- Less than or equal to 1 hour
- More than 1 hour but less than or equal to 3 hours
- More than 3 hours but less than or equal to 5 hours
- More than 5 hours but less than or equal to 10 hours
- More than 10 hours

Question 3.1 Please rate how strongly you agree or disagree with the following statements about your school facilities and resources.

- a. Teachers have sufficient access to appropriate instructional materials.
- b. Teachers have sufficient access to instructional technology, including computers, printers, software and internet access.
- c. Teachers have sufficient support to use effectively the state-approved electronic platform (i.e., CIITS, EDS).
- d. Teachers have access to reliable communication technology, including phones, faxes and email.
- e. Teachers have sufficient access to office equipment and supplies such as copy machines, paper, pens, etc.
- f. Teachers have sufficient access to a broad range of professional support personnel.
- g. The school environment is clean and well maintained.
- h. Teachers have adequate space to work productively.
- i. The physical environment of classrooms in this school supports teaching and learning.
- j. The reliability and speed of Internet connections in this school are sufficient to support instructional practices.
- k. Teachers have sufficient access to the library and media facilities.

Answer options:

- Strongly disagree
- Disagree
- Agree
- Strongly agree

Question 4.1 Please rate how strongly you agree or disagree with the following statements about community support and involvement in your school.

- a. Parents/guardians are influential decision makers in this school.
 - b. This school maintains clear, two-way communication with the community.
 - c. This school does a good job of encouraging parent/guardian involvement.
 - d. Teachers provide parents/guardians with useful information about student learning.
 - e. Parents/guardians know what is going on in this school.
 - f. Parents/guardians support teachers, contributing to their success with students.
 - g. Community members support teachers, contributing to their success with students.
 - h. The community we serve is supportive of this school.
- Strongly disagree
 - Disagree
 - Agree
 - Strongly agree

Question 5.1 Please rate how strongly you agree or disagree with the following statements about managing student conduct in your school.

- a. Students at this school understand expectations for their conduct.
- b. Students at this school follow rules of conduct.
- c. Policies and procedures about student conduct are clearly understood by the faculty.
- d. School administrators consistently enforce rules for student conduct.
- e. School administrators support teachers' efforts to maintain discipline in the classroom.
- f. Teachers consistently enforce rules for student conduct.
- g. The faculty work in a school environment that is safe.

Answer options:

- Strongly disagree
- Disagree
- Agree
- Strongly agree

Question 6.1 Please rate how strongly you agree or disagree with the following statements about teacher leadership in your school.

- a. Teachers are recognized as educational experts.
- b. Teachers are trusted to make sound professional decisions about instruction.
- c. Teachers are relied upon to make decisions about educational issues.
- d. Teachers are encouraged to participate in school leadership roles.
- e. The faculty has an effective process for making group decisions to solve problems.
- f. In this school we take steps to solve problems.
- g. Teachers are effective leaders in this school.

Answer options:

- Strongly disagree
- Disagree
- Agree

- Strongly agree

Question 6.2 Please indicate the role teachers have at your school in each of the following areas.

- a. Selecting instructional materials and resources
- b. Devising teaching techniques
- c. Setting grading and student assessment practices
- d. Determining the content of in-service professional learning programs
- e. Establishing student discipline procedures
- f. Providing input on how the school budget will be spent
- g. Selecting teachers new to this school
- h. Planning school improvement
- i. Leading professional learning
- j. Modeling instructional methods, assessments, and/or classroom management

Answer options:

- No role at all
- Small role
- Moderate role
- Large role

Question 6.5 Teachers have an appropriate level of influence on decision making in this school.

- Strongly disagree
- Disagree
- Agree
- Strongly agree

Question 7.1 Please rate how strongly you agree or disagree with the following statements about school leadership in your school.

- a. The faculty and leadership have a shared vision.
- b. There is an atmosphere of trust and mutual respect in this school.
- c. Teachers feel comfortable raising issues and concerns that are important to them.
- d. The school leadership consistently supports teachers.
- e. Teachers are held to high professional standards for delivering instruction.
- f. The school leadership facilitates using data to improve student learning.
- g. Teacher performance is assessed objectively.
- h. Teachers receive feedback that can help them improve teaching.
- i. The procedures for teacher evaluation are consistent.
- j. The school improvement team provides effective leadership at this school.
- k. The faculty are recognized for accomplishments.

Answer options:

- Strongly disagree
- Disagree
- Agree
- Strongly agree

Question 7.3 The school leadership makes a sustained effort to address teacher concerns about:

- a. Leadership issues
- b. Facilities and resources
- c. The use of time in my school
- d. Professional learning
- e. Teacher leadership
- f. Community support and involvement
- g. Managing student conduct
- h. Instructional practices and support
- i. New teacher support

Answer options:

- Strongly disagree
- Disagree
- Agree
- Strongly agree

Question 7.4 Please rate how strongly you agree or disagree with the following statements about the school council in your school.

- a. Teachers on the school council are representative of the faculty (i.e., experience, subject/grade, etc.)
- b. Parents on the school council are representative of the diversity within the school community.
- c. The school council makes decisions that positively impact instruction (i.e., curriculum, instructional practices, etc.).
- d. The school council makes decisions that positively impact school staffing and schedules.
- e. Overall, the school council provides effective leadership in this school.

Answer options:

- Strongly disagree
- Disagree
- Agree
- Strongly agree

Question 8.1 Please rate how strongly you agree or disagree with statements about professional learning in your school.

- a. Sufficient resources are available for professional learning in my school.
- b. An appropriate amount of time is provided for professional learning.
- c. Professional learning offerings are data driven.
- d. Professional learning opportunities are aligned with the school's improvement plan.
- e. Professional learning is differentiated to meet the needs of individual teachers.
- f. Decision making about professional learning is guided by evidence from the growth and effectiveness system.
- g. Professional learning deepens teachers' content knowledge.
- h. Teachers have sufficient training to fully utilize instructional technology.

- i. Teachers are encouraged to reflect on their own practice.
- j. In this school, follow up is provided from professional learning.
- k. Professional learning provides ongoing opportunities for teachers to work with colleagues to refine teaching practices.
- l. Professional learning is evaluated and results are communicated to teachers.
- m. Professional learning enhances teachers' ability to implement instructional strategies that meet diverse student learning needs.
- n. Professional learning enhances teachers' abilities to improve student learning.
- o. Teachers contribute to the planning, selection, and/or design of professional learning.

Answer options:

- Strongly disagree
- Disagree
- Agree
- Strongly agree

Question 8.2 In which of the following areas (if any) do you need professional learning to teach your students more effectively?

- a. Your content area
- b. Kentucky Academic Standards
- c. Student assessment
- d. Differentiating instruction
- e. Special education (students with disabilities)
- f. Special education (gifted and talented)
- g. English Language Learners
- h. Closing the Achievement Gap
- i. Methods of teaching
- j. Reading strategies
- k. Integrating technology into instruction
- l. Classroom management techniques

Answer options:

- Yes
- No

Question 8.3 In the past 2 years have you had 10 clock hours or more of professional learning in any of the following areas?

- a. Your content area
- b. Kentucky Academic Standards
- c. Student assessment
- d. Differentiating instruction
- e. Special education (students with disabilities)
- f. Special education (gifted and talented)
- g. English Language Learners
- h. Closing the Achievement Gap
- i. Methods of teaching

- j. Reading strategies
- k. Integrating technology into instruction
- l. Classroom management techniques

Answer options:

- Yes
- No

Question 9.1 Please rate how strongly you agree or disagree with the following statements about instructional practices and support in your school.

- a. State assessment data are available in time to impact instructional practices.
- b. Local assessment data are available in time to impact instructional practices.
- c. Teachers use assessment data to inform their instruction.
- d. Teachers work in professional learning communities to develop and align instructional practices.
- e. Provided supports (i.e., instructional coaching, professional learning communities, etc.) translate to improvements in instructional practices by teachers.
- f. Teachers are encouraged to try new things to improve instruction.
- g. Teachers are assigned classes that maximize their likelihood of success with students.
- h. Teachers have autonomy to make decisions about instructional delivery (i.e., pacing, materials and pedagogy).
- i. The curriculum taught in this school is aligned with Kentucky Academic Standards.
- j. An appropriate amount of instructional time is spent on required local assessments in this school.

Answer options:

- Strongly disagree
- Disagree
- Agree
- Strongly agree

Question 10.1 Which of the following best describes your immediate professional plans? (Select one.)

- Continue teaching at my current school
- Continue teaching in this district but leave this school
- Continue teaching in this state but leave this district
- Continue working in education but pursue an administrative position
- Continue working in education but pursue a non-administrative position
- Leave education entirely

Question 10.3 Which aspect of your teaching conditions most affects your willingness to keep teaching at your school? (Select one.)

- Time during the work day
- Facilities and resources
- Community support and involvement

- Managing student conduct
- Teacher leadership
- School leadership
- Professional learning
- Instructional practices and support

Question 10.5 Which aspect of your teaching conditions is most important to you in promoting student learning? (Select one.)

- Time during the work day
- Facilities and resources
- Community support and involvement
- Managing student conduct
- Teacher leadership
- School leadership
- Professional learning
- Instructional practices and support

Question 10.6 Overall, my school is a good place to work and learn.

- Strongly disagree
- Disagree
- Agree
- Strongly agree

Question 10.7 At this school, we utilize the results from the TELL Kentucky Survey as a tool for school improvement.

- Strongly disagree
- Disagree
- Agree
- Strongly agree

Question 11.1 As a beginning teacher, I have received the following kinds of supports during this current school year.

- a. Formally assigned resource teacher/mentor
- b. Seminars specifically designed for new teachers
- c. Reduced workload
- d. Common planning time with other teachers
- e. Release time to observe other teachers
- f. Formal time to meet with mentor during school hours
- g. Orientation for new teachers
- h. Access to professional learning communities where I could discuss concerns with other teacher(s)
- i. Regular communication with principals, other administrator or department chair
- j. Participation in the KTIP program
- k. Other
- l. I received no additional support as a new teacher.

Answer options:

- Yes
- No

Question 11.2 On average, how often did you engage in each of the following activities with your resource teacher/mentor during this current school year?

- Developing lesson plans
- Being observed teaching by my resource teacher/mentor
- Observing my resource teacher's/mentor's teaching
- Analyzing student work
- Reviewing results of students' assessments
- Addressing student or classroom behavioral issues
- Reflecting on and discussing the effectiveness of my teaching
- Aligning my lesson planning with the state curriculum and local curriculum
- Other

Answer options:

- Never
- Less than once per month
- Once per month
- Several times per month
- Once per week
- Almost daily

Question 11.3 How much did the support you received from your resource teacher/mentor influence your practice in the following areas during this current school year?

- Instructional strategies
- Subject matter I teach
- Classroom management strategies
- Using data to identify student needs
- Differentiating instruction based upon individual student needs and characteristics
- Creating a supportive, equitable classroom where differences are valued
- Enlisting the help of family members, parents and/or guardians
- Working collaboratively with other teachers at my school
- Connecting with key resource professionals (e.g., coaches, counselors, etc.)
- Complying with policies and procedures
- Completing administrative paperwork
- Providing emotional support
- Other

Answer options:

- Not at all
- Hardly at all
- Some
- Quite a bit

- A great deal

Question 11.4 Please indicate whether each of the following were true for you and your resource teacher/mentor during this current school year.

- a. My resource teacher/mentor and I were in the same building.
- b. My resource teacher/mentor and I taught in the same content area.
- c. My resource teacher/mentor and I taught the same grade level.

Answer options:

- Yes
- No

Question 11.5 Overall, the additional support I received as a new teacher during this current school year improved my instructional practice.

- Strongly disagree
- Disagree
- Agree
- Strongly agree

Question 11.6 Overall, the additional support I received as a new teacher during this current school year has helped me to impact my students' learning.

- Strongly disagree
- Disagree
- Agree
- Strongly agree

Question 11.7 Overall, the additional support I received as a new teacher during this current school year has been important in my decision to continue teaching at this school.

Strongly disagree

- Disagree
- Agree
- Strongly agree

<https://tellkentucky.org/results/report/543/166526>

¹ New Teacher Center. *Results*. 2017 Web.

Appendix F

Praxis II Test Results By Assessment Type

Kentucky requires teachers to pass the Praxis II exam to demonstrate specific content knowledge, instructional skills and pedagogy. Teachers can take the test multiple times, if needed, in order to get a passing score. Table F.1 below includes each of the Praxis II assessment types, the number of test takers for each test, what percentage of test takers that test accounts for relative to all test takers, and the average pass rate by assessment. The pass rates range from a low of 33 percent in Japanese: World Language to 100 percent.

Table F.1
Praxis II Test Takers By Assessment Type
School Years 2018 To 2023

Praxis Test	Number Of Test Takers	Percent Of Test Takers	Pass Rate
Agriculture	208	0.41%	97%
Art: Content and Analysis	239	0.47	90
ASL Proficiency Interview	3	0.01	67
Biology: Content Knowledge	412	0.82	98
Business Education: Content Knowledge	182	0.36	98
Chemistry	1	0.00	100
Chemistry: Content Knowledge	176	0.35	86
Chinese (Mandarin): World Language	11	0.02	100
Early Childhood: Content Knowledge	59	0.12	92
Earth and Space Sciences: Content Knowledge	57	0.11	86
Education of Young Children	21	0.04	86
Elementary Education: Mathematics	5,872	11.62	96
Elementary Education: Reading and Language Arts	5,904	11.68	97
Elementary Education: Science	5,884	11.64	95
Elementary Education: Social Studies	5,873	11.62	94
English Language Arts Content and Analysis	895	1.77	94
English to Speakers of Other Languages	670	1.33	99
Family and Consumer Sciences	77	0.15	96
French: World Language	16	0.03	69
German: World Language	8	0.02	100
Gifted Education	366	0.72	96
Health and Physical Education: Content Knowledge	264	0.52	92
Health Education	95	0.19	94
Interdisciplinary Early Childhood Education	750	1.48	97
Japanese: World Language	3	0.01	33
Latin	4	0.01	75
Library Media Specialist	407	0.81	96
Mathematics	260	0.51	83
Mathematics: Content Knowledge	452	0.89	62
Middle School English Language Arts	769	1.52	84
Middle School Mathematics	906	1.79	91
Middle School Science	659	1.3	87
Middle School Social Studies	752	1.49	94

Praxis Test	Number Of Test Takers	Percent Of Test Takers	Pass Rate
Music: Content and Instruction	553	1.09	92
Music: Content Knowledge	14	0.03	79
Music: Instrumental and General Knowledge	62	0.12	97
Music: Vocal and General Knowledge	26	0.05	96
Physical Education: Content and Design	395	0.78	88
Physical Education: Content Knowledge	21	0.05	90
Physics: Content Knowledge	81	0.16	83
Principles of Learning and Teaching: Grades 5-9	1,816	3.59	99
Principles of Learning and Teaching: Grades 7-12	3,135	6.2	99
Principles of Learning and Teaching: Grades K-6	5,919	11.71	99
Reading Specialist	372	0.74	91
School Psychologist	159	0.31	100
Social Studies: Content and Interpretation	900	1.78	90
Social Studies: Content Knowledge	34	0.07	91
Spanish: World Language	212	0.42	69
Special Education: Core Knowledge and Applications	322	0.64	99
Special Education: Core Knowledge and Mild to Moderate Applications	2,843	5.63	98
Special Education: Core Knowledge and Severe to Profound Applications	564	1.12	100
Special Education: Education of Deaf and Hard of Hearing Students	71	0.14	92
Special Education: Teaching Students with Visual Impairments	64	0.13	98
Speech Communication: Content Knowledge	2	0.00	100
Speech-Language Pathology	637	1.26	98
Teaching Reading	24	0.05	100
Teaching Reading: K-12	11	0.02	100
Technology Education	10	0.02	100
Theatre (Computer)	35	0.07	94

Note: Duplicates were removed. If a test taker took a test prior to July 1, 2018 then their subsequent tests were removed from the data set to ensure these were first time test takers in the data.

Source: Praxis II data provided by the Kentucky Department of Education.

Appendix G

OEA Survey Additional Data

2023 OEA Superintendent Survey

The OEA Superintendent Survey was sent to 171 superintendents. The response rate was 92.4 percent with 158 superintendents responding. OEA staff analyzed data from the Kentucky Department of Education and determined that of the 171 superintendents in Kentucky, 53 percent had 5 years or fewer of service as a superintendent, 33 percent had between 6 to 10 years of service years of service as a superintendent, and the average years of service was 6 years. Table G.1 shows the number and percent of superintendents by years of experience.

Table G.1
Superintendents' Years Of Experience
SY 2023

Experience Category	Number	Percent
1 to 5	90	53%
6 to 10	56	33
11 to 15	20	12
More than 15	5	3
Total	171	100

Source: Staff compilation of data from The Kentucky Department of Education

Note: Numbers do not total 100 percent due to rounding.

2023 OEA Principal Survey

OEA sent a survey concerning staffing shortages to 1,151 principals, of which 581 responded. The response rate was 50.5 percent representing 84.8 percent of districts. Principals reported their number of years serving as principal, as shown in Table G.2. The average number of years total as a principal was 6.7 and the average number of years as a principal at their school was 5 years. More than half had 5 or fewer total years of experience as a principal and many respondents reported they had experience as an assistant principal before becoming a principal.

Table G.2
Principals' Years Of Experience
SY 2023

Experience Category	Number	Percent
0 to 5 Years	303	52%
5 to 10 Years	162	28
10 to 15 Years	70	12
15 to 20 Years	32	6
More than 20 Years	14	2
Total	582	

Source: Staff compilation of data from the OEA 2023 principal survey.

Principals' Reports Of Applicants. Table X.3 shows principals' reports of generally enough or an abundance of satisfactory applicants and principals reports of subjects for which there were about the same, more or considerably more applicants compared to the past five years.

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Table G.3
Satisfactory Applicants, Positive Responses
SY 2023 And SY 2019

Subject	Generally Enough Or An Abundance Of Satisfactory Applicants 2019	Generally Enough Or An Abundance Of Satisfactory Applicants, 2023	About The Same, More, Or Considerably More Applicants Compared To Past Five Years, 2019	About The Same, More, Or Considerably More Applicants Compared To Past Five Years, 2023
Elementary School				
Elementary education	59.9%	34.6%	57.7%	16.9%
Middle School				
English	40.2	20.4	46.9	15.2
Math	22.3	8.3	33.6	10.2
Science	18.6	6.8	30.5	11.8
Social studies	49.5	22.5	52.0	16.3
High School				
Biology	13.4	3.9	33.0	6.0
Chemistry	2.9	0.0	16.9	3.0
Earth science	20.5	5.0	33.3	8.3
English	46.4	24.2	55.2	17.4
Health science	32.0	10.6	45.6	14.8
Information technology	15.5	6.2	39.7	15.1
Math	11.0	5.2	17.8	8.6
Media arts	21.4	11.5	45.3	19.8
Physics	3.6	2.5	18.9	7.8
Social studies	65.7	32.6	66.7	26.1
Any grade				
Art	34.5	27.4	53.4	25.5
English as a second language	12.5	14.5	38.9	25.2
Exceptional child	27.9	15.7	44.5	15.9
Gifted and talented	25.1	27.3	45.3	27.6
Music	37.2	30.3	56.5	28.0
Physical education	53.8	45.9	61.0	36.1
World languages	10.3	7.1	32.7	16.4
Any level, support staff				
School counselors	n/a	38.3	n/a	27.8
Library and media specialists	n/a	52.7	n/a	26.8
Tutors/interventionists	n/a	29.8	n/a	27.9

Source: OEA 2023 Survey.

Teacher Recruitment Strategies. The OEA principal survey asked principals to select the strategies their school/district used to recruit teachers. Results are shown in Table G.4.

Table G.4
Strategies To Recruit Teachers
SY 2023

Strategy	Percent	Number
Hire alternatively certified teachers	86%	466
Hire emergency certified teachers	83	449
Advertise on social media	76	411
Hire retired teachers	73	394
Visit college job fairs	61	332
Recruit from the local community	59	320
Provide internal teacher mentoring programs	49	265
Recruit high school students to enter the teaching profession	48	258
Host district job fairs	43	233
Hire Teach for Kentucky teachers	18	97
Recruit nationally	15	84
District pays for teacher background checks	15	81
Offer scholarships or tuition reimbursement	14	75
Extra pay for teachers working in a CSI school	12	65
Offer teacher residency programs	9	47
Extra pay for teachers working in an underserved school	8	46
District pays for teacher physicals	5	28
Help pay off student loans	4	21
District pays for teacher certification renewals	1	7
Offer affordable housing	1	6
Total answered		542

Source: 2023 OEA principal survey.

Teacher Mentoring, Recruitment And Retention

Superintendents and principals were asked questions about teacher mentoring, recruitment, and retention.

Mentoring Of Teachers. Superintendents were asked if their district had a teacher mentoring program and, if so, how often their mentoring program provided mentoring tasks. Most superintendents (88 percent) reported their district had a teacher mentoring program. Superintendents' reports of the frequency of mentoring tasks are shown in Table G.5.

Table G.5
Frequency Of District Teacher Mentoring Tasks, 2023

Mentoring Task	Almost Daily	Once Per Week	Several Times Per Month	Once Per Month	Less Than Once Per Month	Never
Developing lesson plans	3%	19%	32%	31%	13%	2%
Being observed by a resource/mentor teacher	1	3	26	36	33	2
Observing a resource teacher/mentor	1	3	20	34	42	1
Analyzing student work	4	17	31	36	13	0
Reviewing results of students' assessments	2	14	42	30	12	0
Addressing student or classroom behavioral issues	7	17	39	25	12	0
Reflecting on and discussing the effectiveness of teachers' teaching	4	14	37	34	10	0
Aligning lesson plans with state curriculum and local curriculum	4	17	32	29	17	0

Source: 2023 OEA superintendent survey.

Barriers To Teacher Recruitment And Retention. Chapter 2 discusses barriers to teacher recruitment and retention reported by superintendents and principals on the OEA surveys. Table G.6 shows the barriers to teacher recruitment reported by superintendents and Table G.7 shows the barriers to teacher recruitment reported by principals. Table G.8 shows the barriers to teacher retention reported by superintendents and Table G.9 shows the barriers to teacher retention reported by principals.

Table G.6
Barriers To Teacher Recruitment
Reported By Superintendents, 2023

	Extreme Barrier	Moderate Barrier	Minimal Barrier	Not A Barrier
Geographic location	15.6%	33.8%	26.0%	24.7%
Salary insufficient compared to other districts	20.8	26.0	33.8	19.5
Salary insufficient compared to private industry	44.2	27.9	32.5	27.9
Benefits insufficient compared to private industry	16.9	22.7	32.5	27.9
Lack of qualified candidates	72.7	20.8	3.9	2.6
Student behavior	7.8	16.9	43.5	31.8

Source: OEA 2023 superintendent survey.

Table G.7
Barriers To Teacher Recruitment
Reported By Principals, 2023

	Extreme Barrier	Moderate Barrier	Minimal Barrier	Not A Barrier	Number Of Respondents
Geographic location	12.3%	30.3%	27.8%	29.6%	544
Salary insufficient compared to private industry	31.1	27.5	23.3	18.1	546
Benefits insufficient compared to private industry	15.8	24.7	29.9	29.7	546
Salary insufficient compared to other districts	19.6	29.3	26.7	24.5	547
Lack of qualified candidates, in general	33.9	41.6	18.5	6.0	546
Lack of qualified candidates, in particular subjects	39.3	36.3	14.9	9.5	545
Student behavior	13.4	25.9	30.0	30.7	544
Lack of respect from administrators	1.8	8.6	21.0	68.6	544
Lack of respect for teachers from parents	12.8	25.3	32.1	29.7	545
Lack of respect for teachers from local community	5.9	18.5	33.2	42.4	545
Lack of respect for teachers from society	17.6	28.1	29.8	24.4	544

Source: OEA 2023 principal survey.

Table G.8
Barriers To Teacher Retention As Reported By Superintendents
SY 2023

Barrier	Extreme Barrier	Moderate Barrier	Minimal Barrier	Not A Barrier
Geographic location	11.7%	28.6%	28.6%	31.2%
Community and local support	3.3	11.8	35.9	49.0
Salary insufficient compared to other districts	18.8	31.2	29.9	20.1
Salary insufficient compared to private industry	42.2	29.2	16.9	11.7
Benefits insufficient compared to private industry	18.8	21.4	30.5	29.2
Lack of qualified candidates	36.4	34.4	18.2	11.0
Student behavior	7.8	20.1	40.9	31.2
Work-life balance	12.4	19.0	45.1	23.5

Source: OEA 2023 superintendent survey.

Table G.9
Barriers To Teacher Retention As Reported By Principals
SY 2023

Barrier	Extreme Barrier	Moderate Barrier	Minimal Barrier	Not A Barrier	Number Of Respondents
Geographic location	7.9%	20.4%	34.0%	37.7%	544
Community and local support	2.8	16.2	38.5	42.5	543
Salary insufficient compared to private industry	24.1	25.0	26.5	24.4	544
Benefits insufficient compared to private industry	15.3	21.6	32.7	30.4	542
Salary insufficient compared to other districts	19.2	24.7	28.2	28.0	543
Lack of qualified candidates, in general	23.1	33.0	27.1	16.8	542
Lack of qualified candidates, in particular subjects	27.6	28.9	23.1	20.4	540
Student behavior	12.4	23.1	32.0	32.5	541
Lack of respect for teachers from administrators	2.2	4.8	22.7	70.3	543
Lack of respect for teachers from parents	10.1	20.3	36.1	33.5	543
Lack of respect for teachers from local community	5.9	14.9	36.1	43.1	543
Lack of respect for teachers from society	13.8	23.4	32.2	30.6	543
Work-life balance	18.5	33.9	31.7	15.9	540
Continuing education	4.6	19.1	40.3	35.9	538

Source: OEA 2023 principal survey.

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Appendix H

2022 Teacher Recruitment and Retention Laws

Table H.1 shows the laws that relate to teacher recruitment and retention, how many states have those laws and whether KY has a law related to that topic.

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Table H.1
Teacher Recruitment And Retention Laws
By State And Applicable Kentucky Law
School Year 2023.

Teacher Recruitment And Retention Laws	States With Laws	Kentucky's Law
State requires pathway, program or incentive to recruit high school students into the teaching profession in statute or regulation.	32	Statute requires the department of education to develop a teacher recruitment plan that includes an early recruitment program to inform middle and high school students about the potential of a teaching career. The state education agency also awarded grant funding to ten school districts to establish grow your own programs and students may complete a teaching and learning career pathway in high school.
States create or support teacher residency programs in statute or regulation	22	Statute establishes an alternative certification option that allows a teacher to become certified through a residency program. State policy requires the residency program to be established through an approved partnership between a postsecondary institution and a school district.
State offers a pathway, program or incentive through statute or regulation to recruit paraprofessionals into the teaching profession.	26	Statute requires the department of education to develop a teacher recruitment plan that includes a program encouraging paraprofessionals to become teachers. Statute also permits colleges and universities to partner with school districts to establish alternative certification programs for paraprofessionals in the district with the approval of the education professional standards board.
State requires induction and mentoring support for new teachers.	31	Not identified in state policy. However, statute allows a school district to provide mentorship for one year to new teachers that completed the preparation program but did not complete the necessary assessments.
Does the state require or encourage reduced teaching loads for new and/or mentor teachers?	30	No
State requires an established portion of a teacher's workday/work week be designated exclusively for teacher planning	14	Teachers must be provided additional time for nonteaching activities during the school day, including instructional planning. No time requirements are specified.
States offer a teacher leader license or endorsement	19	The state offers a Teacher Leader certification.
Statute establishes minimum teacher pay	25	The state has a minimum teacher salary schedule based on years of teaching experience and licensure rank.
Statute defines at least one statewide scholarship or grant program to help recruit teachers for underserved schools and/or shortage subject areas	39	Teacher scholarships for eligible persons agreeing to render qualified teaching service in Kentucky and District teacher certification loan fund.

Source: Staff compilation of data from ECS

Appendix I

Change In School District Starting Salaries School Year 2014 To 2023

Table I.1
School District Starting Salaries
By District
School Year 2014 And 2023

District	2014	2023	Difference	Percent Change
Adair County	\$33,301	\$38,000	\$4,699	14%
Allen County	35,901	39,249	3,348	9
Anchorage Independent	38,544	43,097	4,553	12
Anderson County	34,436	38,789	4,353	13
Ashland Independent	34,875	36,831	1,956	6
Augusta Independent	35,615	39,703	4,088	11
Ballard County	34,285	37,948	3,663	11
Barbourville Independent	33,289	36,756	3,467	10
Bardstown Independent	38,656	42,893	4,237	11
Barren County	35,119	40,560	5,441	15
Bath County	33,955	36,238	2,283	7
Beechwood Independent	38,472	41,692	3,220	8
Bell County	31,478	34,739	3,261	10
Bellevue Independent	37,035	41,830	4,795	13
Berea Independent	35,546	40,229	4,683	13
Boone County	37,452	42,786	5,334	14
Bourbon County	34,256	38,930	4,674	14
Bowling Green Independent	35,362	41,200	5,838	17
Boyd County	33,492	39,092	5,600	17
Boyle County	35,606	42,941	7,335	21
Bracken County	34,775	37,616	2,841	8
Breathitt County	36,325	38,422	2,097	6
Breckinridge County	36,581	40,785	4,204	11
Bullitt County	36,440	42,066	5,626	15
Burgin Independent	33,452	38,401	4,949	15
Butler County	34,673	38,447	3,774	11
Caldwell County	35,027	37,921	2,894	8
Calloway County	35,325	40,110	4,785	14
Campbell County	36,933	41,274	4,341	12
Campbellsville Independent	35,006	38,658	3,652	10
Carlisle County	34,452	36,930	2,478	7
Carroll County	37,450	41,155	3,705	10
Carter County	33,946	38,424	4,478	13
Casey County	34,237	37,808	3,571	10
Caverna Independent	36,366	42,488	6,122	17
Christian County	36,780	38,996	2,216	6

District	2014	2023	Difference	Percent Change
Clark County	34,760	39,137	4,377	13
Clay County	34,017	38,113	4,096	12
Clinton County	34,259	36,003	1,744	5
Cloverport Independent	33,916	36,358	2,442	7
Corbin Independent	35,564	40,648	5,084	14
Covington Independent	37,371	42,054	4,683	13
Crittenden County	35,103	38,760	3,657	10
Cumberland County	33,945	37,726	3,781	11
Danville Independent	37,400	42,726	5,326	14
Daviess County	37,281	41,578	4,297	12
Dawson Springs Independent	33,007	34,004	997	3
Dayton Independent	35,217	42,148	6,931	20
East Bernstadt Independent	35,974	41,105	5,131	14
Edmonson County	34,223	35,256	1,033	3
Elizabethtown Independent	36,416	40,616	4,200	12
Elliott County	32,752	35,550	2,798	9
Eminence Independent	33,641	38,000	4,359	13
Erlanger-Elsmere Independent	35,805	41,508	5,703	16
Estill County	35,990	39,347	3,357	9
Fairview Independent	33,792	39,354	5,562	16
Fayette County	40,346	44,106	3,760	9
Fleming County	34,331	36,369	2,038	6
Floyd County	36,482	40,080	3,598	10
Fort Thomas Independent	38,534	41,946	3,412	9
Frankfort Independent	35,500	38,814	3,314	9
Franklin County	34,781	40,560	5,779	17
Fulton County	33,474	37,167	3,693	11
Fulton Independent	34,401	39,074	4,673	14
Gallatin County	34,626	39,736	5,110	15
Garrard County	35,534	38,463	2,929	8
Glasgow Independent	35,799	38,373	2,574	7
Grant County	34,933	37,074	2,141	6
Graves County	35,958	39,674	3,716	10
Grayson County	35,323	37,843	2,520	7
Green County	34,572	38,172	3,600	10
Greenup County	33,734	37,829	4,095	12
Hancock County	36,224	40,160	3,936	11
Hardin County	36,742	41,672	4,930	13
Harlan County	33,506	36,968	3,462	10
Harlan Independent	33,685	35,730	2,045	6
Harrison County	33,842	39,937	6,095	18
Hart County	35,350	37,510	2,160	6
Hazard Independent	35,732	39,650	3,918	11
Henderson County	34,163	41,600	7,437	22
Henry County	34,776	37,646	2,870	8
Hickman County	34,416	37,944	3,528	10
Hopkins County	35,243	38,885	3,642	10
Jackson County	34,926	38,158	3,232	9

District	2014	2023	Difference	Percent Change
Jackson Independent	32,966	35,150	2,184	7
Jefferson County	40,118	44,853	4,735	12
Jenkins Independent	35,191	39,619	4,428	13
Jessamine County	35,057	42,446	7,389	21
Johnson County	36,010	38,974	2,964	8
Kenton County	39,637	45,772	6,135	15
Knott County	36,233	40,008	3,775	10
Knox County	32,653	36,756	4,103	13
LaRue County	37,473	40,156	2,683	7
Laurel County	35,972	40,887	4,915	14
Lawrence County	34,189	36,832	2,643	8
Lee County	35,326	38,213	2,887	8
Leslie County	34,932	36,314	1,382	4
Letcher County	36,223	39,600	3,377	9
Lewis County	34,962	37,947	2,985	9
Lincoln County	34,867	38,492	3,625	10
Livingston County	35,333	39,795	4,462	13
Logan County	35,500	38,055	2,555	7
Ludlow Independent	37,635	41,824	4,189	11
Lyon County	35,492	39,781	4,289	12
Madison County	35,850	40,545	4,695	13
Magoffin County	35,074	37,218	2,144	6
Marion County	35,809	41,341	5,532	15
Marshall County	36,726	42,179	5,453	15
Martin County	35,112	38,739	3,627	10
Mason County	37,000	39,484	2,484	7
Mayfield Independent	36,123	40,085	3,962	11
McCracken County	36,672	42,297	5,625	15
McCreary County	35,198	37,727	2,529	7
McLean County	33,022	40,005	6,983	21
Meade County	34,458	40,222	5,764	17
Menifee County	33,171	37,752	4,581	14
Mercer County	35,414	40,656	5,242	15
Metcalfe County	34,179	36,274	2,095	6
Middlesboro Independent	33,845	36,998	3,153	9
Monroe County	33,438	38,003	4,565	14
Montgomery County	35,593	38,344	2,751	8
Morgan County	34,645	37,925	3,280	9
Muhlenberg County	36,426	38,670	2,244	6
Murray Independent	36,010	39,770	3,760	10
Nelson County	36,561	42,512	5,951	16
Newport Independent	36,502	42,109	5,607	15
Nicholas County	33,304	37,852	4,548	14
Ohio County	37,253	40,324	3,071	8
Oldham County	35,154	38,414	3,260	9
Owen County	33,650	38,123	4,473	13
Owensboro Independent	37,481	42,216	4,735	13
Owsley County	32,500	36,532	4,032	12

District	2014	2023	Difference	Percent Change
Paducah Independent	37,863	42,008	4,145	11
Paintsville Independent	35,870	38,831	2,961	8
Paris Independent	33,646	40,000	6,354	19
Pendleton County	33,889	39,938	6,049	18
Perry County	34,833	38,620	3,787	11
Pike County	37,250	39,922	2,672	7
Pikeville Independent	39,260	43,343	4,083	10
Pineville Independent	32,797	35,498	2,701	8
Powell County	33,666	35,731	2,065	6
Pulaski County	34,857	37,735	2,878	8
Raceland-Worthington Independent	34,936	36,896	1,960	6
Robertson County	33,069	37,270	4,201	13
Rockcastle County	35,405	38,703	3,298	9
Rowan County	33,992	37,533	3,541	10
Russell County	33,986	38,829	4,843	14
Russell Independent	36,874	39,922	3,048	8
Russellville Independent	35,030	38,229	3,199	9
Science Hill Independent	36,703	38,567	1,864	5
Scott County	35,783	40,329	4,546	13
Shelby County	36,031	39,573	3,542	10
Simpson County	36,205	41,991	5,786	16
Somerset Independent	35,859	40,394	4,535	13
Southgate Independent	34,282	39,655	5,373	16
Spencer County	37,172	41,657	4,485	12
Taylor County	35,210	38,050	2,840	8
Todd County	33,666	36,089	2,423	7
Trigg County	35,991	39,547	3,556	10
Trimble County	35,499	37,265	1,766	5
Union County	33,922	38,079	4,157	12
Walton-Verona Independent	36,789	41,615	4,826	13
Warren County	35,418	40,277	4,859	14
Washington County	35,785	41,301	5,516	15
Wayne County	34,218	37,232	3,014	9
Webster County	33,241	36,206	2,965	9
Whitley County	34,803	38,420	3,617	10
Williamsburg Independent	33,378	35,418	2,040	6
Williamstown Independent	34,178	36,440	2,262	7
Wolfe County	34,685	39,051	4,366	13
Woodford County	36,236	39,830	3,594	10

Source: Staff analysis of data from the Kentucky Department of Education.

Appendix J

Classified Job Descriptions and Overall Staffing Categories

The commissioner of education establishes job classifications and minimum qualifications for classified job descriptions. Districts are to use these job descriptions when they hire classified staff at the district level. Each job description has a job class code to use when setting up employees in the MUNIS payroll system. By October 1 of each year, districts submit classified and certified staffing data to the Kentucky Department of Education. The information submitted includes data on each active employee such as the employee ID, position held, salary, days and hours employed. KDE then takes this data and compiles it based on the submission requirements from the U.S. Department of Education. During a sample review of this data, OEA found some errors in how KDE is coding the data. Table J.1 below includes some possible coding issues.

Staff Not Being Reported To NCES

The classified and professional staffing data (CSD and PSD) files submitted to KDE only include direct hire employees by the district and do not include contract staff employed by another entity that is contracted to provide work that is part of the district's regular operations. Examples may include bus drivers, school nurses, psychologists, physical therapists, custodians, and vocational teachers working in state run vocational schools. Another type of staff that are currently excluded are the school security staff that are contracted with the local law enforcement. Data for these workers should be reported to the National Center for Education Statistics (NCES) as part of KDE's routine data submission. As of 2023, data for contract staff are not included in KDE's submission to NCES.

Misclassification Of Employees

Currently KDE is reporting all high school teachers as secondary teachers. However, if a teacher has a classroom of students that are not in the same grade, then that teacher should be reported as an ungraded teacher. KDE is currently coding all alternative school teachers as elementary and/or secondary teachers instead of as ungraded teachers. There are some classified jobs coded to school counselors or directors. This is currently not appropriate since only certified staff should be coded as counselors and directors.

Job Description Not Matching Department Of Ed Staffing Categories In The FS059 – Staff FTE File Specifications

KDE is currently coding Chief Information Officers (CIOs) to a local education agency (LEA) administrative staff support position. To be classified as LEA administrative staff support a staff member must provide direct support to LEA administrators, business office support, data processing, secretarial and other clerical staff. The CIO job description should be classified as an LEA Administrator, which includes superintendents, deputy superintendents, assistant superintendent, and other persons with district-wide responsibilities (e.g., accountants, auditors, business managers, facilities managers, technology or information system administrators, or

supervisors of transportation, food services, or security). With this definition, not only should KDE be coding the CIO as an LEA administrator, other jobs, such as staff attorneys, maintenance supervisors, transportation managers, directors of special education, directors of federal programs, and others should also be coded as LEA administrators.

Incorrect Education And Experience

Two instructional assistant job class codes, 7318 and 7320, both allow for any combination of a high school diploma, GED or demonstrated progress toward obtaining a GED; however, according to KRS 161.044(1) these positions are required to have a high school diploma or GED. Nothing allows for these positions to be working toward a GED. In addition, there is nothing in the job descriptions that require an instructional assistant who works in a Title I school to have an associate's degree or pass the KDE approved Kentucky Paraprofessionals Assessment (KPA) test, which are required to work as an instructional aide in a Title I school.

Job Descriptions Need Updating

Some job descriptions are out of date. The textbook services supervisor's job description says to file claims for reimbursement with the state department of education and to learn the state textbook program, which doesn't exist anymore. In addition, none of the instructional assistant descriptions mandates passing the Kentucky Paraeducator Assessment (KPA) required by any instructional assistant working in a Title I school. And finally, there are no job descriptions for school resource officer or special law enforcement officer as required by KRS 158.4415 and KRS61.900.

Table J.1
Classified Job Descriptions Issues
By Job Class Code and Job Title
School Year 2023

Job Class Code	Job Title	Current Coding Area	Comment
7100	Staff Attorney	District Administrative Support Staff	The assistant general counsel is considered to be district administration, but the staff attorney is included in administrative support.
7481	Assistant General Counsel	District Administration	It is not clear why this position is not included in administrative support.
7488 - 7493	Family Resource Coordinator	School administration	The 7493-job description only requires a high school diploma or GED and does not meet the definition of professional staff. Professional is defined in FS059 as requiring a bachelor's degree or higher that includes coursework in the profession; usually requires certification or licensing of credentials by the state education agency. In addition, to be included as a school administrator, staff members should supervise school operations, assign duties to staff members, and coordinate school instructional activities, which these positions do not.
7466-7468	School Food Service Director	Student support services staff (w/o psychology)	Should be LEA Administration. All of the food service directors require a bachelor degree or equivalent.
7501	Chief Information Officer, CIO	District Administrative Support Staff	These positions should be LEA Administration.
7902	Transportation Manager	Student support services staff (w/o psychology)	Should be LEA administrators
7464-7465	Director II and I	School administration	Neither of these jobs require a bachelor's degree per the definition of professional defined in FS059. In addition, per CSD's there are 117 FTE staff working at the district level, but are coded here at the school level.
0050	Director of Exceptional Child	Instructional coordinators and supervisors to the staff	Should be LEA administrators.
0060	Director of Federal Programs	Instructional coordinators and supervisors to the staff	Should be LEA administrators.

Job Class Code	Job Title	Current Coding Area	Comment
7318 and 7320	Instructional Assistants II and I	Paraeducator	Allows to work toward a GED, which is not allowed in these positions. No requirements for paraeducators in Title I schools.
7321	Instructional Assistant-High School	Paraeducator	Requires a 2-year degree. Does not allow for the KPA test. Unsure if this means all high school instructional assistants must meet these guidelines or can they hire a I or II instructional assistant.
7348	Camp Counselor	GUI	This job description only requires a high school diploma or GED and does not meet the definition of professional staff. Professional is defined in FS059 as requiring a bachelor's degree or higher that includes course work in the profession; usually requires certification or licensing of credentials by the state education agency.
None	Head Start Teacher	Currently doesn't exist	It is unclear which classified job description a head start teacher should be coded to. According to the FS059 specification, these positions should be coded to pre-kindergarten teachers and specifically says to include head start teachers. Currently, KDE only has preschool teachers coded here.
7166	Treasurer	District Support	Per KRS 160.560, the treasurer is hired by the local board of education. The job description does not say that the treasurer reports to the board of education. In addition, the job description says supervisory duties, but if they are hired by the board there will be no one to supervise.
7183	Funding Services Specialist	School Support	Job description says these positions supervise personnel and act as a liaison for bi-weekly payroll reporting and distribution of checks for the total program staff and assist principal with administrative components of the total school program.
7822-7823	Law Enforcement/Investigator	Security law enforcement	These need to be changed for a school resource officer and special law enforcement officer. Job descriptions and education requirements need to be changed as well.

Note: LEA= local education agency (school district).

Source: Kentucky. Department of Education. *Classified Code Listing*. March 26, 2019. Web.

Appendix K

Classified Job Classifications

As shown in Table K.1, instructional classified staff comprise 30 percent of all classified staff. Instructional classified staff include instructional aides; monitors; child development staff; and specialists, such as interpreters and bilingual staff. Transportation staff comprise almost 19 percent of the total classified staff; jobs in the transportation sector include bus drivers, bus monitors, and vehicle maintenance staff. Food service staff comprise 15 percent of classified staff; food service workers include field include cooks/bakers, food service assistants, and managerial staff.

Table K.1
Percent Of Classified Jobs By Job Classification;
SY 2023

Job Classification	Percent Of Jobs
Food Service	15%
Health	3
Instructional	30
Maintenance	3
Management	3
Operations	10
Secretarial/Clerical	9
Transportation	19
Other	8

Source: Staff compilation of data from data provided by the Kentucky Department of Education.

Other staff makes up 8 percent of the total classified jobs. As shown in Table K.2 below, fiscal jobs make up a little over 2 percent of this classification and include jobs such as the finance officer, accounting clerks, payroll clerks, and auditors. The next largest group of other classified jobs are in the management information systems or MIS for short. This group of workers make up 1.7 percent of the total other classified jobs.

Table K.3 shows the change in other classified jobs over the last five years. Library and media staff had the biggest loss of classified employees, losing 32.56 jobs. In addition, during the last 5 years, student services gained an additional 218 jobs. Student service jobs include classified positions for social workers, migrant recruiters, and attendance staff.

Table K.2
Percent Of “Other” Jobs By Job Classification
School Year 2023

Other Classification	Percent Of Jobs
Communications	0.2%
Fiscal	2.3
Library/Media	0.3
MIS	1.7
Personnel	0.4
Purchasing	0.1
Security/Law Enforcement	1.1
Student Services	1.5
Warehouse	0.2
Total	8.0

Note: MIS = management information systems.
“Other” jobs comprise 8 percent of all classified job positions.

Source: Staff compilation of data from data provided by the Kentucky Department of Education

Table K.3
Changes In Other Classified Jobs By Job Classification
From SY 2019 To 2023

Other Classification	Difference
Communications	5.57
Fiscal	-2.67
Library/Media	-32.56
MIS	60.38
Personnel	17.78
Purchasing	-2.71
Security/Law Enforcement	173.42
Student Services	217.79
Warehouse	0.10
Total	437.10

Note: MIS = management information systems.
“Other” jobs comprise 8 percent of all classified job positions.

Source: Staff compilation of data from data provided by the Kentucky Department of Education

Appendix L

Paraeducator Assessment For Paraeducators in Title I Schools

Paraeducators working in a Title I school have to meet the following federal law qualifications:

- Completed at least 2 years of study at an institution of higher education;
- Obtained an associate's (or higher) degree; or
- Met a rigorous standard of quality and can demonstrate, through a formal State or local academic assessment:
 - knowledge of, and the ability to assist in instructing, reading, writing, and mathematics; or
 - knowledge of, and the ability to assist in instructing, reading readiness, writing readiness, and mathematics readiness, as appropriate.

Table L.1 displays what other states require for paraeducators in Title I school. There are several different assessments that are allowed to meet the federal requirement. Those assessment include the ParaPro, WorkKeys, and locally developed assessments. Kentucky currently requires Title I paraeducators who do not meet the educational requirement to pass the Kentucky Paraeducator Assessment.

Table L.1
Paraeducator Required Assessment
By State
School Year 2023

State	Required Assessment
Alabama	ACT® WorkKeys®: Level 3 or higher (Applied Math, Workplace Documents, Business Writing)
Alaska	1) ETS ParaPro Assessment (459); 2) Higher Education Learning Profile: range of 41-55 percent; 3) Master Teacher, Inc. (Paraeducator) Online Training and Assessments: range of 65-70 percent; 4) ACT® WorkKeys®: range of 3-4 5) Basic Competency Exam (BCE): scores under 4.
Arizona	1) ETS ParaPro Assessment (459) 2) Master Teacher's ParaEducator PD Now!* 3) ACT® WorkKeys® (Writing, Applied Mathematics & Reading for Information)* *passing score not specified
Arkansas	ETS ParaPro Assessment (457)
California	<ul style="list-style-type: none"> • Localities have the option to select an assessment of knowledge and skills. Many use the California Basic Educational Skills Test (CBEST) minimum score of 123. • Eleven localities/programs use the ETS ParaPro Assessment setting their own qualifying scores (range of 445-460)
Colorado	At the discretion of hiring district
Connecticut	ETS ParaPro Assessment (461)
Delaware	1) ETS ParaPro Assessment (459) 2) Other approved alternative
District of Columbia	ETS ParaPro Assessment (461)
Florida	At the discretion of hiring county
Georgia	GACE® Paraprofessional Assessment -- Passing score of 250 required (on scale of 100-300)
Hawaii	ETS ParaPro Assessment (459)
Idaho	ETS ParaPro Assessment (460)
Illinois	1) ETS ParaPro Assessment (460) 2) ACT® WorkKeys®: <ul style="list-style-type: none"> • Applied Mathematics/Applied Math (with a score of 4) • Reading for information/Workplace Documents (with a score of 4)
Indiana	ETS ParaPro Assessment (460)
Iowa	LEAs should carefully choose an assessment that will measure the knowledge of and ability to assist in instructing reading, writing and mathematics (or as appropriate, reading readiness, writing readiness, and mathematics readiness). The criterion established for approval as a paraprofessional under No Child Left Behind Act must be rigorous and defensible. Examples of measures available to LEAs include ACT® WorkKeys® (which has been normed for paraprofessionals) and ParaPro Assessment from ETS.
Kansas	1) ETS ParaPro Assessment (455) 2) Paraeducator Online Training by Master Teacher, Inc. There are two assessments; both must be passed to meet the requirements: <ul style="list-style-type: none"> • Assessment 1 Reading, Writing and Math: Instructional Support (65% to pass) and • Assessment 2 Reading, Writing and Math: Knowledge and Application (70% to pass) 3) ACT® WorkKeys®: <ul style="list-style-type: none"> • Workplace Documents (Level 4 score to pass); • Applied Math (Level 4 score to pass); and, • Graphic Literacy (Level 3 to pass)
Kentucky	Kentucky Paraeducator Assessment (KPA) -- At least 48 of the 60 questions must be answered correctly in order to pass
Louisiana	ETS ParaPro Assessment (450)

State	Required Assessment
Maine	N/A
Maryland	ETS ParaPro Assessment (455) *Unclear if other assessments are also accepted
Massachusetts	1) ETS ParaPro Assessment (464) 2) ACT® WorkKeys® Assessment <ul style="list-style-type: none"> • Reading for Information: Skill Level 5; • Applied Mathematics: Skill Level 4; • Business Writing: Skill Level 3; • Writing: Skill Level 4 (only used in lieu of Business Writing if districts request paper/pencil testing)
Michigan	1) SAT: 480 on evidence-based reading/writing and a 530 on math 2) ETS ParaPro Assessment (460)
Minnesota	1) ETS ParaPro Assessment (460) 2) Paraeducator Online Training and Assessments: The passing scores are 65% for the Instructional Support test and 70% for the Knowledge and Application test.
Mississippi	Prior to 2017, Teacher Assistants would have met ACT® WorkKeys® requirements: A Reading for Information score of 4, an Applied Mathematics score of 4, and a Writing or Business Writing score of 3. After 2017, teacher assistants need to meet the ACT® WorkKeys® Silver Level certification.
Missouri	Paraprofessional Assessment -- 220
Montana	N/A
Nebraska	1) ETS ParaPro Assessment (456) 2) Paraeducator Learning Network (Master Teacher): 70% on the comprehensive exam 3) Project Para (UNL): Composite passing score 116
Nevada	ETS ParaPro Assessment (455)
New Hampshire	N/A
New Jersey	N/A
New Mexico	1) Passing Score ETS ParaPro Assessment (457); OR 2) Passing Score on Paraeducator (70% in each of the sections); OR 3) Passing Score and completion of the Core Academic Skills for Educators: Reading, Writing, and Mathematics;
New York	Assessment of Teaching Assistant Skills (ATAS) passing score of 220
North Carolina	N/A
North Dakota	1) ETS ParaPro Assessment (464) 2) Praxis CORE® Assessment: Reading Test (156), Mathematics Test (150) and Writing Test (160). Please Note: North Dakota has instituted a composite score of 466 based on the CORE® Reading, Mathematics, and Writing tests providing the candidate has met the minimum passing score currently in place for two of the three tests. 3) ACT® WorkKeys® Assessment: Workplace Documents (previously known as Reading for Information), Level Score 4 of 7; Applied Mathematics, Level Score 4 of 7; Writing or Business Writing, Level Score 3 of 5 4) Paraeducator Online Training Assessment: Assessment 1: Reading, Mathematics and Writing - Instructional Support, Percentage Cut Point 65%; Assessment 2: Reading, Mathematics, and Writing - Knowledge and Application, Percentage Cut Point 65% 5) Project PARA Assessment: Requires a composite score of 69%
Ohio	ETS ParaPro Assessment (456)
Oklahoma	1) ACT® WorkKeys® Test (Bronze +) 2) ETS ParaPro Assessment (455+)
Oregon	ETS ParaPro Assessment (455)
Pennsylvania	Determined locally
Rhode Island	ETS ParaPro Assessment (461)
South Carolina	ETS ParaPro Assessment (456)
South Dakota	ETS ParaPro Assessment (461)

State	Required Assessment
Tennessee	unknown
Texas	Locally determined
Utah	ETS ParaPro Assessment (460)
Vermont	1) ETS ParaPro Assessment (458) 2) The ParaEducator Learning Network 3) Through a locally-developed portfolio process
Virginia	1) ETS ParaPro Assessment (455) 2) School boards also have the option of approving a local assessment.
Washington	ETS ParaPro Assessment (461)
West Virginia	Must pass the State Aide Competency test administered by the county or school district
Wisconsin	1) ETS ParaPro Assessment (460) 2) "ParaEducator Master Teacher: Proficiency Score Instructional Support: 65% and Content & Application: 70%" 3) ACT® WorkKeys®: Applied Mathematics (4) Workplace Documents Assessment (4) Business Writing Assessment (4) 4) Authentic Portfolio (local assessment): The paraprofessional compiles a portfolio of artifacts and evidence to demonstrate knowledge and proficiency in the WI Paraprofessional Standards. Using the Paraprofessional Portfolio Documentation form, the paraprofessional outlines the included documentation aligned to each competency for each standard. The form and all portfolio artifacts are submitted to the LEA. The LEA may then document scores for each standard competency on the Paraprofessional Portfolio Review form.
Wyoming	At the discretion of hiring district

*Passing score not specified

Note: Passing Scores are written in parentheses.

Source: Garcia, Amaya. *New America*. "Exploring Paraprofessional Requirements Across The 50 States And DC." April 5, 2023. Web.

Appendix M

Change In School District Starting Salaries School Year 2014 To 2023

Table M.1
Attendance Rates
By District
School Year 2019 And 2023

District	Attendance Rate 2019	Attendance Rate 2023	Percentage Point Difference
Adair County	94.3%	92.4%	1.9%
Allen County	94.1	92.3	1.8
Anchorage Independent	96.8	96.0	0.8
Anderson County	94.2	92.3	1.9
Ashland Independent	94.0	91.5	2.5
Augusta Independent	94.3	92.3	2.0
Ballard County	94.9	93.6	1.3
Barbourville Independent	92.7	89.7	3.0
Bardstown Independent	94.1	92.5	1.6
Barren County	94.8	93.1	1.7
Bath County	93.0	91.1	1.9
Beechwood Independent	96.8	95.6	1.2
Bell County	92.6	90.1	2.5
Bellevue Independent	94.3	93.0	1.3
Berea Independent	93.4	90.4	3.0
Boone County	95.5	94.2	1.3
Bourbon County	94.5	92.2	2.3
Bowling Green Independent	96.2	94.7	1.5
Boyd County	94.3	91.3	3.0
Boyle County	95.5	94.1	1.4
Bracken County	95.1	93.0	2.1
Breathitt County	93.8	88.6	5.2
Breckinridge County	93.9	91.9	2.0
Bullitt County	94.5	92.7	1.8
Burgin Independent	95.5	94.4	1.1
Butler County	94.6	93.3	1.3
Caldwell County	94.9	93.1	1.8
Calloway County	95.7	94.4	1.3
Campbell County	95.6	93.8	1.8
Campbellsville Independent	93.4	91.7	1.7
Carlisle County	95.9	94.2	1.7
Carroll County	93.6	91.6	2.0
Carter County	93.2	90.2	3.0
Casey County	94.7	92.9	1.8
Caverna Independent	93.5	91.4	2.1
Christian County	94.5	92.9	1.6
Clark County	94.1	91.5	2.6
Clay County	91.1	87.7	3.4

District	Attendance Rate 2019	Attendance Rate 2023	Percentage Point Difference
Clinton County	93.6	90.7	2.9
Cloverport Independent	95.6	92.8	2.8
Corbin Independent	94.3	92.4	1.9
Covington Independent	95.2	92.9	2.3
Crittenden County	94.8	93.5	1.3
Cumberland County	94.4	93.3	1.1
Danville Independent	94.1	92.5	1.6
Daviess County	95.2	93.4	1.8
Dawson Springs Independent	95.0	92.4	2.6
Dayton Independent	93.9	90.9	3.0
East Bernstadt Independent	95.3	93.4	1.9
Edmonson County	92.9	91.2	1.7
Elizabethtown Independent	95.1	93.7	1.4
Elliott County	92.0	90.0	2.0
Eminence Independent	95.6	93.7	1.9
Erlanger-Elsmere Independent	94.8	93.2	1.6
Estill County	93.9	91.0	2.9
Fairview Independent	92.7	91.2	1.5
Fayette County	94.2	91.9	2.3
Fleming County	95.0	92.6	2.4
Floyd County	94.0	88.9	5.1
Fort Thomas Independent	96.9	96.1	0.8
Frankfort Independent	93.8	91.6	2.2
Franklin County	94.7	92.7	2.0
Fulton County	95.2	93.2	2.0
Fulton Independent	95.0	91.6	3.4
Gallatin County	94.6	93.1	1.5
Garrard County	93.9	92.4	1.5
Glasgow Independent	94.9	93.5	1.4
Grant County	94.4	91.1	3.3
Graves County	96.0	94.2	1.8
Grayson County	94.1	92.5	1.6
Green County	94.2	93.7	0.5
Greenup County	93.7	91.3	2.4
Hancock County	95.0	93.4	1.6
Hardin County	94.3	92.9	1.4
Harlan County	89.6	87.0	2.6
Harlan Independent	94.2	90.7	3.5
Harrison County	94.6	93.1	1.5
Hart County	94.0	92.5	1.5
Hazard Independent	93.7	89.6	4.1
Henderson County	94.7	93.3	1.4
Henry County	94.7	92.4	2.3
Hickman County	95.6	94.5	1.1
Hopkins County	94.9	92.7	2.2
Jackson County	92.1	89.0	3.1
Jackson Independent	95.5	91.1	4.4
Jefferson County	93.2	89.7	3.5
Jenkins Independent	91.7	89.9	1.8
Jessamine County	94.3	93.2	1.1
Johnson County	92.6	88.5	4.1
Kenton County	95.8	94.6	1.2

District	Attendance Rate 2019	Attendance Rate 2023	Percentage Point Difference
Knott County	90.3	85.6	4.7
Knox County	91.3	87.7	3.6
LaRue County	95.0	93.4	1.6
Laurel County	92.9	90.7	2.2
Lawrence County	93.1	90.2	2.9
Lee County	91.9	89.0	2.9
Leslie County	92.4	88.1	4.3
Letcher County	91.5	85.4	6.1
Lewis County	92.9	90.6	2.3
Lincoln County	94.0	92.3	1.7
Livingston County	93.7	91.9	1.8
Logan County	94.6	92.4	2.2
Ludlow Independent	94.8	93.4	1.4
Lyon County	95.2	93.5	1.7
Madison County	94.2	91.5	2.7
Magoffin County	90.7	84.6	6.1
Marion County	94.3	92.5	1.8
Marshall County	94.9	93.9	1.0
Martin County	92.8	87.1	5.7
Mason County	93.8	92.4	1.4
Mayfield Independent	95.5	93.3	2.2
McCracken County	95.4	93.9	1.5
McCreary County	92.7	90.1	2.6
McLean County	93.7	92.4	1.3
Meade County	94.3	92.4	1.9
Menifee County	93.5	90.1	3.4
Mercer County	95.0	93.5	1.5
Metcalfe County	93.1	91.2	1.9
Middlesboro Independent	92.3	87.4	4.9
Monroe County	94.4	93.1	1.3
Montgomery County	93.4	90.6	2.8
Morgan County	93.0	90.3	2.7
Muhlenberg County	93.3	91.6	1.7
Murray Independent	96.2	95.3	0.9
Nelson County	94.2	92.6	1.6
Newport Independent	93.8	92.6	1.2
Nicholas County	93.6	92.1	1.5
Ohio County	93.5	91.9	1.6
Oldham County	95.8	94.7	1.1
Owen County	94.9	92.1	2.8
Owensboro Independent	94.1	92.3	1.8
Owsley County	91.3	88.5	2.8
Paducah Independent	95.2	93.2	2.0
Paintsville Independent	92.8	91.0	1.8
Paris Independent	94.9	91.7	3.2
Pendleton County	94.7	93.4	1.3
Perry County	92.8	86.4	6.4
Pike County	93.4	89.5	3.9
Pikeville Independent	95.5	94.3	1.2
Pineville Independent	92.1	87.2	4.9
Powell County	91.5	88.9	2.6
Pulaski County	94.3	92.2	2.1

District	Attendance Rate 2019	Attendance Rate 2023	Percentage Point Difference
Raceland-Worthington Independent	95.2	93.2	2.0
Robertson County	96.1	93.7	2.4
Rockcastle County	92.5	90.8	1.7
Rowan County	93.6	90.0	3.6
Russell County	94.3	92.7	1.6
Russell Independent	95.9	93.4	2.5
Russellville Independent	93.7	91.1	2.6
Science Hill Independent	96.0	93.1	2.9
Scott County	95.1	93.0	2.1
Shelby County	95.1	93.6	1.5
Simpson County	94.6	92.9	1.7
Somerset Independent	93.9	91.4	2.5
Southgate Independent	95.7	93.9	1.8
Spencer County	94.9	92.7	2.2
Taylor County	94.7	92.1	2.6
Todd County	94.2	91.8	2.4
Trigg County	94.2	92.3	1.9
Trimble County	93.2	91.4	1.8
Union County	94.2	92.2	2.0
Walton-Verona Independent	96.3	94.5	1.8
Warren County	96.0	94.0	2.0
Washington County	94.5	92.7	1.8
Wayne County	93.2	90.9	2.3
Webster County	94.1	91.6	2.5
Whitley County	93.3	90.3	3.0
Williamsburg Independent	94.0	90.1	3.9
Williamstown Independent	95.8	94.0	1.8
Wolfe County	92.8	88.1	4.7
Woodford County	94.8	93.4	1.4

Source: Staff analysis of data from the Kentucky Department of Education.