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Overview of Teacher Workforce Issues

PRESENTED TO:

Senate Committee on Education
Hon. Josh Newman, Chair

Senate Budget and Fiscal Review Subcommittee No. 1
On Education
Hon. John Laird, Chair



LEGISLATIVE ANALYST'S OFFICE

Key Educator Workforce Issues

Increased Demand for Early Childhood Educators

- Short-term demand for early childhood educators will increase as state expands transitional kindergarten to include all four-year-old children and increases the number of child care slots.

California Perennially Experiences Teacher Shortages in Certain Subject Areas

- The California Department of Education produces an annual list of shortage areas using a federal methodology based largely on the number of vacant positions, misassigned teachers, and teachers on temporary teaching permits.
- The most common shortage areas in California (and the rest of the nation) are in science, bilingual education, special education, and math.
- Shortages may arise in certain areas for various reasons. For example, shortages might arise in science because of uncompetitive salaries whereas shortages might arise in special education because of certain job challenges (such as dealing with disputes between families and districts over students' individual education plans).
- Even within one shortage area, such as special education, the reasons underlying staffing difficulties can vary.

Frequency of Subject Area Shortages Within California

Years of Shortage Since 1990, 31-Year Period

Subject	Number of Years Deemed Shortage Area
Science	29
Special Education	25
Bilingual/Foreign Language	22
Mathematics	21

Source: U.S. Department of Education.



Key Educator Workforce Issues

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Teacher Shortages Also Are Persistent in Certain Types of Schools

- National data shows certain types of schools require more time to fill vacant positions (one indicator of staffing difficulties). Schools with increased staffing difficulties include central-city schools and low-income schools.
- Nationwide research also identifies higher rates of turnover in central-city and low-income schools.
- Other research and interviews suggest additional shortages exist in rural schools.
- Studies show that the proportion of underprepared and inexperienced teachers in high-minority schools tend to be higher than low-minority schools. Similar disparities exist between high-poverty and low-poverty schools.

Teacher Turnover

- Factors that contribute to turnover include teachers leaving the profession (temporarily or permanently, voluntarily or involuntarily through layoffs), switching schools, or retiring.
- Younger teachers and those with less tenure are more likely to switch teaching posts or leave the profession.
- Rates of turnover tend to be highest among special education teachers.
- Research cites various factors impacting a teacher's desire to leave, including lack of access to effective induction programs, lack of support by administrators and parents, dissatisfaction with current salary levels, and a high prevalence of student misbehavior/tardiness.
- Research finds relatively high turnover in schools with high percentages of low-income students. Research also finds higher turnover in urban schools compared to suburban schools.
- Studies show that turnover rates are higher in high-minority schools than turnover rates in low-minority schools.



Major Recent Spending to Address Teacher Shortages

State Has Provided \$1.6 Billion Since 2016-17 to Address Teacher Shortage

Total Funds (In Millions)

Program	Program Goals	Description	Total Allocation	Amount Awarded ^a
Teacher Residency Grant Program	Reduce turnover and improve quality.	Provides competitive awards to support establishment and expansion of teacher and counselor residency programs. There are two grant types: (1) planning grants, and (2) residency grants of up to \$20,000 per resident in the new or expanded program.	\$651.0	\$165.0
Golden State Teacher Grant Program	Increase teacher supply and address longstanding shortage areas.	Provides up to \$20,000 to students enrolled in teacher preparation or pupil personnel services credential programs who commit to working in schools where more than 55 percent of students are low income or English learners.	515.0	147.1
Classified School Employee Teacher Credentialing Program	Increase teacher supply.	Provides up to \$4,000 per participant per year for five years to classified school employees, such as instructional aides, to pursue teaching credentials.	170.0	125.2
Training for transitional kindergarten (TK) teachers	Increase teacher supply and improve quality.	Funds activities to increase the number of highly qualified State Preschool and TK teachers. Also funds training in specific areas for State Preschool, TK, and kindergarten teachers.	100.0	100.0
Local Solutions to the Shortage of Special Education Teachers Grant Program	Increase teacher supply, address longstanding shortage areas, and reduce turnover.	Provides competitive grants to schools to fund new or existing local efforts to recruit and retain special education teachers.	50.0	50.0
Integrated Undergraduate Teacher Preparation Grants	Increase teacher supply and address longstanding shortage areas.	Provides planning grants to universities to expand integrated programs that allow participants to earn an undergraduate degree and a teaching credential within four years. Programs focused on special education, STEM, and bilingual education receive funding priority.	30.00	10.00
Capacity Grants and Technical Assistance for Teacher Residency Program	Reduce turnover and improve quality.	Provides grants to create new school counselor residency programs and establish a statewide support network for successful residency program implementation and sustainability.	30.0	—

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Major Recent Spending to Address Teacher Shortages

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Program	Program Goals	Description	Total Allocation	Amount Awarded ^a
Computer Science Supplementary Authorization Incentive Grant Program	Improve quality and address longstanding shortage areas.	Provides \$2,500 grants for teachers to pursue a supplementary authorization for computer science. Rural and low-income districts receive priority for funding.	15.0	1.1
Reading and Literacy Supplementary Authorization Incentive Grant Program	Increase teacher supply and address longstanding shortage areas.	Provides up to \$2,500 per participating teacher to support the preparation of credentialed teachers to earn a supplementary authorization in reading and literacy.	15.0	—
Dyslexia Grants to Preparation Programs	Improve quality.	Provides up to \$21,000 to teacher preparation programs to update curriculum and course offerings to align with the common trunk Teacher Performance Expectations and the updated Education Specialist Teacher Performance Expectations and include pedagogy on dyslexia.	2.0	0.4
Totals			\$1,578.0	\$598.9

^a As of January 2023.
STEM = science, technology, engineering, and math.



Recent Statewide Efforts to Assist Individuals Interested in Teaching Profession

- The state ran the California Center on Teaching Careers (Center) program from 1997 to 2002. This program operated out of several California State University campuses to attract more individuals to the teaching profession. The 2016-17 budget reestablished the Center at a county office of education to recruit qualified and capable individuals into the teaching field, particularly to low-income schools in special education; science, technology, engineering, and math; and bilingual education.
- The 2022-23 budget funded eight career counselors at the Commission on Teacher Credentialing to provide technical assistance for prospective educators and one position to develop a new teacher recruitment web portal.

