



# **Teacher Quality Issues In Kentucky**

**Research Report No. 297**

**Legislative Research Commission**  
Frankfort, Kentucky 40601

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## **Final Report**

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**Legislative Research Commission**  
Capitol Building  
Frankfort, Kentucky 4060



# TEACHER QUALITY ISSUES IN KENTUCKY

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**Legislative Research Commission**  
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## FOREWORD

Over the past ten years, Kentucky has made significant improvements in its public education system. At the heart of these improvements have been teachers. Teachers have been asked to teach in new ways and to assume new responsibilities in a high stakes environment that can lead to rewards or sanctions based on a new system of student assessment and school accountability.

Dedicated, experienced teachers as well as new teachers have felt the stress and pressures associated with the massive statewide, systemic changes required by the Kentucky Education Reform Act--changes that are in large part tied to teachers' and administrators' abilities to adapt to higher standards, changing curriculum content, increasingly different technology and innovations, and expectations in a global, diverse society.

Teachers and administrators require professional preparation and long-term professional development that enable them to succeed in today's classrooms and schools. Increasingly, public sentiment, reinforced from educators themselves, reflects concerns about the adequacy of the infrastructures supporting teacher preparation, the quality of teacher preparation programs, the possibility of future teacher shortages, the availability of professional development and support for existing teachers, the compensation, benefits, and work environments for teachers, and the overall state leadership and policy functions that are necessary to enhance the teaching profession.

In response to the need to focus attention on the needs of teachers, administrators, and the teaching profession as a whole, the Governor appointed the Task Force on Teacher Quality which began its work on February 26, 1999. The task force included six senators, six representatives, and six members appointed by the Governor.

Staff support to the task force was provided by Audrey Carr, Sandra Deaton, Jonathan Lowe, Ethel Alston, and Lora Hawkins.

Staff members from the Kentucky Department of Education and the Education Professional Standards Board, universities and colleges, and stakeholders from across the state were most helpful in providing input to the study. In addition, staff from the Southern Regional Education Board provided consultant services to the task force.

The task force completed its work in November 1999. Many of the recommendations from the task force were incorporated into legislation adopted by the 2000 General Assembly. At least one or more recommendations were included in SB 77, HB 739, HB 519, HB 76, HB 25, and the Executive Branch Budget bill, HB 502. A summary of Teacher Quality Initiatives is included in Appendix E.

Robert Sherman, Director  
Legislative Research Commission

The Capitol  
Frankfort, Kentucky  
June 2000

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# **TASK FORCE ON TEACHER QUALITY**

## **SUMMARY**

The final report and recommendations of the Task Force on Teacher Quality were required by Executive Order 99-118, January, 1999. Data and information were gathered from a review of national and state studies, testimony from a variety of stakeholders including national researchers, university and college personnel, local teachers, students, and administrators, citizen groups, educational agencies, and private advocacy groups. Staff from the Southern Regional Education Board provided consultative services.

The detailed deliberations of the task force resulted in many recommendations of future actions that are needed to enhance the teaching profession, to ensure that there will be highly talented persons recruited to and retained in the teaching profession, and to ensure that the highly talented, experienced teachers are supported in ways necessary to keep them at the top of their profession. Those finding and recommendations are summarized below.

The task force found that efforts to improve teacher quality and the teaching environment are not new to Kentucky. The state has demonstrated concern relating to teacher quality in Kentucky's public schools and has instituted significant changes over time. However, it appears more difficult to recruit and maintain a strong teaching corps and to ensure that there is a caring, competent teacher in every classroom with the economic, political, and social changes that have increased demands on teachers, balanced against increased opportunities for employment in other more highly-compensated and valued professions for both men and women.

Kentucky has many of the essential components of an effective teacher preparation and development system, but the task force acknowledged the need for assurances that preparation programs across the state maintain consistent, high quality and there needs to be adequate resources allocated to enhancing the teaching profession to attract the most talented individuals to teaching as well as to retain them in the profession.

Kentucky was one of the first states to put in place measures to enhance teacher quality such as entrance and exit requirements for teacher education students; internships; master's degree or fifth year requirements; funding for professional development for all teachers; standards for new and experienced teachers; and a separate governing board for teacher education, certification, and revocation of certificates.

Teachers have been provided fiscally-sound retirement benefits that rank among the best in the nation. Health benefits and life insurance have been provided, though the task force found that recent changes in the health care delivery system have raised concerns among teachers about the lack of choices as well as increased costs. They also found that Kentucky made some progress in raising statewide teacher salaries during the first biennium following the passage of Kentucky's 1990 Education Reform Act; however, salary increases have remained fairly flat since that time.

Teachers have also seen some improvements in work environments with the provisions of duty-free lunch periods, planning time, and instructional assistants.

Close scrutiny of student achievement in Kentucky as well as across the nation has spotlighted the importance of high quality teaching for all students. Kentucky teachers have been asked to dramatically change the ways they teach as well as the responsibilities they assume within the total school. It is essential they be provided the necessary tools and support.

Early in its work, the task force agreed that an effective system of teacher preparation and development must have:

- Dynamic statewide leadership and governance;
- Sufficient resources and staff for quality state-supported certification activities;
- Recruitment and retention of a talented, diverse teaching force;
- Rigorous preparation for prospective teachers in subject matter and teaching methodologies;
- Intensive field experiences for prospective teachers;
- Adequate infrastructures to support teacher preparation programs;
- Accountable teacher preparation and university programs;
- Quality professional development for all teachers; and
- Attractive compensation, benefits, and working conditions for teachers.

The task force organized its deliberations around the following areas: teacher preparation; recruitment and certification of new teachers; recertification and professional development of veteran teachers; compensation, benefits, and work environments for teachers; and statewide leadership and governance.

During the review of teacher preparation, the task force agreed that teacher preparation is the responsibility of an entire university or college, not just the college or department of education. However, traditional practices relating to the allocation of resources, professional practices, classroom teaching, and incentives at universities and colleges do not support that notion.

Further, from testimony gathered in its deliberations, it appeared to the task force that there was a lack of alignment of curricula from elementary to secondary to postsecondary education. There also appeared to be inadequate communication to the public of the goals, expectations, requirements, and procedures regarding teacher preparation and teacher certification.

The task force agreed that stronger partnerships must be forged among the administrators and faculties of departments and colleges within each teacher preparation institution and among the teacher preparation institutions; elementary, middle, and secondary schools; and school districts.

## **Teacher Education and Preparation**

The task force made several specific recommendations to address teacher education and preparation. General recommendations were:

1. Hold all teacher preparation programs accountable for meeting specific program standards that are aligned with regional and national standards.
2. Establish clear and meaningful consequences for the performance of postsecondary institutions that prepare teachers.
3. Provide adequate resources, rewards, and incentives for those persons at the elementary, secondary, and postsecondary levels who are engaged in teacher education activities.
4. Establish incentive funds for universities and colleges, including funds to develop model teacher preparation programs, including innovative, non-traditional programs.
5. Develop programs and strategies to encourage persons from diverse backgrounds, including persons of color, to consider teaching as a career and to encourage local districts to actively seek diverse candidates into teaching.

## **Recruitment and Retention of New Teachers**

While Kentucky does not appear to currently face the severe shortages predicted in other states, the task force agreed that it was imperative to recruit talented students into teaching through an aggressive early recruitment program; to require demonstrated classroom effectiveness; and to ensure that all new teachers are well-prepared for their assignments. Further, in order to improve their retention and performance in the classroom, it is essential to provide long-term, high quality support for new teachers. It is also important to address the lack of diversity in the teaching profession through formal recruitment efforts. The task force made the following general recommendations:

1. Develop a statewide recruitment and retention strategy, as well as require formalized recruitment and interviewing processes at the local level.
2. Strengthen the Kentucky Teacher Internship Program and local support systems for teachers.
3. Develop and implement strategies to attract candidates through non-traditional paths to the principalship, superintendency, and counseling areas as well as in teaching.
4. Promote innovative methods of preparing teachers at colleges and universities, including the use of private contractors and the Kentucky Commonwealth Virtual University.

## **Recertification and Professional Development of Veteran Teachers**

The task force agreed that regardless of how long a teacher has been in the classroom, every teacher needs access to high quality professional development, including ongoing opportunity for content-specific enrichment. Licensure renewal requirements need to be strengthened to ensure that every child has a certified, qualified, and caring teacher in every subject area. The task force made the following general recommendations:

1. Strengthen the evaluation components for licensure renewal.
2. Establish procedures to ensure that all veteran teachers with general 1-8 or K-8 certification who teach a core subject(s) in grades 6, 7, or 8, and teachers who teach in high school, have competence in the specific content courses they teach.
3. Empower and assist teachers in the selection of high quality professional development options that meet their individual and school needs based on local needs assessments; that will enable teachers to master skills to help students with different learning styles and abilities; and that address cultural and equity issues.
4. Create assessment and accountability mechanisms to evaluate professional development programs.
5. Establish teacher academies for elementary, middle school, and high school faculty in each of the core disciplines, including financial and time incentives for teachers to participate.

## **Compensation, Benefits, and Work Environments**

The task force agreed that incentives and career enhancements should be provided teachers through the duration of their careers and that salary and compensation structures must support Kentucky's education goals. The current compensation structure does not address the current needs of the teaching force, nor does it appear attractive to potential teachers. The task force discussed the limitations posed by Kentucky's limited revenue growth projection for the next biennium, but agreed that it was important to:

1. Give priority to increasing the basic salary levels for beginning and veteran classroom teachers for their current job requirements, if revenues are available.
2. Maintain a single salary schedule as a base for compensating all teachers, but provide extra compensation for the following:
  - Knowledge and expertise;

- Higher levels of certification, including national certification;
  - Professional development participation and achievement;
  - Teachers in leadership roles such as mentors or teaching partners;
  - High GPA and Praxis II scores/folio for beginning teachers;
  - School-based student achievement gains; and
  - Difficult assignments, recruitment in shortage areas including subject matter, geographic, or diversity.
3. Permit districts to provide signing bonuses for recruitment of teachers when geographic or content-specific shortage areas or a lack of diversity have been identified by the Education Professional Standards Board.
  4. Provide compensation enhancements to reward veteran teachers who demonstrate excellence in teaching and wish to remain in the classroom full-time.

### **Governance and Leadership**

The task force discussed the importance of an effective governance structure and the shared responsibility for leadership. Ensuring teacher quality is, in the task force's opinion, a partnership responsibility, including universities, colleges, local school districts, professional organizations, education advocates, the Council on Postsecondary Education, the Education Professional Standards Board, the Kentucky Board of Education, and the Kentucky General Assembly. However, the task force also recognized the importance of having a lead agency with authority for teacher preparation and certification. The task force made the following recommendations:

1. Reconstitute the Education Professional Standards Board (EPSB) as an autonomous entity with budget and employment authority and expanded responsibilities.
2. Provide the EPSB adequate, increased resources, including support staff, research, and data analysis capabilities.



## **CHAPTER I**

### **INTRODUCTION**

The Task Force on Teacher Quality was created by Executive Order 99-118 in January, 1999, to study how the teaching profession could be enhanced to ensure teachers are appropriately prepared for their educational assignments to enable all students to meet Kentucky's standards for academic achievement.

The membership consisted of six persons, appointed by the Governor; six members of the House of Representatives, appointed by the Speaker of the House; and six members of the Senate, appointed by the President of the Senate.

The task force was directed to report its findings, along with any proposed legislative actions to improve the quality of teaching, to the Governor and Legislative Research Commission by November 15, 1999.

From the beginning of its work, the task force was driven by the belief that good teaching is essential to reaching the goals for Kentucky students, established by Kentucky's education reform program in 1990. Unless talented persons can be attracted to the teaching profession and retained in teaching, it will be impossible to maintain a quality teaching force to serve the current and future needs of Kentucky students.

The task force began its work on February 26, 1999, and completed its work on November 4, 1999. Over the course of ten months, the task force reviewed national and state research reports, collected information from a variety of in-state and out-of-state persons and organizations, consulted with staff of the Southern Regional Education Board, and listened to testimony from students, teachers, administrators, parents, and citizen groups (Appendix A). The task force also solicited comments and recommendations through the legislative website as well as teachers' networks throughout the state. The need for a statewide data and information system designed to collect and analyze consistent, longitudinal data pertaining to teacher education and preparation, supply and demand, attrition, and performance data became apparent.

Chapter II describes the teacher preparation process. Chapter III identifies issues relating to the recruitment of new teachers and requirements for the certification of new teachers. Chapter IV describes the continuing development of veteran teachers and the requirements for relicensure. Chapter V describes the issues relating to compensation and benefits for Kentucky teachers. Chapter VI describes the governance and leadership functions related to teacher preparation, certification, and professional development of teachers.





## CHAPTER II

### TEACHER PREPARATION

There are currently twenty six private and public institutions in Kentucky that are approved to offer teacher preparation programs (Appendix B). The certification program options vary among institutions. Approved institutions must meet accreditation standards for teacher preparation. In Kentucky, institutions are either accredited by the National Council for the Accreditation of Teacher Education (NCATE), based on the accrediting body's standards or approved by the Education Professional Standards Board that they have met the established state quality assurances that are currently patterned after the NCATE standards. All of the public institutions and three of the private institutions have NCATE accreditation. Eighty percent of the annual teacher preparation graduates in Kentucky are trained in the public universities.

There were mixed views presented about the value of teacher accreditation as an assurance of quality. However, experts in testing (Gitomer et al, 1999) recently reported that based on passing scores on the PRAXIS II test,\* "teacher education programs, and NCATE accredited institutions, in particular, are relatively successful in helping students meet licensure testing requirements. Passing rates for students attending these institutions are higher than for students from other institutions, even when students from other institutions have higher mean college admissions scores."

During the early nineties, the teacher preparation programs began moving towards a performance based curricula based on the New Teacher Standards for Preparation and Certification (Appendix C) and the Experienced Teacher Standards for Preparation and Certification (Appendix D) adopted by the Education Professional Standards Board and the national accrediting standards. All institutions were required by the Education Professional Standards Board to have approved performance-based programs by January 1, 1998. Previously, credit hour requirements were specified for each type of certificate. While there are still some general coursework requirements and institutionally-specific additional coursework requirements, institutions may design a variety of programs to enable students to meet the established teacher competencies.

Teacher preparation programs are generally four year programs with a baccalaureate degree the entry point to teaching. The programs require general education courses, content majors or areas of concentration, professional education courses, field and classroom observations and experiences, including student teaching. The University of Louisville is an exception. The university has implemented a five year requirement. Students obtain a bachelor's degree in a content area and then must enter a Master's in Teaching program. During the fifth year, the

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\* PRAXIS II is a nationally normed teacher test that is used as an exit test to measure content and pedagogical knowledge in specific subject areas. Passing scores are established by each state and used to grant initial teaching licenses in selected states.

students complete professional education coursework, participate in field experiences, and student teaching. The university also works with professional development schools housed in local schools. The University of Kentucky is also providing the fifth year program in selected areas and has established some professional development schools.

During task force testimony, there were differing opinions about the pros and cons of the five year programs versus the four year programs. The general sentiment was that there should not be a state mandate for one model or the other.

Teacher preparation students are admitted to programs on the basis of a minimum of a 2.5 grade point average (GPA) and 21 on the ACT. Students must also pass a competency exam (currently, PRAXIS II) in their chosen discipline upon completion of the teacher preparation program.

The Education Professional Standards Board periodically reviews the quality of programs at the teacher education institutions through the accreditation process and is responsible for following the implementation of performance-based systems.

Colleges, schools, and departments of education are often viewed as solely responsible for the preparation of teachers and thereby receive the brunt of criticism when teacher quality is questioned. In reality, the preparation of teachers in their content areas or academic disciplines generally occurs through other divisions in the colleges or universities and is enhanced or diminished by the quality of the field experiences within local schools and classrooms. The responsibility for preparing teachers must be a shared responsibility. Further, the infrastructures in the postsecondary institutions as well as the local districts need to support the overall preparation of teachers. Traditionally, funding approaches in universities and colleges have not valued teacher preparation programs as highly as other programs, nor have faculty incentives and reward systems placed as much value on service and teaching as research and publishing.

The American Council on Education (1999) summed it up this way, “Decisive action by college and university presidents is essential if American higher education is to fulfill its responsibilities to strengthen the way colleges and universities prepare teachers . . . Presidents and chief academic officers must lead their institutions in a reexamination of the strategic role of teacher education.”

The lack of statewide, consistent data makes it difficult for policymakers to assess the quality of teacher preparation. On the surface, it appears that there is wide variability of program quality within institutions as well as among institutions, the level of overall institutional support, the quality of field experiences, and partnerships with local districts and schools. Further, it is too soon to determine the effectiveness of performance-based teacher education as contrasted with the traditional course driven work requirements. A statewide data system needs to be developed to assure consistent, longitudinal data are available to inform policy decisions in the future.

The task force made the following recommendations:

1. Require the Education Professional Standards Board to assure that current program standards for teacher preparation adequately address alignment of programs with the

state's core curriculum; research-based classroom practices; emphasis on subject matter competency as well as effective teaching methodologies to meet diverse educational needs of all students; consistent standards of classroom and field experiences, including early practicums and student teaching experiences; and university support during the induction of new teachers. The board shall revise teacher preparation standards as appropriate to assure rigorous standards are required and shall hold all teacher preparation programs accountable for meeting the standards.

2. Require the Education Professional Standards Board to conduct an annual review of diversity in teacher preparation programs, require a plan of action to increase diversity, and take corrective actions as deemed appropriate for chronic non-compliance to the plan.
3. Require the Education Professional Standards Board to provide assistance to universities and colleges in addressing the diversity issues, which may include researching successful strategies and disseminating the information, encouraging the development of non-traditional avenues of recruitment and providing incentives, waiving administrative regulations when needed, seeking funding for innovative initiatives, and other assistance as deemed necessary.
4. Establish clear and meaningful consequences for the performance of postsecondary institutions that prepare teachers. Consequences may relate to access to base funding increments and incentive funds and to continuation of teacher education programs. Terminate programs with unsatisfactory results or assign the program responsibility to another postsecondary institution with a proven record of good performance. Provide options for students to complete their programs.
5. Continue work toward alignment of Kentucky teacher standards with regional and national standards, building on the current work of the Education Professional Standards Board; use appropriate assessments to determine if teacher preparation students meet the standards; and use the standards and student performance to monitor and assess the quality of teacher preparation programs.
6. Request the voluntary P-16 council to implement a state-wide strategy, involving the Education Professional Standards Board and others as appropriate, for reviewing the alignment among the elementary and secondary education, postsecondary education, and teacher education curricula and report their findings and recommendations to the Legislative Research Commission by January 1, 2001.
7. Maintain a strong liberal arts component in the teacher preparation curriculum.
8. Provide adequate resources, rewards, and incentives to supervising teachers, including compensation, released time, and tuition waivers for graduate education courses.
9. Establish incentive funds for universities and colleges, including funds to develop model teacher preparation programs; funds which may be used to reward colleges and

universities that demonstrate effective collaboration among departments of education, arts and sciences, and others within the institutions, and partnerships with local education agencies; and funds to conduct research on effectiveness of teacher preparation programs.

10. Provide professional rewards in colleges and universities to faculty who are participating in the preparation of teachers or who are working directly with the public schools. Rewards may include credit toward tenure, promotion, and retention; and salary increments.

### **Non-Traditional Teacher Certification**

As described earlier, entry into teaching has been traditionally through a baccalaureate program that includes learning theory and teaching methodologies. However, there are persons who may become interested in teaching in lieu of their chosen career or view teaching as a second career option after successful work in other professions. Others may be brought to teaching as an extension of their chosen career and life experiences. In the past these individuals have been required to pursue the traditional teacher preparation program, regardless of their background and educational preparation, which posed time burdens and financial obstacles. Persons who would otherwise pursue teaching were discouraged by what they perceived as bureaucratic roadblocks.

Opinion is still divided on whether there should be alternative routes to teaching. Persons outside the field appear to see having multiple routes as commonsensical; but generally, teacher preparation institutions and educators have been wary of alternatives that they fear may open up teaching to persons who have content knowledge but lack grounding in learning theory and teaching methodologies (Feistritzer, 1998; Milken, 1999; Clements, 1999).

Kentucky has had in place the opportunity for alternative certification since 1990 and broadened the options in 1996 and 1998; however, there has been limited participation. There are a limited number of local district alternative programs in collaboration with universities which have been approved. The recently added options of certification, based on documentation of successful postsecondary teaching and documentation of exceptional work experience have just begun to attract a limited number of applicants. According to testimony by staff of the Education Professional Standards Board, approximately 200 persons, as of March 1999, have obtained certification through alternative methods—approximately 50 of these in local district programs, 90 through adjunct approval, 20 based on postsecondary teaching experience, and the remainder based on exceptional work experience.

In response to the need to broaden the search for teachers to fill the existing and future needs in Kentucky, the task force adopted the following recommendations:

1. Direct the Kentucky Department of Education to develop a statewide information program to encourage persons from diverse backgrounds, including persons of color, to consider teaching as a career and to encourage local districts to actively seek diverse candidates into teaching.

2. Develop additional strategies to recruit and certify highly skilled teaching candidates from diverse backgrounds who desire a second or different career and college students with content area majors who did not initially pursue teacher education. Strategies may be directed at areas of teacher shortages, and incentives may include, but not be limited to, tuition waivers, loan forgiveness, job guarantees, and job signing bonuses.
3. Require the Education Professional Standards Board to solicit the creation of one or more innovative, non-traditional teacher preparation programs through colleges or universities, private contractors, or the Kentucky Commonwealth Virtual University and to waive administrative regulations if needed in order to implement the program.



## CHAPTER III

# RECRUITMENT AND CERTIFICATION OF NEW TEACHERS

### Supply and Demand

Kentucky, unlike many other states, has not been experiencing severe statewide teacher shortages, but has shortages in select geographic regions and in particular disciplines. In a 1988 survey by the Legislative Research Commission Program Review staff, shortages in special education, foreign language, mathematics, science, and computer sciences were identified as shortage areas. In addition, there were a lack of minority teachers and available qualified substitute teachers. According to testimony from staff of the Education Professional Standards Board, these same shortage areas exist, eleven years later.

While some progress has been made in recruiting a more diverse teaching force, the lack of minority teachers statewide remains problematic. Kentucky's teaching population is similar to the rest of the nation—a predominantly female, white population.

There are several districts that have gained approval from the Education Professional Standards Board for emergency measures to fill their needs for substitute teachers. These measures permit persons with little formal training to serve as substitute teachers.

In addition, more than 600 emergency certificates were granted by the Education Professional Standards Board for the 1999-2000 school year which seems to signal that the difficulty in finding fully certified teachers in some classroom assignments may be increasing.

While the number of Kentucky teacher candidates has remained greater than the number of new hires, data is not available that identifies who is really filling the positions. Are these new graduates, returning teachers who have been temporarily out of the work force, transfers from out-of-state, or from other districts? According to data provided by the Education Professional Standards board there were 2252 teacher education completions in 1997-98, and 2392 admitted to teacher education programs in 1998-99. The Southern Regional Education Board (Cornett, 1999) estimates that 40% of Kentucky graduates enter teaching within one year of graduation and 56% within five.

Supply and demand is affected not only by the number of candidates in the preparation pipeline but also by those completing, making career changes, moving, dying, delaying entry into teaching, "dropping-out" temporarily, and, of course, retiring. Demand is dramatically affected by school enrollments, pupil-teacher ratios, and school innovations. Kentucky lacks a comprehensive data system that takes into consideration all of these factors.

According to a report from the Kentucky Teachers' Retirement System in 1997, approximately 25 percent of Kentucky teachers were at or within three years of retirement eligibility.

Category	Number	Cumulative Number
Current Eligible for Retirement	5,153	5,153
Within 1 Year of Eligibility	1,893	7,046
Within 2 Years of Eligibility	1,955	9,001
Within 3 Years of Eligibility	2,057	11,058

*Source: Kentucky Teachers Retirement System, Summer 1997; Clements, 1999*

More teachers appear to be retiring at a younger age, which in itself creates the need for more new teachers.

Fiscal Year	Count	Average Age	Average Years Of Service
1985-86	801	60	28.7
1986-87	655	59	27.3
1987-88	544	59	27.3
1988-89	1,060	57	27.6
1989-90	914	57	27.9
1990-91	897	58	26.7
1991-92	929	57	27.4
1992-93	1,099	57	27.9
1993-94	1,206	56	27
1994-95	1,371	56	28
1995-96	1,285	56	28
1996-97	1,765	55	27.6
1997-98	1,850	54	26.9

*Source: Kentucky Teacher Retirement System, Fall 1998; Clements, 1999*

The lack of comprehensive supply, demand, and retention data prevents an accurate prediction of where the shortages are most likely to be, how severe the shortages may be, and what intervention strategies may need to be taken immediately.



## Recruitment Strategies

Kentucky has no statewide recruitment of teachers in general, but has had a statewide minority recruitment plan since the early nineties that includes early identification of prospective students and a scholarship program. According to the Kentucky Department of Education, since 1993, there have been 907 scholarship recipients. Of the recipients, only 27 have defaulted or failed to fulfill their obligation to teach in Kentucky school districts.

Other professions appear to have a competitive edge over teaching. A 1999 Milken Family Foundation public opinion survey of college-bound high school students found that barely one in ten expressed a strong interest in teaching. The most often cited reasons were the poor image assigned to the teaching profession and the lack of respect for teachers.

On the other hand, a 1998 public opinion survey (Haselkorn, 1998) indicated that teachers top the list in providing the most benefit to society, out ranking the next highest profession, physicians, by 3:1. Despite the value placed on teaching, medicine was the career the respondents would most recommend to a family member. However, when respondents were asked if teachers were guaranteed an income of \$60,000 a year, eighty-one percent indicated that they would encourage a family member to become a teacher. This suggests that salary is a still a strong influence on career choice.

To increase interest in teaching as a career, several states have initiated middle school and secondary awareness programs to recruit highly talented students to the teaching profession. Frequently referred to as teacher cadet programs, these programs are showing promise in helping students make more informed career choices about teaching by giving them opportunity to work in classroom settings with outstanding teacher mentors.

Since the mid-80's, Kentucky has had a teacher scholarship program. The program is a conversion scholarship loan program for qualified financially needy Kentucky students pursuing initial teacher certification in teacher shortage areas at participating colleges in Kentucky. Initially the program was started as a scholarship program to alleviate math shortages but was later expanded to more areas. The Kentucky Higher Education Assistance Authority reports that approximately 60% of the recipients are currently teaching or have canceled their loans with teaching service. The task force considered the need to broaden the program to increase the recruitment of prospective teachers in general with some members suggesting offering the scholarships to out-of-state students who are willing to teach in Kentucky.

There was also concern expressed that the lack of long-term career advancement opportunities may be a major factor that prevents talented persons from entering the profession. Scholarships really do not counteract the influence of that factor.

Another reason for creating an active statewide recruitment program to reach highly talented students was mentioned earlier: a culturally diverse and gender balanced teaching corps is needed to reach all students.

## **Quality of Applicants to Teacher Preparation Programs**

The perception of the quality of applicants to teacher preparation programs continues to create considerable debate. A public perception often expressed is that less talented students enter teaching than other professions.

According to a published report by Educational Testing Service (Gitmore et al., 1999) that looked at teaching candidates nationwide, the candidates applying for state licensure in academic content areas have relatively strong academic skills—skills that are higher than what many critics of teaching candidates purport. These individuals when measured against college admissions tests are generally as strong as, and in several cases stronger than those of their college graduate peers. However, the candidates in the elementary, special education, and physical education teacher pools have much lower scores than their college graduate peers, which supports the argument that all teachers should have a firm grounding in at least one academic content area. The ETS researchers assert that those with strong academic skills do not seem to be attracted to elementary education from the onset. Their data suggests that general claims about teachers are dominated by the overwhelming proportion of elementary teachers in any representative sampling.

The ETS study also found that undergraduate GPA data mirror the SAT/ACT results. As GPA rises, test scores rise and passing rates and scores increase on the PRAXIS II.

In Kentucky, students who are admitted to teacher preparation programs must have a minimum of 21 on the ACT and a GPA of 2.5. According to 1995-96 data provided by the Education Professional Standards Board, the average ACT Enhanced scores of the admitted students was 22.04 with an aggregate GPA of 3.18 in the private institutions and 21.86 ACT Enhanced with an aggregate GPA of 3.14 in the public institutions.

Some persons recommended that the task force require an increase in the admission requirements, but the overall sentiment was that too little was known about the potential impact of increasing admissions—would it further deplete the supply of potential teachers? Further, the Education Professional Standards Board already has the authority to increase admission requirements if data and sound professional judgment indicate an increase is warranted.

As it related to Kentucky exit testing requirements on the PRAXIS II which have been considerably lower than those in other states, staff of the Education Professional Standards Board indicated that the board had amended the administrative regulations to raise the minimum scores in several areas that are needed for initial licensure.

## **College Preparation and Teacher Education**

Teacher trainees in Kentucky institutions receive most of their grounding in their subject matter areas or disciplines from liberal arts and sciences professors and teaching pedagogy and methodology from teacher educators in schools, departments, or colleges of education. Too often there appears to be a mismatch between what is expected at the college level and the expected role of teachers in the elementary and secondary education programs. Curricula is not aligned between postsecondary education institutions and secondary and elementary education institutions. Further, liberal arts and sciences professors often see little relationship of their role at the university to elementary and secondary education (Cornett, 1999).

While all teacher preparation programs require clinical experiences including early field observations and classroom experiences as well as a specified student teaching experience, there appears to be wide variability in the quality of these experiences. Some institutions have established professional development schools or clinical sites where students and faculty work closely together throughout the teacher preparation experience. In other cases, clinical sites are not chosen for the quality of the modeling and guidance provided by supervising or mentoring teachers, but for convenience. In other cases, geographic limitations limit choices of placements. Few incentives are provided to teachers to serve as supervising teachers and there appears to be little consistency in quality control of the student teaching experiences (Milken, 1999; testimony to task force, 1999).

## **Beginning Teacher Internship Program**

Kentucky was one of the first states to implement an internship program before teachers were granted their initial teaching certificate. In the nearly fifteen years that the program has been in place, new teachers have consistently rated the experience as very valuable (LRC, 1988; KIER, 1998); however, funds for the program have remained fairly flat and compensation for resource teachers has not increased. In addition, finding qualified resource teachers within the subject area and grade level to serve has become increasingly difficult. The Education Professional Standards Board permits the assignment of teachers with preparation outside the content area of an intern teacher to serve as his or her resource teacher, but does not permit a retired teacher—even a recent retiree with the content expertise and experience as a resource teacher—to serve in this capacity. Some task force members proposed using “retired” teachers to offset teacher shortage areas as well as to serve as resource teachers.

The task force also heard the need for an in-depth review of the internship program, including giving consideration to a second year of formal support for new teachers. While internship teachers have historically rated the program favorably, many express the need for ongoing support after the initial internship year is completed. There was also concern that new teachers are

frequently assigned to difficult situations and this results in frustration for the new teacher as well as a less than desirable classroom situation for the students. Some suggested the lack of early support and success may be a contributing factor to attrition.

As many teachers leave within the first three years of teaching (Cornett, 1999), further study is needed to determine why and if a second year of formal support would help to decrease the attrition rate.

In response to these discussions, the task force adopted recommendations to address recruitment into teacher preparation programs, to improve college preparation experiences, to provide quality experiences and support for new teachers, and to recruit a diverse teaching and administrative force. Recommendations are:

1. Develop a statewide recruitment and retention strategy to:
  - Establish teacher cadet programs to recruit capable high school students;
  - Substantially increase funding for the Minority Teacher Recruitment program and provide resources designed to dramatically increase what is available for equity initiatives in the Kentucky Department of Education;
  - Minimize recruitment in over-supplied areas and increase recruitment in geographic as well as subject matter shortage areas;
  - Provide financial incentives to attract candidates to subject matter areas with teacher shortages, including tuition waivers, loan forgiveness, and job guarantees, and build on existing scholarship programs where appropriate;
  - Provide technical assistance to local school districts to establish recruitment and hiring procedures such as “grow your own” teacher candidate pools, recruitment of a diverse teaching faculty and administrative staff, and support for new teachers during the induction period; and
  - Develop other programs as needed.
2. Strengthen the Kentucky Teacher Internship Program to:
  - Identify, recruit, and compensate high quality resource teachers, mentors;
  - Revise and strengthen the performance components;
  - Provide consistent, high quality training of all internship committee members;
  - Improve feedback and technical assistance to interns;
  - Increase funding for the program;
  - Expand the internship program to a two-year or more process; and
  - Make other changes as determined necessary.
3. Investigate the feasibility of a resource teacher being assigned to more than one intern.

4. Provide incentives to local school districts to establish local assistance and support programs for teachers, but particularly for teachers who are assigned to high-poverty schools, low performing schools, or classrooms that have students with individual education plans.
5. Provide technical assistance, when requested, to principals in analyzing teacher assignments, placement of students, and support needed for new teachers.
6. Develop and implement strategies to attract candidates through non-traditional paths to principalship, superintendency, and counseling areas.
7. Require local school districts to have a formalized recruitment and interviewing process for both classified and certified employees.
8. Require local principals and school-based decision making councils to have training in recruitment, interviewing, and hiring techniques; and require localboard members to have training relating to recruiting, interviewing, and selecting superintendents.



## CHAPTER IV

### **RECERTIFICATION AND PROFESSIONAL DEVELOPMENT OF VETERAN TEACHERS**

The ongoing professional development and continuing education of teachers has been a priority in Kentucky for a long time. However, the importance of professional development has taken on new meaning with the education reform initiatives. Continuing education serves multiple purposes, one of which is certification renewal. Currently, teachers must renew their certificates after five years in the profession through the completion of "fifteen graduate credits toward a Master's degree," completion of "one-half of a Planned Fifth Year Program," or completion of a "Planned Professional Development Continuing Education Option." A second renewal is required after ten years in the profession through the completion of a "Planned Fifth Year Program" or "Master's Degree" or "Planned Professional Development" option. Subsequent renewals are every five years, which may be through a variety of professional development options, including formal coursework or successful teaching experience. Professional development also provides opportunity for teachers to increase their competence and effectiveness and to adapt to changing educational standards.

Kentucky's education reform requires that teachers have skills, knowledge, and desire to teach all children and to help them achieve at high levels. Kentucky teachers have worked hard to fulfill this demand. However, the National Commission on Teaching and America's Future suggests that ". . . without a sustained commitment to teachers' learning and school redesign the goal of dramatically enhancing school performance for all of America's children will remain unfulfilled. Most schools and teachers cannot achieve the goals set forth in new educational standards, not because they are unwilling, but because they do not know how, and the systems they work in do not support them in doing so."

Providing a nurturing environment in which Kentucky teachers can continue to learn, develop new skills, and adapt to change is an ongoing challenge, but it must be done if teachers can likewise nurture and challenge their students to achieve the necessary learning.

Throughout their careers teachers need access to the latest knowledge in their subject areas, as well as time, resources, and support for developing new skills and opportunity to pursue additional formal study.

Kentucky provides more than \$15,000,000 in state funds annually to support professional development and invests the responsibility for determining the use of the funds in teachers and administrators at the local level. This policy is based on the premise that those who are closest to the classroom have the best knowledge and understanding of what is needed to improve teaching and classroom practices leading to increased student achievement. Sixty-five percent of the state professional development funds provided to a school district based on average daily attendance

are allotted to school-councils to spend for appropriate professional development activities for teachers and administrators to improve individual teacher performance, school performance, and to aid teachers in reaching teaching mastery. The funds may be used throughout the school year based on local plans and professional development needs. Schools are free to choose providers in an open market process.

Certified staff members are provided four days in the minimum school calendar for professional development. Historically, some persons believed that teachers limited their professional development to those four days. Contrary to that notion, many if not a majority of teachers have engaged in on-going professional development, often at their own cost. The state appropriations enable teachers to participate in additional activities throughout the year and enable more teachers to pursue a variety of activities.

The Kentucky Department of Education is charged with training local professional development coordinators and also with providing state-wide leadership and technical assistance to help teachers, councils, and school districts assess needs, plan effectively, implement effective programs, and evaluate results. Colleges, universities, state agencies, and private professional development providers offer professional development programs which are utilized by schools, groups of teachers, individual teachers, or by districts for some district-wide initiatives.

Several surveys of teachers and administrators since 1990 have indicated that the quality of professional development as well as the availability of relevant professional development has been improved and that the added resources have been of significant help. (Kentucky Institute for Education Research, 1996, 1997, 1998; Clements, 1990; McDiarmid et al.). However, the surveys indicate the professional development has tended to be more focused on processes and practices rather than content related subject matter, especially during the early years of the education reform. In any case, while there is evidence that the current statewide policies related to professional development have helped teachers and administrators move away from the traditional in-service models that were often viewed as an inconvenience and not an asset, there is still deep concern whether veteran teachers really have the content skills and knowledge needed for today's curricula requirements. Recent data relating to middle school student achievement has fueled the debate even further.

An extensive review of middle grades education, including a look at retention, how teaching occurs, and qualifications of teachers, was recently initiated by the Southern Regional Education Board (SREB). Data revealed that there is a significant increase in the student retention rate when comparing the eighth grade year to the ninth grade year. The average retention rate for eighth graders is 3 to 4%, while the rate for ninth graders jumps to 18 to 28%. This implies that a significant number of students entering high school are unprepared for challenging high school work. Data also indicates that there is a performance gap when comparing SREB eighth grade students to eighth grade students nationwide. Approximately 47% of SREB students are below the basic level in achievement, versus 39% nationwide. On the other end of the spectrum, 17% of SREB students are performing at the proficient level, versus 23% nationally. SREB students in rural and suburban areas score lower (Cooney, 1998).



In visits to schools across the SREB region to determine what was leading to this pattern of lagging achievement, a problem was discovered in the area of reading, with 35% of eighth graders in SREB states reported reading no more than 5 pages daily. An indicator with regard to math was for students to complete pre-algebra or Algebra I classes with proficiency. Of SREB eighth grade students, only 25% completed Algebra I and 34% completed pre-algebra. With regard to science, it was determined that all students should be able to design, conduct, analyze and report on a science investigation. In SREB states, 40% of teachers reported never asking students to do this task, and 66% of students reported never having done this task. It was concluded that students in SREB states do less group or partner work, do less project work, write less, give fewer oral reports, have fewer discussions on what they read, and do fewer science investigations. The problem lies not only with what is being taught, but how it is being taught (Cooney, 1998).

It was also discovered that SREB states in comparison to the nation as a whole have more elementary education majors teaching middle grade math, fewer English majors teaching eighth grade English, and only 11% of eighth grade science classes taught by a science content major. In general, those teaching out-of-field are generally recently hired teachers, teachers in schools with more low-income students, teachers in smaller schools, and teachers in the seventh and eighth grades. Cooney reported to the task force that some results of out-of-field teaching are that three times as many eighth graders in SREB states report never doing any hands-on activities, and teachers report more time lecturing on science terms and facts. When teachers are unsure of what they are teaching, they are tied more to a textbook. Some of the most disconcerting data found was from teachers reporting what they really believe about teaching and learning. Too many of them believe that what they do in the classroom makes no difference. Nearly half of them believe that factors outside school determine student performance. Only half think that knowing a content area well is important, and that technology will have no effect on their teaching practices.

In the study, SREB new teachers were asked after their first year of teaching if they had been well prepared to teach. New teachers reported they were unprepared to work with different levels of student understanding; had no experience with students of different cultures or students with special needs; and experienced a mismatch between supervised student teaching and the teaching position attained. This seems to indicate that too many teachers are placed in the middle grades when their goal was to teach elementary or high school levels.

The SREB data is aggregate data and therefore some of the findings may not be representative of Kentucky teachers. However, Kentucky students at the middle grades have not performed as well as other grade levels. And until recent changes relating to middle grades certification, teachers traditionally were employed with a K-8 or 1-8 elementary certificate which did not require a major in a content area—teachers were prepared with coursework across the curriculum as generalists rather than specialists. Consequently, there is a significant percentage of teachers who are teaching in the middle schools without a college specialty. However, there is no data that compares the preparation of teachers and student achievement nor data that indicates the competency or lack of competency by veteran teachers in the specific content areas. Teachers with generalists certificates may have participated in professional development activities or taken additional coursework to increase their preparation in the content areas they are teaching.

While some task force members were concerned about the lack of content majors of veteran middle school teachers, overall the task force was cautious in adopting a recommendation to require fully-certified veteran teachers to earn a major within a given period of time or face job reassignment or displacement. Task force members did agree that there should be a process to determine if middle school teachers were competent, and if determined deficient to have supported professional development. There was also strong sentiment for directing state resources into in-depth content institutes to enhance teachers skills, particularly in the core content areas.

There was general agreement among task force members that the kind of continuing education provided each teacher should be tied to local needs assessment as well as professional judgments and the goals for student learning and achievement. Content knowledge and skill must be continually updated and refreshed for all teachers, but teachers also need the teaching skills, methodologies, and understanding of a diverse student population to enable students to learn and achieve.

There was also considerable discussion regarding how to implement quality controls and evaluations of various professional development programs, and how to provide the consumer information necessary for good decision making. In addition, the lack of follow-up and support tied to many programs is a continuing concern.

The task force adopted the following recommendations:

1. Strengthen the evaluation components for licensure renewal, including the teacher's subject matter mastery and demonstration of teaching methodologies appropriate to the subject area being taught, students' progress, and student learning styles.
2. Establish procedures to ensure that all veteran teachers with general 1-8 or K-8 certification and who teach a core subject(s) in grades 6, 7, or 8, and teachers who teach in high school have competence in the specific content courses they teach. Procedures should include, but not be limited to: definitions of out-of-field teaching; data collection; assessment strategies; targeted professional development, formal coursework, and technical assistance for teachers who are assessed as deficient; reasonable timelines for eliminating deficiencies; and more appropriate teacher subject area assignments.
3. Empower and assist teachers in the selection of high quality professional development to meet their individual and school needs that are based on local assessments of needs related to achievement of national and state teacher standards, subject matter competence, effective teaching methods for student with diverse learning needs, and areas where student achievement lags.
4. Require the Department of Education to promulgate an administrative regulation that includes an assessment instrument that may be used as a part of the consolidated planning process or other planning process to determine how well each school is providing instruction and services to meet the needs of all culturally and academically diverse students.

5. Require all school-based decision making councils to conduct an assessment of its school environment to determine how well the school is serving culturally and academically diverse students; and require the school to implement strategies to address the deficiencies.
6. Make available professional development programs and courses of study that help teachers master skills to help students with different learning styles and abilities and that address cultural and equity issues.
7. Create assessment and accountability mechanisms to evaluate professional development programs, including incentives related to the quality of service providers; provide for statewide dissemination of information regarding professional development providers.
8. Establish teacher academies for elementary, middle school, and high school faculty in each of the core disciplines, utilizing facilities and faculty from universities and colleges, local districts, and other appropriate agencies throughout the state.
9. Provide financial incentives and time for teachers to participate in professional development programs, including, but not limited to:
  - Individual grants, stipends, and paid leave;
  - Reimbursement for expenses and stipends for teachers pursuing certification by the National Board of Professional Teacher Standards and who will serve as teacher mentors or partners with other teachers; and
  - Grants for individual teachers, groups of teachers, and schools for subject matter collaboratives, content-based summer institutes, semester-long sabbaticals, and other appropriate activities that will enhance teacher skills.
10. Provide professional development and on-going technical assistance to teachers in all regions on how to utilize technology effectively in the teaching and learning process.
11. Assist faculties in developing effective partnerships with community-based organizations, public facilities within the community to make available technology to students and parents without financial resources that enhance the student's use of technology.
12. Develop local, regional, and statewide strategies to assist local boards of education, administrators, and teachers in promoting effective parental involvement in schools.
13. Collect data regarding the use of evaluations of pre-tenured and post-tenured teachers to determine the effectiveness of current evaluation structures in eliminating incompetent teachers and in assisting marginal teachers to improve their skills. Study the teacher evaluation and appeal process, including the procedures required, the

training of evaluators, the assistance given to teachers in developing corrective action plans or individual growth plans, the structural design of the system, and the due process requirements. Amend the statutes or administrative regulations relating to evaluation as necessary.

14. Investigate the feasibility of changing state retirement statutes to permit retired teachers and administrators to be employed in critical academic or geographic areas as defined by the Education Professional Standards Board, and under specific conditions without affecting retirement annuities.

## CHAPTER V

### COMPENSATION, BENEFITS, AND WORK ENVIRONMENT

Significant progress was made in raising teachers' salaries during the first biennium following the adoption of the Kentucky Education Reform Act, but salary gains have been modest since then. In Table 3 below, each column is ordered by salary rank from highest salary to lowest salary in each time period.

<b>TABLE 3</b>							
<b>Trends in Average Teacher Salaries</b>							
	1988-90		1992-93		1995-96		1998-99
U.S.	\$31,361		\$35,017		\$37,702		\$40,582
SREB	27,534		29,920		32,372		35,808
MD	36,319	MD	38,753	MD	41,160	DE	43,164
DE	33,337	DE	36,217	DE	40,533	MD	42,526
VA	30,938	VA	32,257	VA	34,792	GA	39,675
FL	28,803	FL	31,172	GA	34,002	VA	37,502
GA	28,006	KY	31,115	FL	33,330	TN	36,500
NC	27,883	WV	30,301	TN	33,126	NC	36,098
TX	27,496	GA	30,051	KY	33,080	FL	35,916
SC	27,217	TX	29,935	WV	32,155	AL	35,820
TN	27,052	NC	29,315	TX	32,000	KY	35,526
KY	26,292	SC	29,224	SC	31,622	TX	35,041
AL	25,300	TN	28,960	AL	31,313	SC	34,506
LA	24,300	AR	27,433	NC	30,411	WV	34,244
MS	24,292	AL	26,953	AR	29,533	LA	32,510
OK	23,070	LA	26,102	OK	28,404	AR	32,350
WV	22,842	OK	25,918	MS	27,692	OK	31,107
AR	22,352	MS	24,367	LA	26,800	MS	29,530

Many factors influence changes in average salaries from year to year. These factors include the retirement of veteran teachers, the employment of new teachers, the addition of new teaching positions, and pay raises. States' specific goals for teacher salaries result in changes to salary averages and rankings. Unfortunately, because these goals are expensive, states may reach or nearly reach a goal and then relax their efforts, only to be surpassed by other states that continue to push salaries upward.

*Sources: National Education Association, Estimates of School Statistics, various years;  
Southern Regional Education Board, 2000*

Among the states in the southern region, only Delaware and Maryland exceed the national average and rank within the top one-third of states in the nation. Kentucky, along with Florida, Georgia, Tennessee, Virginia, and West Virginia, ranks in the middle one-third of the nation.

In an SREB report relating to teacher salaries, the author points out that the average teacher salaries by state do not indicate the "competitiveness" of teacher salaries as they fail to recognize that state averages for teachers' salaries do not show the wide variations within states (Gaines, 2000). That is true in Kentucky as the number of persons by rank and by experience on the various local salary schedules significantly affects the average Kentucky salary. While the General Assembly established a single salary schedule of minimum salary levels for specific educational ranks and years of experience, each district may establish a salary schedule that exceeds the state salary schedule. All districts currently exceed the minimum salary schedule. Ranks are based on the bachelor's, master's or fifth year program, and a thirty-hour program above the master's degree. Currently, all new teachers must complete Rank II (i.e., attainment of a master's degree or 30 hours in an approved program or equivalent continuing education with an approved plan) within the first ten years of receiving initial entry into the profession. Pursuit of a Rank I status is optional. As experienced teachers with advanced ranks retire and are replaced with less experienced teachers, the salary average is distorted.

Further confounding the salary discussion, is the issue of "cost of living" from state to state and within a state. Dr. Stephen Clements suggested in his 1999 report that the entry salary for a beginning teacher in Kentucky is not "grossly out of line with those other jobs available in the state that require a similar level of educational attainment." He suggested that teachers receive respectable benefits beyond their basic salary. However, Clements conceded his data did not include comparisons with lawyers, doctors, and engineers who may begin with modest entry level salaries but have much greater long term salary opportunities.

Kentucky laws do not provide for additional salary enhancements such as hiring bonuses for teaching in shortages areas or in difficult assignments, or salary increases for performance. Modifications to the single salary schedule have been discussed and researched over the past several years, but no satisfactory proposal has been determined. Discussions that began in the 1980's of career ladders, performance pay systems, and other variations received little or mixed support. Rewards distributed to individual teachers under the assessment and accountability system established in 1990 led to conflict and dissension among teachers and staff in some school districts. Little sentiment was expressed to the task force to tie teacher salaries to performance, although there was support for allowing some different types of professional compensation plans.

Currently, the Oldham County School District is piloting an enhanced teacher salary schedule that rewards teachers for obtaining additional professional competency. During the task force discussions, the pilot was in its infancy and too little was known to inform the salary discussion.

Unlike higher education where university professors can generally move in and out of administration without affecting their career and earning opportunities, the elementary and secondary education system has traditionally had a one-way approach to higher pay, i.e. move to administrative positions for salary advancement (Milken, 1999).

During testimony before the task force, the president of the Kentucky Education Association acknowledged the need for some changes in the compensation plan but advocated the importance of maintaining and raising the basic single salary schedule. She indicated the association would support additional compensation for hiring persons in state-determined shortage areas as well as

adding additional days to the school year for teachers' development, planning, and curriculum design.

Although the cost of raising teachers' baseline salaries is a tremendous cost item, the task force agreed that it was necessary to raise salaries, provide excellent benefits, as well as a nurturing work environment to attract and retain outstanding teachers.

The task force adopted the following recommendations:

1. Give priority to increasing the basic salary levels for beginning and veteran classroom teachers for their current job requirements, if revenues are available.
2. Maintain a single salary schedule as a base for compensating all teachers, but provide extra compensation for the following:
  - Knowledge and expertise;
  - higher levels of certification, including national certification;
  - Professional development participation and achievement;
  - Teachers in leadership roles such as mentors or teaching partners;
  - High GPA and Praxis II scores/folio for beginning teachers;
  - School-based student achievement gains; and
  - Difficult assignments, recruitment in shortage areas including subject matter, geographic, or diversity.
3. In lieu of extra compensation, other benefits such as released time, additional days, or other incentives may be used.
4. Permit districts to provide signing bonuses for recruitment of teachers when geographic or content-specific shortage areas or a lack of diversity has been identified by the Education Professional Standards Board.
5. Gradually shift employment of teachers to a longer employment year, including increased days for instruction, curriculum planning and design, and participation in or providing professional development programs. Design a phase-in process that will lead to the option of extended days for a percentage of teachers each year.
6. Provide compensation enhancements to reward veteran teachers who demonstrate excellence in teaching and wish to remain in the classroom full-time.





## CHAPTER VI

### STATE LEADERSHIP AND GOVERNANCE

The Education Professional Standards Board was established on July 15, 1990, as part of the Kentucky Education Reform Act with the responsibility to establish standards and requirements for obtaining and maintaining a teaching certificate; to set standards for, approve, and evaluate college, university, and school district programs for the preparation of teachers and other professional school personnel; issue, renew, suspend, and revoke teaching certificates; and carry out other duties relating to teacher preparation and certification.

The board is composed of seventeen members, the majority of whom are teachers. Employees in the Office of Teacher Education and Certification, Kentucky Department of Education provide the staff work for the board. The executive secretary also serves as an associate commissioner in the department.

Since the board's formation, it has had an ambitious agenda, continually assessing the status of teaching and developing policies to further enhance it. To this end, the board has:

- Established standards for new and experienced teachers, administrators, counselors, and early childhood instructors as well as procedures for revising these standards as needed;
- Consolidated the number of certificates granted;
- Established middle school certification and eliminated K-8 and 1-8 certification for new teachers to ensure that middle school teachers have at least a minor in two content fields;
- Promoted the development of performance assessments of new teacher candidates;
- Increased the standards for assessment on the exit tests required of all new teacher candidates;
- Promoted national board certification for teachers; and
- Revised standards for accreditation of teacher preparation programs and required that all teacher preparation programs become performance-based.

Further efforts are under way to: assess the quality of graduates of each teacher preparation program and to publicly report the data; study ways of providing consistency in preparation programs across the institutions; and revise the standards for new and experienced teachers to include competence in the use of technology.

The board recommended that it be separated from the Kentucky Department of Education and be an independent agency with personnel and budget authority. Staff in the Office of Teacher Education and Certification would be transferred to the new agency and other staff hired as needed. The board maintained that there would be less confusion as to who is responsible for leading and governing teacher preparation and certification.

Other groups, such as the Prichard Committee Task Force on Teaching for Kentucky's Future have supported this notion, but further suggest that the membership of the board should be broadened. The teachers' association does not disagree with a broadened membership, but maintains that the majority of members should be teachers.

Considerable discussion focused on the need for the board to set a vision of teacher quality, identify strong standards, and take a stronger role in enforcing teacher preparation standards. It was a consensus that better data must be maintained and analyzed on which to make policy decisions. While the task force felt it was important that the public as well as the education profession look to one agency with primary governing responsibility for teacher education and preparation, there was agreement that ensuring teacher quality is a partnership responsibility, including universities, colleges, local school districts, education professionals, education advocates, the Council on Postsecondary Education, the Education Professional Standards Board, the Kentucky Board of Education, and the Kentucky General Assembly.

The task force adopted the following recommendations relating to leadership and governance:

1. Reconstitute the Education Professional Standards Board (EPSB) as an autonomous entity with budget and employment authority. The reconstituted board should have an expanded membership, comprised of a majority of practicing P-12 educators, including teachers and administrators. All groups currently represented on the board shall also be included in the reconstituted board. The reconstituted board shall retain all board functions currently under its jurisdiction. The board should provide statewide leadership and coordination of efforts to improve and maintain teacher quality; provide clear and understandable communication with the public; and monitor, evaluate, and audit results as appropriate.
2. Require the EPSB to make periodic reports to the General Assembly.
3. Provide the EPSB adequate, increased resources, including support staff, research, and data analysis capabilities.
4. Require the EPSB to conduct or contract for research on reasons for teacher attrition and to suggest actions to be taken to diminish attrition in local school districts.

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## APPENDIX A

# PRESENTERS TO THE TASK FORCE ON TEACHER QUALITY

### Out-of-State Resource Personnel

**Dr. Barnett Berry, Director**

Southeast Office  
National Commission on Teaching  
and America's Future  
University of North Carolina

**Dr. Jane David, Researcher**

Bay Area Research Group  
Palo Alto, California

**Ms. Sondra Cooney, Director**

Middle School Initiative  
Southern Regional Education Board  
Atlanta, Georgia

**Mr. David Haselkorn, President**

Recruiting New Teachers, Inc.  
Cambridge, Massachusetts

**Dr. Lynn Cornett, Senior Vice President**

Southern Regional Education Board  
Atlanta, Georgia

**Dr. James Watts, Vice President**

State Services  
Southern Regional Education Board  
Atlanta, Georgia

### Agency Personnel

**The Honorable Governor Paul E. Patton**

**Dr. Susan Leib, Executive Secretary**  
Education Professional Standards Board

**Dr. Wilmer S. Cody, Commissioner**

Kentucky Department of Education

**Dr. Jack Rose, Member**

Education Professional Standards Board  
and **Dean**, School of Education  
Murray State University

**Mr. Tim Dedman, Member**

Education Professional Standards Board and  
**Teacher**, Fayette County Schools

**Mr. Gene Wilhoit, Deputy Secretary**

Kentucky Department of Education

**Dr. Linda H. Houghton, Associate  
Commissioner**

Kentucky Department of Education

**Mr. Tom Willis, Associate Commissioner**

Kentucky Department of Education

## Colleges and Universities Representatives

**Dr. Bonnie Banker, Teacher Educator**

Department of Education  
Asbury College

**Dr. William Julian, Provost and  
Dean of Faculty**

Lindsey Wilson College

**Dr. Andrew T. Carrington, Chair**

Division of Education and Human Services  
Kentucky State University

**Dr. Robert Kustra, President**

Eastern Kentucky University

**Dr. Stephen Clements, Assistant Professor**

Policy Analysis Center for Kentucky Education  
University of Kentucky

**Dr. Bill Price, Associate Provost**

Murray State University

**Dr. Sam Evans, Interim Chair**

College of Education and Behavioral Sciences  
Western Kentucky University

**Dr. Shirley Raines**

**Dean of College of Education and  
Vice-Chancellor for Academic Affairs**  
University of Kentucky

**Dr. Darrell Garber, Chair**

School of Education  
Northern Kentucky University

**Dr. Elizabeth Strobel, Associate Dean**

School of Education  
University of Louisville

**Dr. Harold Harty, Dean**

College of Education and Behavioral Sciences  
Morehead State University

**Dr. Doris Tegart, Dean**

Education Department  
Bellarmino University



## **Education and Advocacy Groups**

### **Kentucky Association of Colleges of Teacher Education**

Dr. Rosetta Sandidge, University of Kentucky  
Dr. Verna Lowe, Asbury College  
Dr. Betty Lindsey, Spaulding University

### **Kentucky Association of School Administrators**

Mr. Wayne Young, Executive Director

### **Kentucky Education Association**

Ms. Judith Gambill, President

### **Kentucky Congress of Parents and Teachers**

Ms. Karen Jones, Past President

### **Kentucky Counseling Association**

Ms. Beth Jones, Richmond  
Mr. Dan Bondurant, Paducah

### **Kentucky School Boards Association**

Ms. Libby Marshall

### **Kentucky Science and Technology Council**

Dr. Wimberly Royster  
Dr. Steve Henderson

### **Partnership for Kentucky Schools**

Ms. Carolyn Witt Jones, Executive Director

### **Prichard Committee**

Dr. Robert Sexton, Executive Director  
Dr. Gayle Ecton

## School Personnel

**Ms. Nancy Binder, Curriculum Specialist**  
William Natcher Elementary School  
Bowling Green, Kentucky

**Ms. Beth Moorman, Teacher Intern**  
Simpsonville Elementary School  
Simpsonville, Kentucky

**Dr. Steve Frommeyer, Principal**  
Eminence Middle School  
Eminence, Kentucky

**Ms. Brenda Mullins, Teacher Partner**  
Knott County Central High School  
Knott County

**Dr. Rita Greer, Coordinator**  
Human Resources  
Jefferson County Schools  
Louisville, Kentucky

**Ms. Frieda Mullins, Principal**  
Jones Fork Elementary  
Knott County

**Ms. Stephanie Leach Howard, Teacher Intern**  
Anderson County Schools  
Lawrenceburg, Kentucky

**Mr. Joe Phelps, Supervising Teacher**  
Fairdale High School  
Louisville, Kentucky

**Ms. Jane Martin, Executive Director**  
Badgett Cooperative for Educational  
Enhancement  
Madisonville, Kentucky

**Ms. Lesley Ann Wolfe, Recent University Graduate and Substitute Teacher**  
L.B. J. Elementary School  
Jackson, Kentucky

## Other

**Mr. Eric Farmer, Education Ambassador**  
1999 Governor's Scholars Program  
Centre College, Danville, Kentucky

**Ms. Carole Long**  
Crestwood, Kentucky

**Ms. Carol Grissett, Parent**  
Louisville, Kentucky

**Ms. Jennifer Rhorer, Student**  
Franklin County High School  
Frankfort, Kentucky

**Ms. Kelly Hanlon, Education Ambassador**  
1999 Governor's Scholar Program  
Northern Kentucky University

## **APPENDIX B**





## APPENDIX C

### NEW TEACHER STANDARDS FOR PREPARATION AND CERTIFICATION\*

Standard  
Statement No.:

- I. The teacher designs/plans instruction and learning climates that develop student abilities to use communication skills, apply core concepts, become self-sufficient individuals, become responsible team members, think and solve problems, and integrate knowledge.
- II. The teacher creates a learning climate that supports the development of student abilities to use communication skills, apply core concepts, become self-sufficient individuals, become responsible team members, think and solve problems, and integrate knowledge.
- III. The teacher introduces/implements/manages instruction that develops student abilities to use communication skills, apply core concepts, become self-sufficient individuals, become responsible team members, think and solve problems, and integrate knowledge.
- IV. The teacher assesses learning and communicates results to students and others with respect to student abilities to use communication skills, apply core concepts, become self-sufficient individuals, become responsible team members, think and solve problems, and integrate knowledge.
- V. The teacher reflects on and evaluates specific teaching/learning situations and/or programs.
- VI. The teacher collaborates with colleagues, parents, and other agencies to design, implement, and support learning programs that develop student abilities to use communication skills, apply core concepts, become self-sufficient individuals, become responsible team members, think and solve problems, and integrate knowledge.
- VII. The teacher evaluates his/her overall performance with respect to modeling and teaching Kentucky's learning goals, refines the skills and processes necessary, and implements a professional development plan.

VIII. The teacher demonstrates a current and sufficient academic knowledge of certified content areas to develop student knowledge and performance in those areas.

\*The Education Professional Standards Board was in the process of adding an additional standard relating to teachers' use of technology concurrent with work of the Task Force on Teacher Quality.

## APPENDIX D

### EXPERIENCED TEACHER STANDARDS FOR PREPARATION AND CERTIFICATION\*

Standard  
Statement No.:

- I. The teacher provides professional leadership within the school, community, and education profession to improve student learning and well-being.
- II. The teacher demonstrates content knowledge within own discipline(s) and in application(s) to other disciplines.
- III. The teacher designs/plans instruction that develops student abilities to use communication skills, apply core concepts, become self-sufficient individuals, become responsible team members, think and solve problems, and integrate knowledge.
- IV. The teacher creates a learning climate that supports the development of student abilities to use communication skills, apply core concepts, become self-sufficient individuals, become responsible team members, think and solve problems, and integrate knowledge.
- V. The teacher introduces/implements/manages instruction that develops student abilities to use communication skills, apply core concepts, become self-sufficient individuals, become responsible team members, think and solve problems, and integrate knowledge.
- VI. The teacher assesses learning and communicates results to students and others with respect to student abilities to use communication skills, apply core concepts, become self-sufficient individuals, become responsible team members, think and solve problems, and integrate knowledge.
- VII. The teacher reflects on and evaluates teaching/learning.
- VIII. The teacher collaborates with colleagues, parents, and other agencies to design, implement, and support learning programs that develop student abilities to use communication skills, apply core concepts, become self-sufficient individuals, become responsible team members, think and solve problems, and integrate knowledge.



IX. The teacher evaluates own overall performance in relation to Kentucky's learner goals and implements a professional development plan.

\* The Education Professional Standards Board was in the process of adding an additional standard relating to teachers' use of technology concurrent with work of the Task Force on Teacher Quality.

## **APPENDIX E**

### **Actions by the 2000 General Assembly Relating to Teacher Quality: A Comparison to Recommendations of the Task Force on Teacher Quality**

#### **Introduction**

The 2000 General Assembly adopted several items relating to recommendations from the Task Force on Teacher Quality and appropriated significant funding to support the initiatives. While the General Assembly did not adopt the comprehensive proposal desired by the task force, the actions are significant first steps toward the goals set forth by the task force.

#### **Teacher Education and Preparation**

##### **Selected Task Force Recommendations:**

1. Require the Education Professional Standards Board to assure current program standards for teacher preparation are adequately implemented and hold all teacher preparation programs accountable for meeting the standards.
2. Require the Education Professional Standards Board to conduct an annual review of diversity in teacher preparation programs.
3. Establish clear and meaningful consequences for the performance of postsecondary institutions that prepare teachers.
4. Continue work toward the alignment of Kentucky teacher standards with regional and national standards, building on the current work of the Education Professional Standards Board.
5. Provide adequate resources, rewards, and incentives to supervising teachers.
6. Establish incentive funds for universities and colleges, including funds to develop model teacher preparation programs.

##### **Actions Taken by the General Assembly:**

- SB 77 amends KRS 161.028 relating to the duties of the Education Professional Standards Board to ensure that recommendations 1-4 are implemented.

- SB 77 provides that tuition be waived for supervising teachers for up to six (6) hours of college course work per term in Kentucky's public postsecondary institutions to address recommendation 5 above.
- An appropriation of \$750,000 each year of the biennium is made to provide some additional compensation for teachers who serve as supervising teachers to further address recommendation 5.
- Budget language encourages the Council on Postsecondary Education to use \$4,000,000 of the Regional Excellence Trust Funds appropriation for the purposes of model teacher preparation, and SB 77 establishes criteria that postsecondary education institutions must meet in order to participate in the trust funds for that purpose.

## **Non-Traditional Certification**

### **Selected Task Force Recommendations:**

1. Direct the Kentucky Department of Education to develop a statewide information program to encourage persons from diverse backgrounds, including persons of color, to consider teaching as a career and to encourage local districts to actively recruit diverse candidates into teaching.
2. Develop additional strategies to recruit and certify highly skilled teaching candidates from diverse backgrounds who desire a second or different career and college students with content area majors who did not initially pursue teacher education.
3. Require the Education Professional Standards Board to solicit the creation of one or more innovative, non-traditional teacher preparation programs through colleges or universities, private contractors, or the Kentucky Commonwealth Virtual University, and to waive administrative regulations if needed in order to implement the program.

### **Actions Taken by the General Assembly:**

- SB 77 provides that the Department of Education with other partners develop a statewide recruitment program to bring into teaching in addition to the existing statutory requirement for minority teacher recruitment, addressing recommendation 1 above. SB 77 also incorporates the language in recommendation 3, as well as additional language permitting the board to approve, if appropriate, a university's request for an alternative postbaccalaureate program that combines course work, employment, and the internship concurrently.
- HB 76 provides for alternative certification of retired military personnel.
- The appropriations bill provides continuation funds for minority teacher recruitment programs of \$2,000,000 each year of the biennium.

### **Selected Task Force Recommendations:**

1. Develop a statewide recruitment and retention strategy.
2. Strengthen the Kentucky Teacher Internship Program.
3. Develop and implement strategies to attract candidates through non-traditional paths to the principalship, superintendency, and counseling areas.
4. Require local principals and school-based decision making councils to have training in recruitment, interviewing, and hiring techniques; and require local board members to have training relating to recruiting, interviewing, and selecting superintendents.

### **Actions of the General Assembly:**

- SB 77 requires the Department of Education and other partners to have a statewide recruitment program. The appropriations bill provides \$515,000 in 2001-2002 to support the program of recruitment relating to recommendation 1 above.
- The appropriations bill provides additional funding for resource teachers who serve in the internship program which partially addresses the task force concerns about the internship program.
- SB 77 provides an option for alternative postbaccalaureate programs which should help address recommendation 3 above.
- SB 77 provides that school-based decision making councils receive training prior to hiring a new principal which partially addresses recommendation 4 above.
- The appropriations bill provides restricted funds KHEAA for needs-based teacher scholarships of \$1,983,300 in FY 2000-2001 and \$2,022,500 in FY 2001-2002.

## **Recertification and Professional Development of Veteran Teachers**

### **Selected Task Force Recommendations:**

1. Establish procedures to ensure that all veteran teachers with general 1-8 or K-8 certification and who teach a core subject(s) in grades 6, 7, or 8, and teachers who teach in high school have competence in the specific content courses they teach.
2. Empower and assist teachers in the selection of high quality professional development to meet their individual and school needs that are based on local needs assessments.
3. Make available professional development programs and courses of study that help teachers master skills to help students with different learning styles and abilities, and that address cultural and equity issues.

4. Create assessment and accountability mechanisms to evaluate professional development programs.
5. Establish teacher academies for elementary, middle school, and high school faculty in each of the core disciplines.
6. Provide financial incentives and time for teachers to participate in professional development programs.
7. Provide professional development and on-going technical assistance to teachers in all regions on how to utilize technology effectively in the teaching and learning process.
8. Investigate the feasibility of changing state retirement statutes to permit retired teachers and administrators to be employed in critical academic or geographic areas as defined by the Education Professional Standards Board, and under specific conditions without affecting retirement annuities.

**Actions by the General Assembly:**

- To address recommendations 1, 2, 3, and 6 above, SB 77 creates a Teachers' Professional Growth Fund to provide stipends and tuition for teachers to improve their content knowledge and teaching skills in the core discipline areas, with priority for middle school teachers through 2004 and for teachers of mathematics through 2002. Thereafter the Department of Education shall determine the priority subject areas and grade levels.
- The appropriations bill provides \$750,000 in FY 2000-2001; and \$1,250,000 in FY 2001-2002 under the administrative authority of the Department of Education and regulatory authority of the Kentucky Board of Education.
- SB 77 also creates a Middle School Academic Achievement Center to be housed at a public university. The center will help coordinate and disseminate information regarding professional development and researched-based practices which will further address recommendation 1.
- The appropriations bill provides \$400,000 for the center in FY 2001-2002.
- SB 77 amends KRS 156.095, relating to professional development of teachers, to be more specific relating to duties of the KDE regarding providing consumer information through an electronic bulletin board about PD offerings, establishing academic academies, and providing relevant professional development. SB 77 also amends KRS 158.070 to ensure that those who choose a flexible schedule for professional development at the local level tie it to school improvement, professional growth plans, or the content they teach. These changes address recommendations 2, 3, 4, 5, and 7 above.
- HB 519 and HB 739 provide that a limited number of retired teachers may be employed in critical shortage areas on an annual basis without affecting their retirement annuities. While

the option provides for limited participation, it does address directly the concern that led to recommendation 8 above by the task force.

- The appropriations bill provides continuation of the local district and school professional development allocations of \$15,844,500 each year of the biennium, which further addresses recommendation 6 above.
- The appropriations bill provides \$2,100,000 in FY 2001-2002 for teacher academies and stipends for teachers who attend.
- The appropriations bill also provides increased funds for School Technology, a portion of which may be directed to professional development of school personnel as recommended in recommendation 7 above.

## **Compensation, Benefits, and Work Environment**

### **Selected Task Force Recommendations:**

1. Give priority to increasing the basic salary levels for beginning and veteran classroom teachers for their current job requirements, if revenues are available.
2. Maintain a single salary schedule as a base for compensating all teachers, but provide extra compensation for the following:

- #### Knowledge and expertise;
- #### Higher levels of certification, including national certification;
- #### Professional development participation and achievement;
- #### Teachers in leadership roles such as mentors or teaching partners;
- #### High GPA and Praxis II scores/folio for beginning teachers;
- #### School-based student achievement gains; and
- #### Difficult assignments, recruitment in shortage areas including subject matter, geographic, or diversity.

### **Actions by the General Assembly:**

- The appropriations bill provides for a 2.4% baseline increase in the SEEK funding for FY 2000-2001 and FY 2001-2002; and while districts may choose to provide increased teachers' salaries, there were insufficient funds to address recommendation 1 above.
- SB 77 amends KRS 157.390 to permit additional compensation for teachers or administrators to serve as mentors, teaching partners, or professional development leaders to other education professionals in state approved programs, which partially addresses recommendation 2 above. The appropriations bill establishes a Professional Development Leadership and Mentor Fund to provide funds for this purpose. No funds were provided in FY 2000-2001, but \$500,000

was provided in FY 2001-2002. The bill provides language to permit funds to be transferred between the Professional Development Leadership and Mentor Fund and the Professional Growth Fund by the Commissioner of Education to satisfy the demand and need to support the respective teacher programs.

- HB 25 provides for additional compensation of \$2000 per year for those teachers who have or who earn certification from the National Board for Professional Teaching Standards for the life of the certificate, provided they remain in teaching. The bill also authorizes reimbursement for substitute teachers for a limited number of days while the candidates are preparing and reimbursement of 75% of the fee for those who successfully complete the certification. The Education Professional Standards Board is charged with promulgating the administrative regulations to implement the provisions of the bill. The appropriations bill provides \$400,000 in FY 2000-2001 and \$800,000 in FY 2001-2002 to support HB 25.

## **Governance and Leadership**

### **Selected Task Force Recommendations:**

- Provide the EPSB adequate, increased resources, including support state research, and data analysis capabilities.

### **Actions by the General Assembly:**

- The appropriations bill provides additional personnel and operating funds of \$800,000 in FY 2000-2001 and \$1,000,000 in FY 2001-2002 for the Education Professional Standards Board, \$700,000 in FY 2001-2002 to strengthen the evaluation process of teaching certificate renewals, and bond funds for \$4,900,000 for a statewide data system.