



THE WASHINGTON STATE BOARD OF EDUCATION

A high-quality education system that prepares all students for college, career, and life.

Title:	State Teacher Equity Plan	
As Related To:	<input checked="" type="checkbox"/> Goal One: Develop and support policies to close the achievement and opportunity gaps. <input type="checkbox"/> Goal Two: Develop comprehensive accountability, recognition, and supports for students, schools, and districts.	<input type="checkbox"/> Goal Three: Ensure that every student has the opportunity to meet career and college ready standards. <input checked="" type="checkbox"/> Goal Four: Provide effective oversight of the K-12 system.
Relevant To Board Roles:	<input checked="" type="checkbox"/> Policy Leadership <input checked="" type="checkbox"/> System Oversight <input checked="" type="checkbox"/> Advocacy	<input type="checkbox"/> Communication <input type="checkbox"/> Convening and Facilitating
Policy Considerations / Key Questions:	<ol style="list-style-type: none"> 1. What causes inequitable distribution of excellent educators? 2. What can be done to address the inequitable distribution of excellent educators? 3. What is the Board's role in ensuring equitable access to excellent educators? What future actions may be considered? 	
Possible Board Action:	<input type="checkbox"/> Review <input type="checkbox"/> Adopt <input type="checkbox"/> Approve <input type="checkbox"/> Other <input checked="" type="checkbox"/> None	
Materials Included in Packet:	<input checked="" type="checkbox"/> Memo <input checked="" type="checkbox"/> Graphs / Graphics	<input checked="" type="checkbox"/> PowerPoint <input checked="" type="checkbox"/> Third-Party Materials
Synopsis:	<p>The Office of the Superintendent of Public Instruction is updating the State Equity Plan in accordance with new guidance issued by the federal government in 2014. The plan must identify and address root causes of the inequitable distribution of excellent educators across the state and student groups.</p> <p>As a part of this process, Board members will be participating in a focus group activity and hearing from representatives from the Pasco School District on challenges and successes in recruiting, retaining, and growing excellent educators.</p> <p>This section includes:</p> <ul style="list-style-type: none"> • A memo examining the above policy considerations • Washington's equity profile provided by the federal government • A research brief on hard-to-staff schools and positions prepared for the Compensation Technical Working Group • A research brief on working conditions and teacher distribution • A power point describing the plan requirements and OSPI's process • Federal guidance and Frequently Asked Questions (online only) 	



STATE PLAN TO ENSURE EQUITABLE ACCESS TO EXCELLENT EDUCATORS

Policy Considerations

1. What causes inequitable distribution of excellent educators?
2. What can be done to address the inequitable distribution of excellent educators?
3. What is the Board's role in ensuring equitable access to excellent educators? What future actions may be considered?

Plan Process

Under the federal Elementary and Secondary Education Act (ESEA), each state is required to submit and update a State Equity Plan that describes how it will ensure that students of color and students in poverty are not taught at higher rates than other student groups by "inexperienced, unqualified, or out-of-field teachers." In 2014, the Department of Education issued new guidance for the equity plans, including new data resources for states to consider in developing their plans and process requirements, such as consultation with stakeholder groups and root-cause analysis.

The required equity gaps that must be addressed in the plan are those experienced by students of color and students in poverty. At a minimum, the state must calculate the rates at which these students are taught by "inexperienced," "unqualified," or "out-of-field" teachers compared to the rates for other student groups. States may also examine gaps for additional student groups or measures of teacher quality.

The Office of the Superintendent of Public Instruction (OSPI) is responsible for developing Washington's State Equity Plan, which is due on June 1, 2015. It has convened an Equity Plan Leadership Team that is responsible for defining "excellent educator," identifying root causes of equity gaps in teacher distribution, and proposing reforms that may help close those gaps. In addition to the required gaps for students of color and students in poverty, Washington's Equity Plan will examine gaps for students receiving special education and English language services.

As part of the stakeholder consultation, OSPI is conducting focus groups and a teacher working conditions survey. Board members will participate in the focus group process at the May meeting.

Defining an Excellent Educator

At a minimum, the gap analysis must consider years of experience, highly-qualified status¹, and whether a teacher is teaching in her field as measures of "excellence." These are the components that will be used to measure equity gaps in the plan to be submitted in June. However, the federal guidance encourages states to further define excellence to capture characteristics that enable educators to support students to graduate ready for college and career. The Equity Plan Leadership Team is working on additional components for the excellent educator definition and potential measures to be included in future plans. Potential components include:

¹ The federal definition of highly-qualified is a teacher that has at least a bachelor's degree, is fully certified, and is teaching in her content area.

- Content area expertise
- Pedagogical skills, such as differentiating instruction and using research based practices
- Engaging in professional development and pursuing growth opportunities
- High expectations for all students, creating safe learning environments, and engaging with families
- Student growth and success

A number of the potential components are also criteria that are measured through the Teacher and Principal Evaluation Program (TPEP), so data will be available in the future. Others, such as student growth and success, could be measured through state assessments or graduation rates.

Potential Causes of Inequitable Distribution

OSPI staff are currently calculating the specific equity gaps in teacher distribution in Washington state that will be addressed in the State Equity Plan. The national research indicates that there are significant gaps in access for students in poverty and students of color to high quality teachers, according to various measures (Adamson, F. & Darling-Hammond, L., 2011; Behrstock, E., & Clifford, M., 2010; Goldhaber, D. et al, 2014; Clotfelter, et al, 2006). In Washington state, Goldhaber, Lavery, and Theobald (2014) examined gaps for students based on free-reduced lunch status, “under-represented minority status,” and poor past academic performance. They found that across all student disadvantage indicators and the teacher quality indicators 1) years of experience, 2) value-added scores, and 3) WEST-B scores there are significant equity gaps in teacher quality across and within districts. The Educator Equity Profile provided by the Office of Civil Rights on Washington state shows that “highest poverty quartile schools” and “highest minority quartile schools” have higher percentages of first year teachers than their lowest quartile counterparts. “Highest poverty quartile schools” also have slightly higher percentages of teachers without certification or licensure than the “lowest poverty quartile schools.”

Some potential causes for gaps identified in the national research are:

- Disparities in salaries between districts (Adamson, F. & Darling-Hammond, L., 2011)
- Non-differentiated salaries within a district for working in more challenging schools (Goldhaber, D., 2008)
- Undesirable working conditions, related to school leadership, school culture, and lack of collaboration (Krasnoff, B., 2015; Behrstock, E. & Clifford, M., 2010.; Clotfelter, et al. 2006; Allensworth, E. et al, 2009)
- High-turnover rates (Clotfelter, et al, 2006) and within-district transfer policies and agreements that enable more senior teachers to transfer to more advantaged schools (Goldhaber, et al, 2014; Behrstock, E. & Clifford, M., 2010)

The Equity Plan Leadership Team also identified disparities in district professional development and advancement opportunities as potential contributors to turnover rates. The Team also discussed small applicant pools, particularly for rural districts, and a lack of teachers with endorsements in shortage areas such as special education as contributing to inequitable distribution.

There are also state-level policies that may cause inequitable distribution. For example, the K-3 class size reductions in HB 2776 and the further reductions in I-1351 are to be phased in beginning with high-poverty schools. This means there will likely be an influx of novice teachers at these schools as districts hire new teachers to staff the smaller class sizes, thereby increasing the rate at which students in poverty are taught by inexperienced teachers.

Potential Solutions to Inequitable Distribution

Compensation reform, both an overall increase in teacher salary (Behrstock, E. & Clifford, M., 2010) and bonuses or incentives to stay in challenging schools (Behrstock, E. & Clifford, M. 2010, Clotfelter, et al 2006, Goldhaber, D. 2008) is a solution explored in the research, and was also suggested by the Leadership Team. The Leadership Team also discussed the need to limit the use of local dollars for salary, so that there are not vast disparities in teacher salaries across districts, which can make it difficult for some districts to attract teachers.

Research on working conditions suggests that building leadership capacity to support teacher growth, collaboration, and create positive school cultures is a potential means of addressing teacher turnover (Krasnoff, B., 2015; Allensworth, E. et al, 2009).

The Equity Plan Leadership Team also discussed ways in which teacher preparation programs can partner with districts and encourage students to pursue endorsements in shortage areas; ways that communities, particularly rural districts, can attract high-quality teachers; and state-funded professional development as a means of supporting teacher growth and quality in all districts.

SBE Role

Board members will participate in a focus group at the May meeting. The feedback collected from the focus group will be incorporated into the final State Equity Plan. An SBE staff member also sits on the Equity Plan Leadership Team.

Future Actions

Although the Board likely will not be involved in many of the strategies that will be identified in the plan at the district level or teacher preparation level, there will be the need for legislative advocacy for state level reforms. In particular, if issues such as teacher salary structure, levy use, and state-funded professional development are included in the final plan, the Board may wish to adopt related legislative priorities.

The Board may also consider incorporating this work on equitable teacher distribution into the Indicators of Educational System Health once a definition of excellent educator, and the accompanying measures, are available.

Action

No Board action will be taken at this time.

If you have questions regarding this memo, please contact Julia Suliman at Julia.suliman@k12.wa.us.

Works Cited

- Adamson, F. and Darling-Hammond, L. (2011) *Addressing the Inequitable Distribution of Teachers: What It Will Take to Get Qualified, Effective Teachers in All Communities*. (Research Brief). Stanford Center for Opportunity Policy in Education. Retrieved from <https://edpolicy.stanford.edu/publications/pubs/507>
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- Goldhaber, D. (2008) *Addressing the Teacher Qualification Gap: Exploring the Use and Efficacy of Incentives to Reward Teachers for Tough Assignments*. Center for American Progress. Retrieved from https://cdn.americanprogress.org/wp-content/uploads/issues/2008/11/pdf/teacher_qualification_gap.pdf
- Goldhaber, D., Lavery, L. and Theobald, R. (2014) *Uneven Playing Field? Assessing the Inequity of Teacher Characteristics and Measured Performance Across Students*. (Working Paper, WP 2014-4) Center for Education Data & Research. Retrieved from <http://www.cedr.us/papers/working/CEDR%20WP%202014-4.pdf>
- Krasnoff, B. (2015) *The Qualitative Factors that Affect Teacher Distribution*. (Research Brief). Northwest Comprehensive Center, Education Northwest.

This profile compares certain characteristics of educators in schools with high and low concentrations of students from low-income families and minority students. These data are the best available to the Department. In working to ensure that all students have access to excellent teachers and leaders, states and districts are encouraged to supplement these data with additional measures of educator quality.

About this State

Number of Schools <i>In each quartile</i>	2,301 <i>about 575</i>	Average Percent Students in Poverty ²		Average Percent Minority ³ Students	
		All Schools	44%	All Schools	40%
Number of Districts	301	Highest Poverty Quartile Schools (HPQ)	77%	Highest Minority Quartile Schools (HMQ)	71%
Total Student Enrollment	1,045,321	Lowest Poverty Quartile Schools (LPQ)	16%	Lowest Minority Quartile Schools (LMQ)	15%
Total Number of Teachers ¹	51,902				

Educator and Classroom Characteristics

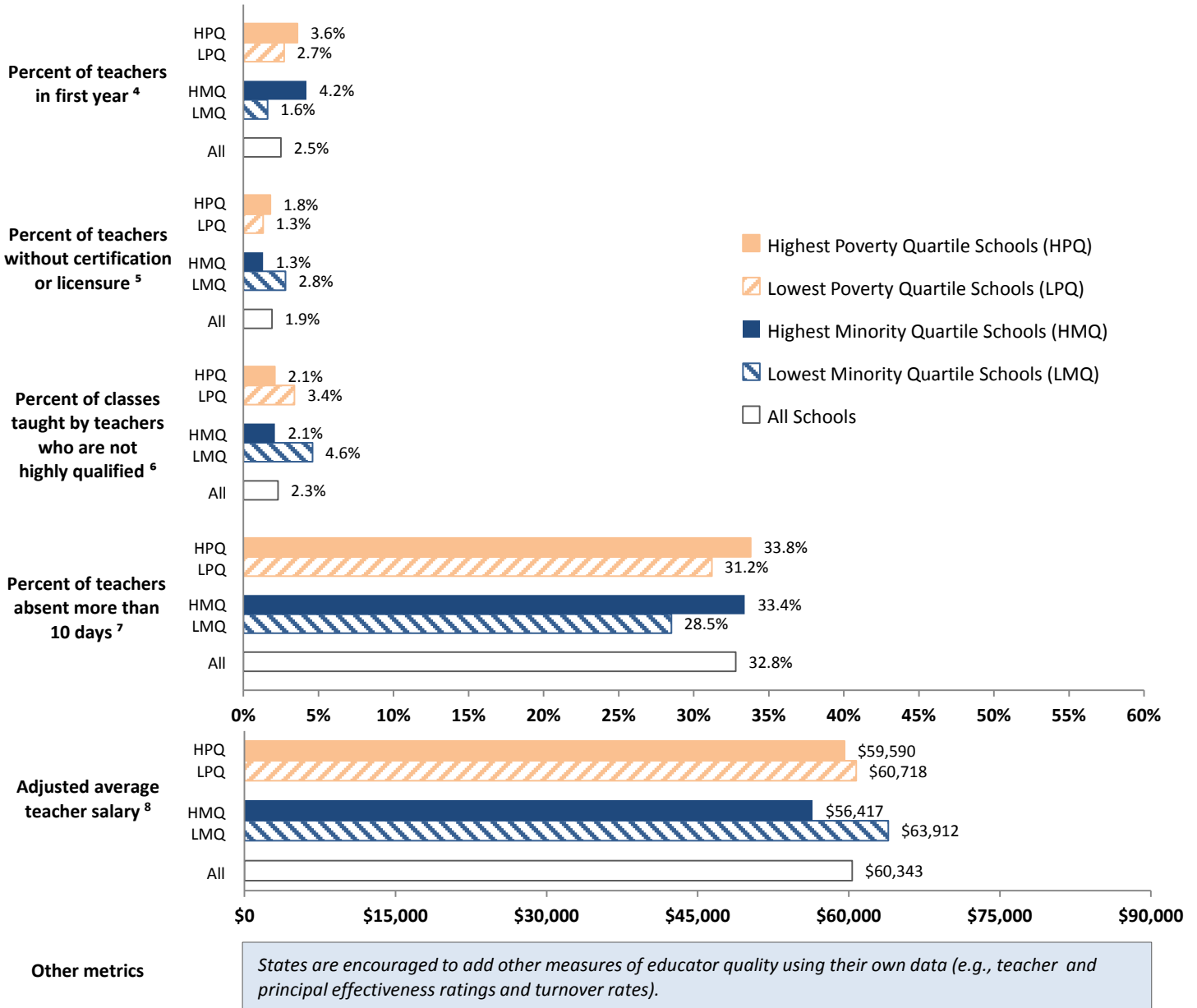


Chart reads: In the quartile of schools with the highest percentage of students in poverty (HPQ), 3.6 percent of teachers were in their first year of teaching, compared to 2.7 percent of teachers in the quartile of schools with the lowest percentage of students in poverty (LPQ). In the quartile of schools with the highest percentage of minority students (HMQ), 4.2 percent of teachers were in their first year of teaching, compared to 1.6 percent of teachers in the quartile of schools with the lowest percentage of minority students (LMQ). Among teachers in all schools, 2.5 percent were in their first year of teaching.

Note: Average teacher salary data are adjusted to account for regional cost of living differences as measured by differences in salaries of other college graduates who are not educators.

State's Highest Poverty Schools – by District and Locale

District	Number of State's highest poverty schools	Total number of schools	Percent of teachers in first year in State's highest poverty schools	Percent of teachers without certification or licensure in State's highest poverty schools	Percent of classes taught by teachers who are not highly qualified in State's highest poverty schools	Percent of teachers absent more than 10 days in State's highest poverty schools	Adjusted average teacher salary in State's highest poverty schools
District							
Seattle	30	101	7.0	1.3 ✓	1.0 ✓	5.9 ✓	\$62,921 ✓
Highline	26	39	8.5	0.0 ✓	1.6 ✓	25.6 ✓	\$51,253
Spokane	24	59	0.5 ✓	0.0 ✓	2.7 ✓	37.4	\$68,383 ✓
Yakima	20	25	4.0	0.0 ✓	1.4 ✓	32.1	\$62,482 ✓
Vancouver	15	41	3.0	0.6 ✓	0.0 ✓	39.0	\$58,852
Clover Park	14	30	3.1	0.0 ✓	1.3 ✓	46.9	\$49,641
Pasco	13	19	6.3	0.0 ✓	0.9 ✓	43.4	\$51,886
Kent	13	42	1.9 ✓	4.5	0.9 ✓	37.2	\$55,009
Federal Way	12	47	3.0	0.0 ✓	0.8 ✓	36.8	\$36,024
Moses Lake	11	14	5.0	0.0 ✓	0.0 ✓	46.0	\$71,056 ✓
Kennewick	11	28	2.2 ✓	0.0 ✓	0.8 ✓	32.5	\$55,451
Franklin Pierce	10	14	7.7	0.0 ✓	0.9 ✓	33.7	\$31,700
Evergreen (Clark)	10	37	1.3 ✓	0.0 ✓	0.2 ✓	28.6 ✓	\$62,704 ✓
Mukilteo	9	20	2.0 ✓	0.0 ✓	2.8 ✓	46.7	\$66,148 ✓
Auburn	9	23	1.1 ✓	0.0 ✓	0.0 ✓	25.6 ✓	\$62,591 ✓
Locale⁹							
City	185	585	3.4	0.5 ✓	1.4 ✓	33.4	\$61,260 ✓
Suburb	134	797	4.6	0.6 ✓	1.5 ✓	34.9	\$54,646
Town	111	310	3.5	4.2	1.7 ✓	31.4	\$60,225
Rural	140	609	2.3 ✓	4.5	4.9	36.5	\$62,203 ✓
For comparison							
State average for lowest poverty schools			2.7	1.3	3.4	31.2	\$60,718

How to read this table:

Among the State's highest poverty schools, 30 are located in Seattle. In those schools, 7 percent of teachers were in their first year; this is higher than the percentage of teachers in their first year in the lowest poverty schools in the State (2.7 percent). Among the State's highest poverty schools, 185 are located in cities. In those schools, 3.4 percent of teachers were in their first year; this is higher than the percentage of teachers in their first year in the lowest poverty schools in the State (2.7 percent).

Note: Average teacher salary data are adjusted to account for regional cost of living differences as measured by differences in salaries of other college graduates who are not educators.

✓ Indicates that the State's highest poverty schools in that district (or locale) have equal or lower percentages for each characteristic (or higher salary), on average, than the lowest poverty schools across the entire State.

State's Highest Minority Schools – by District and Locale

	Number of State's highest minority schools		Percent of teachers in first year in State's highest minority schools	Percent of teachers without certification or licensure in State's highest minority schools	Percent of classes taught by teachers who are not highly qualified in State's highest minority schools	Percent of teachers absent more than 10 days in State's highest minority schools	Adjusted average teacher salary in State's highest minority schools
District							
Seattle	49	101	6.5	1.6 ✓	1.4 ✓	6.0 ✓	\$63,614
Federal Way	44	47	2.7	0.0 ✓	1.5 ✓	33.5	\$36,745
Tacoma	36	63	2.8	0.0 ✓	1.8 ✓	69.5	\$59,649
Highline	33	39	7.8	0.0 ✓	1.0 ✓	27.3 ✓	\$51,588
Kent	29	42	1.8	10.5	0.7 ✓	30.2	\$55,345
Yakima	23	25	4.0	0.0 ✓	1.4 ✓	32.1	\$62,567
Renton	23	26	4.8	0.0 ✓	1.9 ✓	37.6	\$57,224
Clover Park	18	30	3.8	0.0 ✓	0.7 ✓	49.7	\$50,070
Pasco	16	19	6.0	0.0 ✓	1.8 ✓	42.2	\$51,220
Bellevue	15	29	9.8	0.0 ✓	1.9 ✓	0.0 ✓	\$60,004
Mukilteo	13	20	1.7	0.0 ✓	2.5 ✓	44.5	\$66,360 ✓
Edmonds	11	39	1.5 ✓	0.3 ✓	0.0 ✓	35.3	\$61,215
Franklin Pierce	10	14	7.7	0.0 ✓	1.1 ✓	33.3	\$31,700
Mount Vernon	9	12	2.2	0.0 ✓	3.9 ✓	61.6	\$73,220 ✓
Auburn	9	23	1.9	0.0 ✓	0.0 ✓	27.0 ✓	\$62,810
Locale⁹							
City	222	585	4.5	1.2 ✓	1.7 ✓	31.8	\$60,200
Suburb	186	797	4.0	1.7 ✓	1.2 ✓	35.2	\$50,617
Town	77	310	4.6	1.0 ✓	2.4 ✓	31.5	\$57,020
Rural	84	609	2.8	0.8 ✓	6.7	36.9	\$58,619
For comparison							
State average for lowest minority schools			1.6	2.8	4.6	28.5	\$63,912

How to read this table:

Among the State's highest minority schools, 49 are located in Seattle. In those schools, 6.5 percent of teachers were in their first year; this is higher than the percentage of teachers in their first year in the lowest minority schools in the State (1.6 percent). Among the State's highest minority schools, 222 are located in cities. In those schools, 4.5 percent of teachers were in their first year; this is higher than the percentage of teachers in their first year in the lowest minority schools in the State (1.6 percent).

Note: Average teacher salary data are adjusted to account for regional cost of living differences as measured by differences in salaries of other college graduates who are not educators.

✓ Indicates that the State's highest minority schools in that district (or locale) have equal or lower percentages on each characteristic (or higher salary), on average, than the lowest minority schools across the entire State.

State and District Profile Definitions:

- ¹ **Total number of teachers:** The number of full-time equivalent (FTE) classroom teachers; all teacher data are measured in FTEs.
- ² **Highest and lowest poverty schools:** "Poverty" is defined using the percentage of students who are eligible for free or reduced-price lunch. The highest poverty schools are those in the highest quartile in a State. In Washington, the schools in the highest poverty quartile have more than 62 percent of students eligible for free or reduced-price lunch. The lowest poverty schools are those in the lowest poverty quartile in the State; in Washington, these schools have less than 27 percent of students eligible for free or reduced-price lunch.
- ³ **Highest and lowest minority schools:** "Minority" is defined for purposes of this profile as all students who are American Indian/Alaska Native, Asian, Black, Native Hawaiian/Pacific Islander, Hispanic, or Two or More Races. The highest minority schools are those in the highest quartile in a State. In Washington, the schools in the highest minority quartile have more than 51 percent minority students. The lowest minority schools are those in the lowest quartile in a State; in Washington, these schools have less than 20 percent minority students. Note: There is no statutory or regulatory definition of "minority" in Title I of the Elementary and Secondary Education Act of 1965, as amended. The Department has created this definition of "minority" only for purposes of presenting data in this Educator Equity Profile, which is intended to improve transparency about educator equity in each State. In developing its educator equity plan, including analyzing resources for subpopulations of students, each State should exercise its own judgment as to whether this definition of "minority" is appropriate in describing the student racial and ethnic demographics in the State. For further information about developing a State definition of "minority" for the purpose of a State's educator equity plan, please see the document titled "State Plans to Ensure Equitable Access to Excellent Educators: Frequently Asked Questions."
- ⁴ **First year teachers:** The number of FTE classroom teachers in their first year of teaching. The number of year(s) of teaching experience includes the current year but does not include any student teaching or other similar preparation experiences. Experience includes teaching in any school, subject, or grade; it does not have to be in the school, subject, or grade that the teacher is presently teaching.
- ⁵ **Teachers without certification or licensure:** The total number of FTE teachers minus the total number of FTE teachers meeting all applicable State teacher certification requirements for a standard certificate (i.e., has a regular/standard certificate/license/endorsement issued by the State). A beginning teacher who has met the standard teacher education requirements is considered to meet State requirements even if he or she has not completed a State-required probationary period. A teacher with an emergency, temporary, or provisional credential is not considered to meet State requirements. State requirements are determined by the State.
- ⁶ **Classes taught by teachers who are not highly qualified:** In general, a "highly qualified teacher" is one who is: (1) fully certified or licensed by the State, (2) holds at least a bachelor's degree from a four-year institution, and (3) demonstrates competence in each core academic subject area in which the teacher teaches. When used with respect to any teacher teaching in a public charter school, the term "highly qualified" means that the teacher meets the requirements set forth in the State's public charter school law and the teacher has not had certification or licensure requirements waived on an emergency, temporary, or provisional basis. Teachers participating in alternative route programs that meet basic conditions may be considered fully certified for purposes of this highly qualified teacher requirement for up to three years provided they are making satisfactory progress toward completing their program [34 CFR 200.56(a)(2)]. Classes taught by teachers who are not highly qualified are core academic classes taught by teachers who do not meet all of these criteria. Core academic classes are: English, reading/language arts, mathematics, science, foreign languages, civics and government, economics, arts, history, and geography.
- ⁷ **Teachers absent more than 10 days:** The total number of FTE teachers who were absent more than 10 days of the regular school year when the teacher would otherwise be expected to be teaching students in an assigned class. Absences include both days taken for sick leave and days taken for personal leave. Personal leave includes voluntary absences for reasons other than sick leave. Absences do not include administratively approved leave for professional development, field trips or other off-campus activities with students.
- ⁸ **Adjusted average teacher salary:** Total school-level personnel expenditures from State and local funds for teachers divided by the total FTE teachers funded by those expenditures. Personnel expenditures for teachers include all types of salary expenditures (i.e., base salaries, incentive pay, bonuses, and supplemental stipends for mentoring or other roles). Personnel expenditures for teachers exclude expenditures for employee benefits. Teacher salary is often dependent on the number of years of experience, education, and other credentials. Average teacher salary data are adjusted, using the Comparable Wage Index (CWI), to account for regional cost of living differences as measured by differences in salaries of other college graduates who are not educators. Adjusted salary data are not comparable across states.
- ⁹ **Locale:** Based on National Center for Education Statistics urban-centric locale code. A city is a territory inside an urbanized area and inside a principal city. A suburb is a territory outside a principal city and inside an urbanized area. A town is a territory inside an urban cluster that is not inside an urbanized area. A rural area is a Census-defined rural territory that is not inside an urbanized area and not inside an urban cluster.

Sources: Data for teachers in their first year, teachers without certification or licensure, teachers who were absent more than 10 days, and adjusted average teacher salary come from the 2011–12 Civil Rights Data Collection. Data for classes taught by highly qualified teachers come from 2011–12 ED Facts. Data on number of schools, number of districts, total student enrollment, total number of teachers, free or reduced-price lunch eligibility, student enrollment by race/ethnicity, and locale come from 2011–12 Common Core of Data school universe file. The Comparable Wage Index (CWI) for the 2012 fiscal year comes from http://bush.tamu.edu/research/faculty/Taylor_CWI/.

Research Summary

The research on schools and positions that are hard to fill with qualified employees is focused on identifying both the causes of shortages as well as recruitment and retention policies to address the shortage problem. Some research has begun to address whether financial incentives to teach in a hard to fill positions or schools can affect teacher employment decisions. A few research studies have been conducted to determine the appropriate level of additional compensation needed to provide enough of an incentive to move to or stay in a hard to fill subject or school. Additional research has focused on identifying why hard to fill schools are not desirable places to work.

Key Findings

- Schools with high percentages of students in poverty and/or high percentages of students of color, in addition to low levels of student achievement, tend to have the most difficulty attracting and retaining experienced, effective teachers.
- Low-income schools have more out-of-field teaching where teachers might be assigned to teach some hard-to-fill positions in which they have shortages of more qualified teachers.
- Highly qualified teachers are more likely to leave teaching or switch from a hard to fill school to a school with less poverty, less students of color, more favorable working conditions and higher levels of student achievement.
- Low salaries and poor working conditions are significant predictors of teacher turnover.
- Differentials in salary between math and science teachers and individuals with similar educational degrees outside of the teaching labor market are substantial, get larger over time and deter qualified applicants from choosing teaching as profession.
- A variety of financial incentives for teaching in a hard to fill school or position exist, however it uncertain how large the incentive would need to be in order to attract and retain teachers.

Hard to Fill Schools

There is a large body of evidence from research that the schools with higher percentages of students in poverty (as defined by participation in the Free and Reduced Lunch Program and Title I funding) and higher percentages of students of color, with low levels of student achievement experience the most difficulty attracting and retaining experienced, qualified teachers. Most often, these “hard to fill” schools are disproportionately staffed by teachers who are inexperienced and uncertified and teaching positions which they have had minimal formal preparation (Clotfelter, Ladd, Vigdor & Wheeler, 2007; Hanushek, Kain, O’Brien & Rivkin, 2005; Ingersoll, 1996; Krei, 1998; Peske & Haycock, 2006; Useem, Offenbergs & Farley, 2007; and Wayne, 2002). Hard to fill schools find it hard to retain teachers, due to higher than average rates of teacher turnover (Ingersoll, 2001). Some researchers have found that when teachers leave hard to fill schools it is most often to go to schools with higher levels of student achievement and fewer low-income students of color (Lankford, Loeb & Wyckoff, 2002; Carroll, Reichardt & Guarino, 2000; Chester, Offenbergs & Xu, 2001; Freeman, Scafidi & Sjoquist, 2002; Hanushel, Kain & Rivkin, 2001). Other aspects of a job placement are important to teachers. Some research has found that effective school leadership affects teacher decisions about working in a school, particularly a hard to fill school (Koppich, Humphrey & Hough, 2007; Prince, 2007; Milanowski et al., 2007; and Boyd et. al., 2009).

Hard to Fill Positions

Research on hard to fill positions in public education has focused on science, technology, engineering and math (STEM), special education and bilingual/ELL subject areas. Washington’s Professional Educator Standards Board designates shortage areas based on supply and demand, maintaining a list which includes special education, early childhood special education, math, middle level-math, science (broad field), biology, earth science, physics, chemistry, middle level-science, school nurse, speech language pathologist, occupational therapist, physical therapist and school psychologist. Included in addition to subject areas are specific educational staff associate positions. Hard to fill positions are often locally determined by both the supply and demand of teachers who qualify to teach those positions, with each state submitting a list of their hard to fill positions to the U.S. Department of Education for federal student loan forgiveness programs. State level alternative routes to certification programs also utilize hard to fill positions lists to align alternative certification programs to teacher shortage areas.

Some research has found that math and science teachers have greater rates of attrition than teachers in other fields (Kirby, Naftel, & Berends, 1999; Podgursky, Monroe & Watson, 2004).

Additionally, Milanowski (2003) found that low pay was frequently cited as a reason to not pursue a teaching career by undergraduate STEM majors.

Financial Incentives

Teacher turnover is affected both by the pay and the working conditions in a school, with the characteristics of the student population potentially serving as a proxy for both (Hanushek, Kain & Rivkin, 2004; Kirby, Naftell & Berends, 1999; Lankford, Loeb & Wyckoff, 2002; Winter & Melloy, 2005). It isn't clear whether higher pay or better working conditions would be a cost effective way to improve teacher recruitment and retention. When teachers do consider working in hard to fill schools, research has found that they look for effective leadership and administration, favorable working conditions, adequate resources and like-minded, collaborative colleagues (Koppich, Humphrey & Hough, 2007).

Research to determine how large a financial incentive would need to be to attract and retain teachers in hard to fill schools and positions is limited. One study of a specific incentive program in North Carolina with a \$1,800 annual bonus to certified math, science and special education teachers in high-poverty, low-performing schools found that the effect of the relatively modest bonus was able to reduce teacher turnover by 12 percent (Clotfelter, Glennie, Ladd & Vigdor, 2006). In a survey of undergraduate majors in science, math and technology to determine the salary levels and other working conditions necessary to teach, Milanowski (2003) found that an increase in entry-level salaries of about 25 percent would be needed to motivate about 20 percent of the respondents to consider becoming a teacher. In other research, Goldhaber (2006) suggested that the incentives of several thousand dollars that have been traditionally offered for hard to fill positions and schools are not big enough to be effective, with a difference of about \$11,000 a year between the earnings of math and science teachers and those with technological degrees working outside of the teacher labor market. In research on transfer and exit patterns in Wisconsin, Imazeki (2005) found that teacher pay would have to increase by more than 15 to 20 percent to reduce teacher attrition rates in Milwaukee to levels similar to an average district in Wisconsin. Additionally, Hanushek et al. (2001) concluded that an incentive of 20-50 percent would be needed for teachers to teach in a school with large percentages of low-income students of color compared to a school that is predominantly White and Asian, with academically proficient students.

Financial incentives for teaching in a hard to fill position or in a low-income school, in the form of student loan deferment and forgiveness, are available through the U.S. Department of Education. Perkins, Subsidized and Unsubsidized Stafford Loans are eligible for loan deferment and forgiveness for teaching in a low-income school or certain subject areas determined by

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state education agencies. A low-income school is defined by the Perkins and Stafford loan programs as being one which qualified for federal funds during the year in which the loan forgiveness is sought and with more than 30 percent of the school's enrollment made up of children from low-income families (under qualification for Title I funding). Additionally, all employees in public education are eligible for the Public Service Loan Forgiveness Program after making 120 payments on a federal student loan, with the remaining portion of the loan being forgiven.

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The Qualitative Factors That Affect Teacher Distribution

by Basha Krasnoff

Recent research offers convincing evidence that the teacher is the most important school-level factor in a student's achievement. What's more, the contribution of teachers has been shown to be especially important when it comes to the achievement of low-income students, who tend to have fewer learning supports outside of school. Researchers have found, however, that teachers' effectiveness in improving the academic achievement of these students varies widely, even within the same school (McCaffrey, Lockwood, Koretz, & Hamilton, 2004; Rivkin, Hanushek, & Kain, 2005; Rockoff, 2004).

Because of teachers' importance in the academic success of students, researchers have explored the challenges schools face in hiring and retaining high-quality teachers. Recently, research has focused on such questions as:

- Are low-performing schools that serve high-poverty, high-minority communities able to hire their fair share of highly qualified teachers?
- Why do high-quality teachers leave schools in high-minority, high-poverty communities at disproportionate rates, as compared to teachers who leave schools in less diverse, higher income communities?
- Do the teachers who remain in low-performing schools have sufficient knowledge, experience, and skill to improve the academic outcomes of their students?

State and district officials seek to build instructional capacity and eliminate disparities in teacher effectiveness in schools serving high-need students by trying to recruit the most promising teachers and to retain only the most effective ones. Unfortunately, district and school

administrators have quickly discovered that hiring promising teachers and retaining them are two very different challenges. They find that early-career teachers, as if moving through a revolving door, steadily leave schools in high-minority, high-poverty communities to work in schools in less diverse, higher income communities, or to take jobs outside of education (Ingersoll, 2001). This pattern of teachers' exodus from low-income to high-income schools is documented in both large quantitative and small qualitative studies (Boyd, Grossman, Lankford, Loeb, & Wyckoff, 2007; Boyd, Lankford, Loeb, & Wyckoff, 2005; Hanushek, Kain, & Rivkin, 2004; Johnson et al., 2004; Leu-kens, Lyter, & Fox, 2004). It seems that the very schools that need effective teachers the most have the greatest difficulty retaining them.

The High Price of Turnover

Persistent turnover:

- **Disrupts efforts to build a strong organizational culture**
- **Makes it difficult to develop and sustain coordinated instructional programs**
- **Makes it impossible to ensure that students in all classrooms have effective teachers**

Schools and students pay a high price when early-career teachers leave high-need schools after two or three years, just when they have acquired valuable teaching experience (Ingersoll & Smith, 2003; Neild, Useem, Travers, & Lesnick, 2003). Educators agree that first-year teachers are, on average, less effective than their more experienced colleagues (Clotfelter, Ladd, & Vigdor, 2006; Rivkin et al., 2005; Rockoff, 2004). When experienced teachers leave a school, particularly one serving low-income, high-minority students, they are most likely replaced by a first-year teacher who is substantially less effective. Thus, it becomes impossible for schools with continuous turnover to build instructional capacity and to ensure that students in all classrooms have effective teachers. In addition, persistent turnover in a school's teaching staff disrupts efforts to build a strong organizational culture and makes it difficult to develop and sustain coordinated instructional programs throughout the school.

Explanations differ about what causes a high number of teacher transfers and exits, which create hard-to-staff schools. Looking at large data sets, some researchers interpret these turnover patterns as evidence of teachers' discontent with their low-income or minority students (Borman & Dowling, 2008). Hanushek et al. (2004) showed that student demographics are more important to teachers' transfer decisions than salary differences across districts; they interpreted this to mean that teachers choose to leave their students rather than their schools.

However, an alternative explanation is that teachers who leave high-poverty, high-minority schools are rejecting the dysfunctional contexts in which they work, rather than the students they teach (Allensworth, Ponisciak, & Mazzeo, 2009; Boyd et al., 2011; Buckley, Schneider, & Shang, 2004; Johnson & Birkeland, 2003). There have been recent case studies and media reports about high-poverty, high-minority schools that are not hard to staff, but that actually attract and retain good teachers. These findings suggest that those schools provide the conditions and supports that teachers need to succeed with their students—whomever those students may be (Chenoweth, 2007, 2009; Dillon, 2010; Ferguson, Hackman, Hanna, & Ballantine, 2010; Johnson & Birkeland, 2003).

Recent large-scale quantitative studies have provided further evidence that teachers choose to leave schools with poor work environments and that these conditions are most common in schools typically attended by minority and low-income students (Borman & Dowling, 2008; Boyd et al., 2011; Ladd, 2009, 2011; Loeb, Darling-Hammond, & Luczak, 2005). Thus, there is mounting evidence to suggest that the seeming relationship between student demographics and teacher turnover is driven not by teachers' responses to their students, but by the conditions in which they must teach and their students are obliged to learn.

Why Teachers Stay

- **Teachers stay longer in schools that have a positive work context, independent of the schools' student demographic characteristics**
- **Teachers remain in a school because of the school's culture, the principal's leadership, and the relationships among colleagues**

In a study of Massachusetts schools, Johnson, Kraft, and Papay (2012) used data on teachers' job satisfaction, career intentions, and the conditions of their work to confirm that the school environment dismisses or minimizes much of the apparent relationship between teacher satisfaction and student demographic characteristics. They concluded that the school environment is a critical factor in teacher satisfaction, regardless of student demographics. The conditions in which teachers work matter a great deal to them and, ultimately, to their students. These researchers found that teachers are more satisfied and plan to stay longer in schools that have a positive work context, independent of the school's student demographic characteristics. Furthermore, although a wide range of working conditions matter to teachers, the specific elements of the work environment that matter the most to teachers are not narrowly conceived "working conditions," such as clean and well-maintained facilities or access to modern instructional technology.

Teachers choose to remain in a school, regardless of student demographics, because of social factors: the school's culture, the principal's leadership, and relationships among colleagues. These social factors predominate in predicting teachers' job satisfaction and career plans. Bryk and his colleagues have documented that improving these social conditions involves building relational trust between teachers and school leaders and engaging teachers in coconstructing the social context of their work (Bryk & Schneider, 2002; Bryk, Sebring, Allensworth, Luppescu, & Easton, 2010).

More important, research suggests that providing teachers with a supportive context contributes to improved student achievement. Ladd (2009) and Johnson et al. (2012) found that favorable conditions for teachers' work predict students' academic growth, even when comparing schools that serve demographically dissimilar groups of students. Thus, policymakers who want to retain effective teachers and improve student performance, particularly in schools that are traditionally hard to staff, should pay close attention to the social and cultural context as teachers experience it.

The Teacher's Workplace

- **Different elements of the workplace affect teachers' ability to teach well, sense of self-efficacy, satisfaction with their role and assignment, and willingness to stay in their school and in the profession**
- **The quality of the social and cultural context of the school can have a powerful impact on a school's capacity to improve**

Despite growing recognition of the importance of work conditions, researchers have only begun to understand how different elements of the workplace affect teachers' ability to teach well, along with their sense of self-efficacy, satisfaction with their role and assignment, and willingness to stay in their school and in the profession (Johnson et al., 2012). Johnson (1990) proposed a comprehensive framework for analyzing the teacher's workplace. Its components ranged from the physical teaching environment (e.g., safety and comfort), to economic factors (e.g., pay and job security), to assignment structures (e.g., workload and supervision), to cultural and social elements (e.g., strength of the organizational culture and characteristics of colleagues and students). Through teacher interviews, Johnson discovered how interdependent these many factors are in determining an individual teacher's success and job satisfaction.

Preliminary efforts to reform the teachers' workplace typically focus on factors that can be readily manipulated, such as pay, class size, or job security. However, many workplace features, such as the social context of schooling, remain beyond the reach of collective bargaining, legislation, and administrative rule making. Yet, it is the social context of schooling that has been shown to significantly impact efforts to improve schools and student outcomes (Bryk & Schneider, 2002; Bryk et al., 2010). Conducting research in the Chicago Public Schools, Bryk and colleagues examined various role relationships within the school—including teachers with students, teachers with other teachers, teachers with parents, and teachers with their school principal. They concluded that the degree of "relational trust" in these day-to-day relationships is crucial, and they documented the powerful impact that the quality of social exchanges can have on a school's capacity to improve.

Clearly, any meaningful analysis of teachers' work conditions must recognize the full range and interdependence of the factors that define the workplace, from the concrete and transactional (e.g., pay, workload, contractual responsibilities) to the social and transformative (e.g., interactions with colleagues and administrators, organizational culture). There is convincing evidence not only that the teachers' ability to deliver effective instruction is deeply affected by the context in which they work, but also that this context may vary greatly from school to school and district to district (Johnson et al., 2012).

Work Conditions and Teacher Turnover

- **Principals are central to school improvement and to teacher satisfaction**
- **Strong principal leadership, collegial relationships, and positive school culture are key factors in greater teacher satisfaction with their position and greater student academic growth**

Recent findings about work conditions in schools have begun to reshape our understanding of the causes of teacher turnover. In a comprehensive review of the literature, Borman and Dowling (2008) found that teacher demographic characteristics, teacher qualifications, school organizational characteristics, school resources, and school student-body characteristics are all related to teacher attrition. They argued that the "characteristics of teachers' work conditions are more salient for predicting attrition than previously noted in the literature"; however, the researchers concede that disentangling the relative contributions of student and school characteristics is challenging.

Horng (2009) explicitly attempted to distinguish among these possible determinants of turnover through a survey that asked teachers their preferences for different types of hypothetical schools with different sets of demographic characteristics, work conditions, and salaries. The researcher found that work conditions—particularly administrative support, school facilities, and class size—are more important to teachers than salary and much more important than student demographics. In

this study, the researcher examined the trade-offs that teachers reported among these different factors but not the work conditions that they actually experienced or the decisions they eventually made about leaving.

Boyd (2011) and Ladd (2011) combined information from surveys about teachers' work conditions with data about career plans. The researchers found that, in addition to salaries and benefits, work conditions substantially influence teachers' career plans. According to Boyd, work conditions were important predictors of New York City teachers' decisions to change schools or leave the profession, even after accounting for differences in student demographic characteristics across schools. In particular, the researchers suggested that school administration is the most important factor in teachers' career decisions. Similarly, based on statewide data from North Carolina, Ladd found strong evidence that work conditions, particularly the quality of a school's leadership, are related to teachers' stated career intentions.

Researchers repeatedly find that principals are central to school improvement and to teacher satisfaction. But, they have not been able to adequately explain the role an effective principal plays, including how effective principals conceive of and do their work. What is known is that strong principal leadership, collegial relationships, and positive school culture contribute to teacher satisfaction and help students experience greater academic growth. While these elements of the work context are distinct, they are also related: Schools with high scores on one element often have high scores on the others. There is a great deal to learn about principal leadership and how the principal exerts the informal and formal authority of the position to promote teachers' collaborative work and a productive school culture.

While this growing body of literature suggests that work context matters to teachers, there has been only one study that explored how teacher work conditions in U.S. public schools are related to the academic performance of their students. In 2009, Ladd examined the relationship between work conditions and student achievement in elementary schools, as evidenced by school-level, value-added scores. The researcher found that work conditions predict school-level, value-added

scores in mathematics and, to a lesser degree in reading, above and beyond the variation explained by school-level student and teacher demographic characteristics. Of the five work conditions that Ladd examined, school leadership again emerged as the most important predictor of achievement in mathematics, whereas teachers' ratings of school facilities had the strongest relationship with reading achievement. Considering that legislators are placing increasing emphasis on evidence of student achievement when evaluating education policy, an understanding of the relationship between work conditions and student achievement is extremely important.

Conclusions

Although evidence continues to mount that work conditions play an important role in both teachers' career choices and their students' learning, there is still much to learn about the work conditions that matter most to teachers and how they influence school organization and instructional practice. To date, studies about this issue have relied primarily on large data sets that allow researchers to track teachers' career paths and student achievement over time, or they have analyzed survey data that report on teachers' views. Additional measures of the social conditions of work and a closer analysis of school-level practices would greatly enhance understanding. More research is required to understand why some work conditions are especially important, how they interact day-to-day, and what can be done to ensure that all schools serving low-income, high-minority students become places where teachers do their best work.

States and districts continue to gather and maintain rich longitudinal data about many factors that are relevant to this issue—student enrollment and achievement, teacher transfer patterns, principal hiring and assignment, teacher evaluation, school climate, and parental satisfaction. By considering these data, individually and in combination, researchers can examine increasingly complex interactions among principals, teachers, students, and the school context. Examining these data at the state level will guide education leaders to identify the individual schools serving low-income, high-minority populations that warrant closer

examination, either because of their success or their failure. Through such work, state education leaders can guide policymakers, school leaders, and teachers more fully and practically to improving schooling for all students. The more policymakers and school officials are able to choose appropriate levers to create a meaningful social and cultural context in which teachers and students will thrive, the greater teachers' commitment will be to the school and the higher students' academic achievement will be.

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About the Northwest Comprehensive Center

The Northwest Comprehensive Center (NWCC), operated by Education Northwest, is one of the nation's 15 regional Comprehensive Centers. Funded by the U.S. Department of Education, the NWCC provides high-impact training and technical assistance to state education agencies in the Northwest states of Alaska, Idaho, Montana, Oregon, and Washington. Our work focuses on the priorities of educator effectiveness, school improvement, and Common Core State Standards implementation.

Education Northwest is a nonprofit, nonpartisan organization headquartered in Portland, Oregon, that's dedicated to transforming teaching and learning. Our services to states, districts, schools, community-based organizations, and foundations include rigorous research and evaluation; research-based technical assistance; widely acclaimed professional development; and strategic communications that maximize impact.

For more information, visit <http://nwcc.educationnorthwest.org>.

 Northwest Comprehensive Center
at Education Northwest

ENSURING EQUITABLE ACCESS TO EXCELLENT EDUCATORS

Maria Flores

Director- Title II, Part A & Special Programs

Office of Superintendent of Public Instruction

Objectives

- Review background of law
- Understand equity plan requirements
- Review process and timeline for developing the plan
- Provide feedback on equity plan process



Background

- State Equity Plans- required by section 1111 (b)(8)(C) of Elementary and Secondary Education Act (ESEA)
 - The state must describe the steps it will take
“to ensure that poor and minority children are not taught at higher rates than other children by inexperienced, unqualified or out-of-field teachers, and the measures the state will use to evaluate and publicly report the progress of the state with respect to such steps.”
 - The state that receives Title I, Part A funding must develop Equity Plan in consultation with the following stakeholders:
 - Teachers
 - School Districts
 - Principals
 - Administrators,
 - Other staff
 - Parents
- 2006- Washington submitted an Equity Plan and provided updates annually

Secretary Arne Duncan



- “All children are entitled to a high-quality education regardless of their race, zip code or family income. It is critically important that we provide teachers and principals the support they need to help students reach their full potential,” U.S. Secretary of Education Arne Duncan said.
- “Despite the excellent work and deep commitment of our nation's teachers and principals, systemic inequities exist that shortchange students in high-poverty, high-minority schools across our country. We have to do better. Local leaders and educators will develop their own innovative solutions, but we must work together to enhance and invigorate our focus on how to better recruit, support and retain effective teachers and principals for all students, especially the kids who need them most.”

Excellent Educators for All Initiative

- July 2014- Secretary Arne Duncan announced initiative
- November 10, 2014- Department of Education issued letter and guidance on new Equity Plan requirements including:
 - Data Files- 2011-12 Civil Rights Data Collection (CRDC)
 - Educator Equity Profiles-issued to states and published on website
 - Equitable Access Support Network (EASN)
- Plans are due June 1, 2015

Key Terms

- **Excellent Educators**- umbrella term to describe a group of educators to whom students from low-income families and students of color should have equitable access. Excellent educators are those who are fully able to support students in getting and remaining on track to graduate from high school ready for college and career.
 - State has discretion to define this, however the Department encourages states to use evaluation data in this definition
- **Equity Gaps**- the difference between the rate at which students from low-income families or students of color are educated by excellent educators and the rate at which other students are educated by excellent educators.
 - State must at minimum address inexperienced, unqualified or out-of-field teachers. Stat has discretion to use school or student level data to identify equity gaps
- **Equitable Access**- students from low-income families and students of color being educated by excellent educators at least at rates equal to the rates other students are educated by excellent educators.
 - State has discretion in how to define this term for the plan, however the Department encourages states to adopt a more ambitious definition that address underserved subgroups of students (including students with disabilities and English language learners)

Equity Plan Components

1. Consultation- describe and provide documentation of how the State consulted with stakeholders on the plan
2. Identify equity gaps, calculating gaps between the rates students in poverty and students of color are taught by inexperienced, unqualified or out-of-field teachers as compared to their peers
3. Conduct a root-cause analysis-explain likely causes of identified equity gaps
4. Steps to eliminate identified equity gaps-describe strategies, timelines and progress monitoring
5. Measures-how will the State evaluate progress towards eliminating the identified equity gaps
6. Public reporting- how will the State report its progress publically, including timelines

Consultation & Input



- Meaningful, culturally responsive, multiple modalities of communication
 - Meetings
 - Social and traditional media
 - Website
 - Dissemination through public agencies and community-based organizations
- Consult with relevant groups
 - Community-based organizations
 - Civil rights organizations
 - Teacher representatives
 - Native American tribes
 - Organizations representing students with disabilities and English language learners
 - State and local boards of education
 - Institutions of higher education and teacher preparation programs

As well as previously identified groups (teachers, principals, school districts, administrators, other staff and parents)



Identify Equity Gaps

- Deep data analysis of at least teachers who are:
 - Inexperienced
 - Unqualified
 - Out-of-fieldMay include other data, such as:
 - Turnover rates
 - Frequency of long term substitutes
 - Late hires
 - Etc.
- Distribution of teacher data by:
 - District and school
 - % of students in poverty
 - % of students of color
 - % of students in programs (ELL, SPED)
 - Student achievement
 - Etc.



Root Cause Analysis

- Based on the data, why do the gaps exist?
 - Leadership
 - Geographic location
 - Working conditions
 - Lack of professional development
 - Pre-service programs
 - Compensation
 - Insufficient supply
 - Etc.
- State must examine:
 - quantitative data
 - input from stakeholders (surveys or focus groups)
 - National and local research
 - Other relevant evidence

Steps to Eliminate Equity Gaps

- Evidence-based strategies

- Targeted to students with the least access
- Responsive to root causes
- May target subsets of school districts or schools

- Funding

- May use Title I, Part A for
 - Incentives to attract and retain teachers
 - Structured induction programs
 - High quality professional development
 - Activities to improve school climate

May use Title II, Part A for

- Based on local needs assessment
 - Recruitment and retention
 - Career advancement
 - Financial incentives
 - Strategies to improve school leadership to improve working conditions
 - Professional development

Title II, Part A, School Improvement Grants
Individuals with Disabilities Education Act
Part B funds may also be used

Measures To Evaluate Progress and Public Reporting

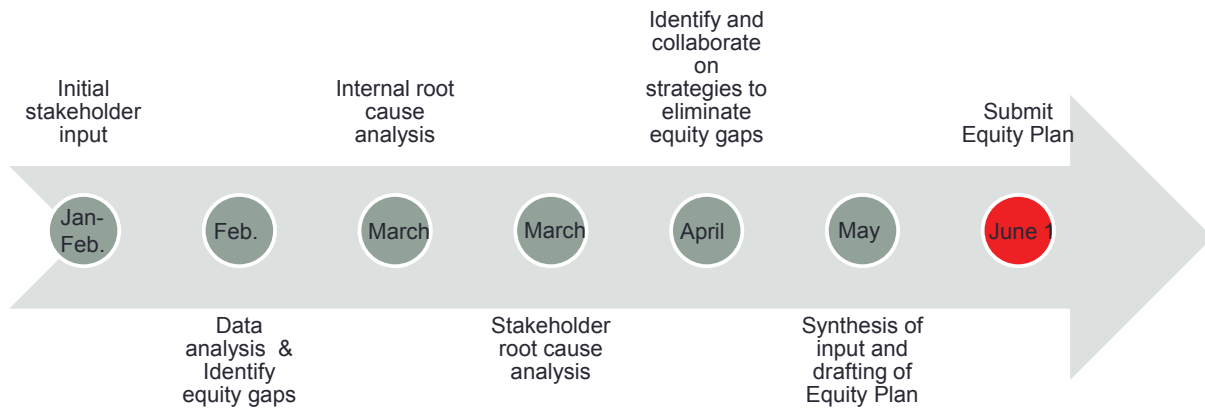
- Method and timeline for measuring progress in eliminating gaps

- Long term goal with specific dates and measures
- Annual increments towards goal
 - May include minimum percentages per year

- Multiple methods used for reporting

- May report on State report card
- Public meetings
- Social & traditional media
- Dissemination through organizations that serve students and families

Timeline



Stakeholders

Agencies

- Professional Educators Standards Board
- State Board of Education
- Washington Student Achievement Council
- Institutions of Higher Education
- Commission on Asian and Pacific American Affairs
- Commission on African American Affairs
- Commission on Hispanic American Affairs
- Governor's Office of Indian Affairs & Tribal Leaders Congress

Organizations

- Association of Washington State Principals
- Washington Association of School Administrators
- Washington State School Directors Association
- Washington Education Association
- Washington State Parent Teacher Association
- Educational Opportunity Gap Oversight and Accountability Committee
- Center for Strengthening the Teaching Profession
- School districts and educational service districts
- Local community based organizations

Additional Resources:

- [Equitable Access Toolkit](#)

<http://www.gtlcenter.org/learning-hub/equitable-access-toolkit>

Questions

State Plans to Ensure Equitable Access to Excellent Educators

Frequently Asked Questions



November 10, 2014

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Paperwork Burden Statement

According to the Paperwork Reduction Act of 1995, no persons are required to respond to a collection of information unless such collection displays a valid OMB control number. The valid OMB control number for this information collection is XXXXX. The time required to complete this information collection is estimated to average 116 hour per response, including the time to review instructions, search existing data resources, gather the data needed, and complete and review the information collection. If you have any comments concerning the accuracy of the time estimate(s) or suggestions for improving this collection, please write to: U.S. Department of Education, Washington, DC 20202-4537. If you have comments or concerns regarding the status of your individual submission of this collection, write directly to: Office of Elementary and Secondary Education, U.S. Department of Education, 400 Maryland Ave., S.W., Room 3E108, Washington, DC 20202-3118.

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-DRAFT GUIDANCE-

This guidance is currently being released in draft form because it is open for comment on the estimated burden to respond to the information collection under the Paperwork Reduction Act. The substance of the guidance, however, should provide a solid basis for developing a State Plan to Ensure Equitable Access to Excellent Educators and serve as a springboard for soliciting input from stakeholders. The Department will issue this guidance in its final form in spring 2015.

INTRODUCTION

Equality of opportunity is a core American value. Equal educational opportunity means ensuring that schools have the resources they need to provide meaningful opportunities for all students to succeed, regardless of family income or race. To accomplish this goal, all students must have equitable access to a safe and healthy place to learn, high-quality instructional materials and supports, rigorous expectations and course work, and, most critically, excellent educators to guide learning. Yet, too often, students from low-income families and students of color are less likely than their peers to attend a school staffed by excellent educators, and are more likely than their peers to attend a school staffed by inexperienced educators or educators rated as ineffective.¹ These inequities are unacceptable, and it is essential that a priority be placed on working collaboratively to ensure that all children have access to the high-quality education they deserve, and that all educators have the resources and support they need to provide that education for all children.

In order to move America toward the goal of ensuring that every student in every public school has equitable access to excellent educators, Secretary Duncan announced in July 2014 that the U.S. Department of Education (Department) would ask each State educational agency (SEA) to submit a plan describing the steps it will take to ensure that “poor and minority children are not taught at higher rates than other children by inexperienced, unqualified, or out-of-field teachers,” as required by section 1111(b)(8)(C) of the Elementary and Secondary Education Act of 1965 (ESEA).

This is not the first time that SEAs, local educational agencies (LEAs), and the Federal government have grappled with this complex challenge. In response to the Department’s request, SEAs last submitted their plans under ESEA section 1111(b)(8)(C) in 2006, and some SEAs have updated their plans since that time. Moreover, many SEAs and LEAs have significant work underway that goes beyond the scope of those previously submitted plans to address the problem of inequitable access. However, our continued collective failure to ensure that all students have access to excellent educators is squarely at odds with the commitment we all share to provide an equal educational opportunity. The time is right for a renewed commitment to address this challenge.

The Department has determined that this document is a “significant guidance document” under the Office of Management and Budget’s Final Bulletin for Agency Good Guidance Practices, 72 Fed. Reg. 3432 (Jan. 25, 2007), available at

¹ See, e.g., *Looking at the Best Teachers and Who They Teach: Poor Students and Students of Color are Less Likely to Get Highly Effective Teaching*, Jenny DeMonte and Robert Hanna, April 11, 2014, Center for American Progress (<http://www.americanprogress.org/wp-content/uploads/2014/04/TeacherDistributionBrief1.pdf>); *Civil Rights Data Collection Data Snapshot: Teacher Equity*, Issue Brief No. 4, March 2014, U.S. Department of Education Office for Civil Rights (<http://www.ed.gov/ocr/docs/crdc-teacher-equity-snapshot.pdf>); *High-Poverty Schools and the Distribution of Teachers and Principals*, Charles Clotfelter, et al., March 2007, National Center for Analysis of Longitudinal Data in Education Research; and data submitted to the U.S. Department of Education from State-Reported Annual Performance Reports for School Year 2012-2013, available at <https://www.rtt-apr.us/>. To see this information, click on an individual State, then follow the link to the section of the State’s report on Great Teachers and Leaders.

www.whitehouse.gov/sites/default/files/omb/fedreg/2007/012507_good_guidance.pdf. The purpose of this guidance is to help each SEA prepare a comprehensive State plan that meets the requirements of Title I, Part A of the ESEA and helps ensure that all students have equitable access to excellent educators. However, this guidance does not impose any requirements beyond those required under applicable law and regulations, nor does it create or confer any rights for or on any person.

If you are interested in commenting on this guidance, or if you have further questions that are not answered here, please e-mail OESE.EquitableAccess@ed.gov using the subject “State Plans to Ensure Equitable Access to Excellent Educators” or write to us at the following address: U.S. Department of Education, Office of Elementary and Secondary Education, Student Achievement and School Accountability Programs, 400 Maryland Avenue, S.W., Washington, DC 20202.

Please note that this guidance is available in electronic form on the Department’s Web site at www.ed.gov/programs/titleiparta/resources.html.

A. GENERAL GUIDANCE ON STATE PLANS

Title I, Part A of the Elementary and Secondary Education Act of 1965 (ESEA), as amended, requires a State educational agency (SEA) that receives a Title I, Part A grant to submit to the Secretary a plan, developed by the SEA, in consultation with local educational agencies (LEAs), teachers, principals, pupil services personnel, administrators, other staff, and parents (ESEA section 1111(a)(1)). In meeting that requirement, the SEA must describe the steps that it will take “to ensure that poor and minority children are not taught at higher rates than other children by inexperienced, unqualified, or out-of-field teachers, and the measures that the [SEA] will use to evaluate and publicly report the progress of the [SEA] with respect to such steps” (ESEA section 1111(b)(8)(C)) (In this document we use the term State Plan to mean only State Plans to Ensure Equitable Access to Excellent Educators.)

A-1. What are the requirements that each State Plan must meet?

Consistent with ESEA sections 1111(a)(1), 1111(b)(8)(C), and 9304(a)(3)(B), a State Plan must:

1. **Describe and provide documentation of the steps the SEA took to consult** with LEAs, teachers, principals, pupil services personnel, administrators, other staff, and parents regarding the State Plan.
2. **Identify equity gaps.**
 - **Define** key terms:
 - Inexperienced teacher;
 - Unqualified teacher;
 - Out-of-field teacher;
 - Poor student;
 - Minority student; and
 - Any other key terms used by the SEA such as “effective” or “highly effective.”
 - Using the most recent available data for all public elementary and secondary schools in the State (*i.e.*, both Title I and non-Title I schools), **calculate equity gaps** between the rates at which:
 - poor children² are taught by “inexperienced,” “unqualified,” or “out-of-field” teachers compared to the rates at which other children are taught by these teachers; and
 - minority children³ are taught by “inexperienced,” “unqualified,” or “out-of-field” teachers compared to the rates at which other children are taught by these teachers.

² The Department recognizes that not all SEAs will have access to student-level data and thus an SEA may choose to use school-level data to identify the relevant equity gaps.

³ *Id.*

- Describe **how the SEA identified the equity gaps**, including the source(s) of the data used for the comparison.
3. Explain the likely cause(s) of the identified equity gaps. (For example, an SEA might conduct a **root-cause analysis**, as discussed in Section D.)
 4. Set forth the SEA’s **Steps to Eliminate Identified Equity Gaps**.
 - **Describe the strategies** the SEA will implement to eliminate the identified equity gaps with respect to both (1) poor students and (2) minority students, including how the SEA determined that these strategies will be effective. An SEA may use the same strategy to address multiple gaps.
 - Include **timelines for implementing** the strategies.
 - **Describe how the SEA will monitor its LEAs’ actions**, in accordance with ESEA sections 9304(a)(3)(B) and 1112(c)(1)(L), to “ensure, through incentives for voluntary transfers, the provision of professional development, recruitment programs, or other effective strategies, that low-income students and minority students are not taught at higher rates than other students by unqualified, out-of-field, or inexperienced teachers.”
 5. Describe the **measures** that the SEA will use **to evaluate progress toward eliminating the identified equity gaps** for both (1) poor students and (2) minority students, including the **method and timeline for the evaluation** (for example, by establishing an equity goal and annual targets for meeting that goal, or by reducing identified gaps by a minimum percentage every year).
 6. Describe how the SEA will **publicly report on its progress** in eliminating the identified gaps, including timelines for this reporting.

An SEA has considerable discretion in determining how it will include each of the six elements set forth above in its State Plan. The remainder of this document provides specific guidance on how an SEA might develop a comprehensive State Plan that is likely to lead to significant progress in eliminating equity gaps.

Throughout this document, the Department uses the term “students from low-income families” instead of the term “poor ... children” and uses the term “students of color” instead of the term “minority children.” By using these terms, the Department does not intend to change the meaning of the relevant statutory provision or the population of students that is the required focus of a State Plan.

A-2. What does the Department mean when it uses the terms “educators,” “excellent educators,” “equitable access,” and “equity gaps”?

The Department uses the following key terms throughout this document and has defined them for the ease of the reader in understanding this guidance. An SEA has discretion to determine whether it will use these terms in its State Plan and, if so, how it will define them. In developing its definitions, the SEA should consider the State’s context and data.

The term “**educators**” is used by the Department to describe the group of professionals who are the focus of the State Plan. The Department considers the term educators to include teachers, principals, and other school-based instructional staff. The Department encourages an SEA to consider all educators when developing its State Plan because, although ESEA section 1111(b)(8)(C) focuses on student access to teachers, all educators are vital to students’ success and their preparation for college or careers.

The term “**excellent educators**” is used as an umbrella term throughout this document to describe the group of educators to whom students from low-income families and students of color should have equitable access. The Department considers excellent educators to be those who are fully able to support students in getting and remaining on track to graduate from high school ready for college or careers. An SEA has discretion in whether and how to define this term for the purpose of its State Plan. However, the Department encourages SEAs to define an excellent educator as an educator who has been rated effective or higher by high quality educator evaluation and support systems.

The term “**equity gap**” is used by the Department to refer to the difference between the rate at which students from low-income families or students of color are educated by excellent educators and the rate at which other students are educated by excellent educators. By statute, a State Plan must, at a minimum, address the difference between the rate at which students from low income families or students of color are taught by inexperienced, unqualified, or out-of-field teachers and the rate at which other students are taught by these teachers. An SEA has the discretion to use school- or student-level data to identify equity gaps.

The term “**equitable access**” is used by the Department to describe the situation in which students from low-income families and students of color are educated by excellent educators at rates that are at least equal to the rates at which other students are educated by excellent educators. An SEA has discretion in whether and how to define this term for the purpose of its State Plan. By statute, a State Plan must, at a minimum, address how the SEA will ensure that students from low-income families and students of color are not taught at higher rates than other students by inexperienced, unqualified, or out-of-field teachers. However, the Department encourages an SEA to adopt a more ambitious definition of “equitable access” that reflects the fact that certain subgroups of students — including students with disabilities and English Learners as well as students from low-income families and students of color — have been historically underserved. As a result, they may need greater access to excellent educators than their peers in order to get and remain on track to graduate from high school ready for college or careers.

B. CONSULTATION AND INPUT

B-1. Why is consultation and input on a State Plan needed?

As indicated in question A-1, the ESEA requires an SEA to consult with stakeholders. Moreover, consultation and input are important because stakeholders are likely to have useful insights on the root causes of existing gaps, meaningful strategies for eliminating those gaps, and

resources to support those strategies, all of which can help an SEA create a comprehensive State Plan that is likely to lead to significant progress in ensuring equitable access to excellent educators. It is important to provide stakeholders with the SEA's data analysis (in compliance with all applicable privacy laws, which may include the Family Educational Rights and Privacy Act (FERPA) and State law) that identifies gaps in sufficient time, and with a clear explanation, to allow meaningful input on these issues.

B-2. With whom should an SEA consult regarding the development of its State Plan?

To help ensure that a State Plan is comprehensive and likely to lead to significant progress in eliminating equity gaps, and to lay the foundation for successful implementation, an SEA should provide opportunities for meaningful input on the proposed plan to teachers' representatives, non-profit teacher organizations, community-based organizations, civil rights organizations, organizations representing students with disabilities, organizations representing English Learners, business organizations, Indian tribes, State and local boards of education, institutions of higher education (IHEs), and other teacher preparation entities, as well as to all of the stakeholders the SEA is required to consult, as described in question A-1 (LEAs, teachers, principals, pupil services personnel, administrators, other staff, and parents). Consultation with these stakeholders should include representation from across the State, including with individuals and groups in rural, suburban, urban, and tribal areas.

B-3. How might an SEA ensure that all stakeholders have a meaningful opportunity to provide input on the SEA's State Plan?

An SEA might ensure that stakeholders have a meaningful opportunity to provide this input by using multiple methods to disseminate: (1) information on the gaps identified in the data including how the SEA defined key terms; (2) the particular questions on which the SEA would like input, including questions regarding root causes, possible strategies to address identified gaps, and plans for measuring and publicly reporting progress; and (3) after taking into account the earlier input, drafts of the SEA's State Plan as it is being developed. Methods of dissemination might include meetings, the SEA's Web site, social media, traditional media, and dissemination through public agencies or community-based organizations that serve students and their families.

In disseminating information, the SEA must ensure that information is made available in an understandable format including, to the extent practicable, in language(s) that families and other stakeholders can understand. (For further information, see question A-9 in the [Department's Non-Regulatory Guidance, *Parental Involvement: Title I, Part A*](#) (2004)). The SEA must also ensure that communications with individuals with disabilities are as effective as communications with others, including providing auxiliary aids and services, such as accessible technology or sign language interpreters, for individuals with hearing, vision, or speech disabilities (Title II of the Americans with Disabilities Act of 1990, 42 U.S.C. § 12131 *et seq.*; see also <http://www.ada.gov/effective-comm.htm>).

B-4. When should an SEA consult with stakeholders regarding its State Plan?

The Department encourages an SEA to engage with stakeholders early in the development of its State Plan and to provide multiple opportunities for stakeholders' input through formal and informal means throughout the plan development process. Further, the Department encourages an SEA to continue to consult with stakeholders throughout the implementation of the State Plan and the reporting.

An SEA may combine input and consultation efforts for its State Plan with other such efforts, such as those connected with its request for ESEA flexibility renewal.

C. IDENTIFICATION OF EXISTING EQUITY GAPS

C-1. What is an equity gap?

As described in question A-2, an equity gap is the difference between the rate at which low-income students or students of color are taught by excellent educators and the rate at which their peers are taught by excellent educators. At a minimum, a State Plan must address the difference between the rate at which students from low-income families or students of color are taught by inexperienced, unqualified, or out-of-field teachers compared to the rates at which other students are taught by these teachers. For example, if eight percent of teachers employed by a State's highest-poverty schools are inexperienced, but only four percent of teachers employed by a State's lowest-poverty schools are inexperienced, the State would have an equity gap of four percentage points with respect to inexperienced teachers. An SEA has the discretion to use school- or student-level data to identify equity gaps. As another example, in a State using student-level data, if 4.2% of minority students' classes are taught by teachers rated as highly effective and 6.7% of white students' classes are taught by such teachers, the State would have an equity gap of two and a half percentage points with respect to highly effective teaching.

C-2. What data should an SEA analyze to identify equity gaps?

At a minimum, an SEA must identify equity gaps based on data from all public elementary and secondary schools in the State on the rates at which students from low-income families and students of color are taught by inexperienced, unqualified, or out-of-field teachers (see question A-1). An SEA may also use effectiveness data from educator evaluation and support systems (see question C-5 for additional information). An SEA also may include other relevant data, such as teacher or principal absentee rates, teacher or principal turnover rates, or frequency of employing long-term substitutes.

An SEA may decide, in addition to analyzing equity gaps within the State, to analyze within-district or within-school gaps in access to excellent educators. Understanding these within-district and within-school gaps may be instructive in addressing Statewide gaps.

C-3. What sources might an SEA rely on for the data that inform its State Plan?

An SEA should use the wealth of data that is available to it when developing its State Plan. For example, the Department encourages each SEA to carefully review the data submitted by its LEAs for the [Civil Rights Data Collection \(CRDC\)](#), district level per-pupil expenditures the SEA has submitted to the National Center for Education Statistics (NCES) via the F-33 survey, as well as data that the SEA has submitted to *EDFacts* regarding classes that are taught by highly qualified teachers (HQT)⁴ in developing the State Plan, and any other high-quality, recent data that the SEA has that are relevant to the SEA's State Plan. To assist in this review, the Department sent each SEA its own complete CRDC data file that has been augmented with selected information from other data sources (such as school-level enrollment by race and eligibility for free and reduced-price lunch). Moreover, based on the significant work in most States over the past few years to create and update their longitudinal data systems, an SEA is likely to have additional data that are relevant to the State Plan, including data on teacher and principal turnover rates or effectiveness ratings.

C-4. How might an SEA use the Educator Equity Profile that the Department prepared for each State?

The Department prepared an Educator Equity Profile for each State, which we sent directly to each State's chief State school officer and *EDFacts* coordinator in November 2014. This profile is based on data that the SEA and its LEAs submitted to the Department. Using data from the 2011–2012 school year, each Educator Equity Profile compares a State's high-poverty and high-minority schools to its low-poverty and low-minority schools, respectively, on the:

(1) percentage of teachers in their first year of teaching; (2) percentage of teachers without certification or licensure; (3) percentage of classes taught by teachers who are not HQT; (4) percentage of teachers absent more than 10 days; and (5) average teacher salary (adjusted for regional cost of living differences).

The Educator Equity Profile is an example of how an SEA might present its data for purposes of developing its State Plan. An SEA is not required, however, to use the data in the Educator Equity Profile in developing its State Plan. Rather, an SEA should use the best, most recent data available to it. Indeed, the Department encourages an SEA to augment or update the data analysis presented in the Educator Equity Profile if it has more up-to-date or relevant information. The Department used the data that were available through the 2011–2012 CRDC and 2011–2012 *EDFacts*. If an SEA has access to additional, more current data; the use of that data will likely improve the quality and usefulness of its State Plan.

⁴ See ESEA section 9101(23).

C-5. How might an SEA incorporate data from educator evaluation and support systems into its State Plan?

An SEA may supplement its analysis of equity gaps related to inexperienced, unqualified, and out-of-field teachers with an analysis of equity gaps related to effectiveness. Alternatively, an SEA may define “unqualified” educators as educators who have been rated ineffective by educator evaluation and support systems.

C-6. How might an SEA define “inexperienced” educators for purposes of its State Plan?

An SEA has the discretion to define the term “inexperienced” for purposes of its State Plan based on its State’s context and data. However, the Department encourages an SEA to define “inexperienced” educators as those educators who are in their first year of practice because research demonstrates that the greatest increase in educator effectiveness occurs after one year on the job.⁵

D. EXPLANATION OF EXISTING EQUITY GAPS

D-1. Why is it important to determine and explain the underlying causes of equity gaps?

Once equity gaps have been identified, an SEA should work to determine why those gaps exist (their root causes). It is critical for an SEA to be able to explain why inequities are occurring so that it can identify the strategies that will be most likely to address those causes and, ultimately, eliminate the gaps. An SEA can close equity gaps and prevent them from recurring for a sustained period only by implementing strategies that are designed to address the root causes of the gaps. The Department refers to this process of determining and explaining the underlying causes of equity gaps as a “root-cause analysis.”

For example, if an SEA identifies gaps in teacher attendance rates, it might determine, as a result of its root-cause analysis, that the underlying cause of the teacher attendance problem in high-poverty or high-minority schools is a lack of strong leadership in the schools. In this case, the SEA might work with LEAs to ensure that their high-poverty and high-minority schools implement strategies aimed at this root cause, such as strategies to attract and retain high-quality leadership, in addition to strategies focused more directly on teacher attendance. If the SEA determines, instead, that the root cause of the teacher attendance problem is substandard working conditions in high-poverty or high-minority schools, the SEA might work with LEAs to

⁵ See, e.g., Boyd, Donald, *et al.* *The narrowing gap in New York City teacher qualifications and its implications for student achievement in high-poverty schools.* *Journal of Policy Analysis and Management* 27.4 (2008): 793-818; Henry, Gary T., Bastian, Kevin C., and Fortner, C. Kevin. *Stayers and Leavers Early-Career Teacher Effectiveness and Attrition.* *Educational Researcher* 40.6 (2011): 271-280. For related research, see Clotfelter, Charles T., Helen F. Ladd, and Jacob L. Vigdor. *Teacher credentials and student achievement: Longitudinal analysis with student fixed effects.* *Economics of Education Review* 26.6 (2007): 673-682; Harris, Douglas N., and Tim R. Sass. *Teacher training, teacher quality and student achievement.* *Journal of public economics* 95.7 (2011): 798-812.

undertake a different set of strategies, designed to improve a school's physical environment and educational climate.

For a second example, if an SEA identifies gaps in access to educators rated as effective or highly effective, it might determine, through data analysis and stakeholder input, that the root cause is a lack of teacher competencies and skills necessary to teach students who have intensive academic and behavioral needs, because many teachers have not been given adequate pre-service and in-service support and training on effective instructional strategies (such as differentiating instruction, providing behavioral supports, conducting progress monitoring, and using assistive technology). The SEA might then work with IHEs and LEAs to implement strategies to address the underlying skills gap, such as providing intensive professional development, offering job-embedded coaching, or using master teachers as mentors. If the SEA determines, instead, that the root cause of the effectiveness gap is an inadequate supply of candidates from which to hire in high-poverty or high-minority schools, the SEA might work with LEAs to strengthen recruiting processes at those schools.

D-2. What are examples of root causes of equity gaps?

There are a number of possible root causes of equity gaps, including a lack of effective leadership, poor working conditions, an insufficient supply of well-prepared educators, insufficient development and support for educators, lack of a comprehensive human capital strategy (such as an over-reliance on teachers hired after the school year has started), or insufficient or inequitable policies on teacher or principal salaries and compensation. These are offered as examples of root causes; an SEA should examine its own data carefully to determine the root causes of the equity gaps identified in its State.

An SEA should bear in mind that multiple equity gaps (such as gaps on multiple discrete metrics) may have the same root cause or that multiple root causes may contribute to one equity gap.

D-3. What should an SEA examine to determine the root causes of existing gaps?

To identify root causes, an SEA should examine all available information, including quantitative data or statistics, input from stakeholders (for example, survey results or information provided through focus groups), research or lessons learned in other States or LEAs, and other relevant evidence. Note that identifying root causes may require substantial consultation with stakeholders (see Section B above). An SEA should examine this information in varying contexts, bearing in mind that root causes may differ because of, and be affected by, context, including geographic region and school level (see question D-4).

D-4. Should an SEA consider context (such as whether a school is in an urban, rural, or suburban area or whether it is an elementary, middle, or high school) in conducting its root-cause analysis and identifying strategies to address equity gaps?

Yes. It is important for an SEA to consider context because gaps that appear similar may have different root causes in different schools or LEAs depending on such factors as geographic region, including differences among urban, rural, and suburban areas, and school levels. As noted above, consultation with stakeholder groups across the State will lead to a more comprehensive analysis of equity gaps and root causes, which may vary from region to region. Similarly, an SEA should consider context when crafting strategies to address equity gaps. Resources that are available in an urban setting may not be available in a rural setting; thus, different solutions may be appropriate in different contexts.

D-5. How can an SEA improve the quality of its root-cause analysis over time?

An SEA should examine the best information available to it at the time it conducts its root-cause analysis. Moreover, the SEA should seek new information to help improve its root-cause analysis in future years. Such new information may reveal different or more nuanced root causes of equity gaps, thereby enabling the SEA to refine its original root-cause theory and the strategies designed to address the root causes. Further, if an SEA does not see progress in reducing equity gaps over time, it should consider if it has accurately identified the correct root causes for those gaps.

E. STRATEGIES

E-1. What types of strategies might an SEA employ to address inequitable access to excellent educators?

An SEA is not required to employ any specific strategies to eliminate gaps in access to excellent educators. An SEA should develop evidence-based strategies that are:

1. **Targeted to the students with the least access to excellent educators.** An SEA will develop its plan in light of the resources available to it and, given limited resources, it may not be able to implement strategies to eliminate gaps in all LEAs and schools at once. Therefore, it is important to prioritize the classrooms, schools, and LEAs that need the most additional support in attracting, developing, and retaining excellent educators. This may mean that, at first, an SEA focuses its strategies on a select number of LEAs or schools with the greatest need.
2. **Responsive to root causes.** The most effective strategies will focus on the underlying problems that led to inequitable access to excellent educators, whether those problems include a lack of effective principals in high-poverty and high-

minority schools, poor working conditions in those schools, an inadequate supply of well-prepared educators in certain areas, lack of professional support, or other root causes. An SEA’s State Plan could also include strategies that directly address identified gaps (*i.e.*, strategies that focus on the symptoms in addition to those that focus on the underlying problems). In developing strategies to address the root causes, the SEA should consider all elements of the educator career continuum — from preparation, recruitment, and induction, through ongoing support and development, compensation, evaluation, and advancement, to exit or retirement — to ensure that success in one area is not undermined by a lack of focus in another area.

Promising strategies that SEAs and LEAs have used, or are using, to increase equitable access to excellent educators include, for example: (1) recruiting, developing, and retaining excellent principals with the capacity to provide collaborative leadership and effective instructional support and to create high-quality teaching and learning conditions; (2) ensuring that workplaces are safe, supportive, and productive; (3) providing additional support for educators early in their careers; (4) providing targeted professional development informed by meaningful data; (5) providing classroom coaching for teachers in high-poverty or high-minority schools to promote the use of effective instructional strategies; (6) providing coaching and mentoring opportunities for principals in high-poverty or high-minority schools on instructional leadership to support teachers in implementing effective classroom strategies; (7) implementing multi-tiered systems of support to deliver evidence-based academic and behavioral interventions of increasing intensity; (8) fostering teams of excellent educators and providing them with time to collaborate; (9) creating leadership opportunities for educators; (10) designing comprehensive human capital systems to ensure strategic recruitment and hiring, including hiring educators in a timely manner, well before school starts; (11) ensuring that a school is not required to accept a teacher without the mutual consent of the teacher and principal; (12) developing innovative compensation systems that reward excellent educators for working in high-poverty or high-minority schools and for keeping all students on track to succeed; (13) encouraging reforms to educator preparation programs by increasing partnerships with those programs, including IHEs, in order to ensure that the programs produce educators who are dedicated to, and prepared for, long-term service and success in high-poverty or high-minority schools; or (14) creating high-quality pipelines to improve the supply of promising new teachers in high-need schools, coupled with strong retention strategies.

Nothing in this document requires or encourages the “forced transfer” of teachers or principals. Such a policy does not address root causes, and is therefore unlikely to address inequities in access to excellent educators. It also may result in a less supportive working environment for educators, thereby exacerbating existing equity gaps.

E-2. May an SEA target its strategies to a subset of its LEAs or schools?

Yes. As discussed in question E-1, in developing its strategies, it is important for an SEA to prioritize the classrooms, schools, and LEAs that need the most additional support in attracting, developing, and retaining excellent educators, which may mean that, at first, an SEA focuses its strategies on a select number of LEAs or schools with the greatest need. In its State Plan, an SEA should include a discussion of the LEAs or schools on which it will focus its initial energy

and commitment, and provide its rationale for prioritizing those LEAs and schools. Such a targeted strategy at the State level, however, does not relieve each Title I LEA from meeting its obligation under ESEA section 1112(c)(1)(L) to ensure that students from low-income families and students of color are not taught at higher rates than other students by unqualified, out-of-field, or inexperienced teachers. See question E-4.

E-3. What should be included in an SEA’s timeline for implementing its strategies?

An SEA’s timeline should be ambitious, but realistic, and it should prioritize those activities that are designed to have the most significant impact for students with the greatest need. The timeline should include:

- Essential activities to be accomplished;
- Dates on which key activities will begin and be completed;
- SEA staff (*e.g.*, position, title, or office) and, as appropriate, others who will be responsible for ensuring that each key activity is accomplished; and
- Resources necessary to complete the key activities, including staff time and additional funding.

E-4. How should an SEA work with its LEAs to address inequitable access to excellent educators?

An LEA that receives Title I, Part A funds must ensure that students from low-income families and students of color are not taught at higher rates than other students by unqualified, out-of-field, or inexperienced teachers (ESEA section 1112(c)(1)(L)). Accordingly, an SEA must ensure that all such LEAs are taking steps to carry out that assurance, and must include a description of how it will monitor these activities in its State Plan.

An SEA is in a unique position to highlight and share with its LEAs promising practices, relevant data, and data analyses, and to encourage cross-district collaboration to address regional inequities in access to excellent educators. Additionally, it may consider convening groups of educators who are committed to resolving this issue and to building the knowledge base of educators across the State on this important work.

Further, consistent with ESEA section 1903, an SEA might issue a State rule, regulation, or policy to require an LEA that has any of the State’s highest-poverty or highest-minority schools to monitor and publish data on access to excellent educators in those schools, and to develop plans that are aligned with the needs of the schools to ensure access to excellent educators in those schools. In accordance with section 1903, the SEA would have to submit any such proposed rule, regulation, or policy to its “committee of practitioners” (as described in ESEA section 1903(b)) for review and comment, and identify any such rule, regulation, or policy as a State-imposed requirement.

E-5. What Federal funds are available to support implementation of strategies that are designed to eliminate gaps in access to excellent educators?

The Department encourages SEAs to provide additional State funds to LEAs with the highest-poverty and highest-minority schools to support their work in eliminating gaps in access to excellent educators. The Department understands, however, that many SEAs and LEAs will also want to use Federal funds to support this work. Depending on the particular strategy being implemented and the school or LEA in which it is being implemented, Federal funds could be key sources of support for this work. For example:

Improving Basic Programs Operated by LEAs (ESEA Title I, Part A):

- LEAs: Consistent with the requirements of Title I, an LEA might use Title I, Part A funds to promote equitable access to excellent educators in Title I schools, particularly if those schools operate schoolwide programs, including by funding: (1) incentives to attract and retain effective teachers and principals; (2) structured induction programs to support and retain teachers; (3) high-quality professional development for teachers and principals; and (4) activities designed to improve school climate.
- SEAs: An SEA might use Title I, Part A State-level funds to develop its State Plan and to provide guidance and technical assistance to LEAs on implementation of strategies designed to improve equitable access to excellent educators, including guidance on how LEAs can use their Title I funds to further this work.

Improving Teacher Quality State Grants (ESEA Title II, Part A):

- LEAs: Starting from a high-quality needs assessment that identifies local needs, including improvements in hiring, developing, and retaining effective teachers, an LEA might use Title II, Part A funds to support a variety of recruitment and retention strategies (such as developing career advancement systems or offering financial incentives for certain teachers who are rated as effective) and other strategies that are aimed at improving school leadership to improve working conditions for teachers. Additionally, an LEA might use Title II, Part A funds to provide meaningful professional development that is aligned to educator evaluation systems so that educators in high-need schools have targeted support to help them become more effective.
- SEAs: An SEA might use Title II, Part A State-level funds to support equitable access to excellent educators in many ways. For instance, an SEA might use those funds to create a central clearinghouse to help high-need LEAs or schools locate and recruit effective teachers and principals, support the development of performance-based compensation systems, or create and provide specialized professional development and other supports to make working in high-need schools more appealing. Similarly, an SEA might provide guidance and technical assistance to LEAs to encourage them to use Title II, Part A funds for activities that are designed help close equity gaps.

English Language Acquisition, Language Enhancement, and Academic Achievement Act (ESEA Title III, Part A):

- LEAs: An LEA might use Title III, Part A funds to promote educator equity in schools with English Learners, including through high-quality professional development for classroom teachers (including general education teachers who have English Learners in their classrooms) and principals that is: (1) designed to improve the instruction and assessment of English Learners; (2) designed to enhance the ability of those teachers to understand and use curricula, assessment measures, and instructional strategies for English Learners; (3) based on scientifically based research demonstrating the effectiveness of professional development in increasing children's English proficiency or substantially increasing the subject-matter knowledge, teaching knowledge, and teaching skills of those teachers; and (4) of sufficient intensity and duration to have a positive and lasting impact on the teachers' performance in the classroom.
- SEAs: An SEA might use Title III, Part A State-level funds to provide guidance and technical assistance to LEAs on implementation of educator equity strategies that are designed to improve the instruction of English Learners, including guidance on how LEAs may use their Title III funds to further this work.

School Improvement Grants (SIG) (ESEA, Title I):

- LEAs: An LEA may use SIG funds to support any of the strategies described in question E-1 as part of implementing a SIG intervention model, consistent with the SIG final requirements and an LEA's approved SIG application.
- SEAs: An SEA might promote equitable access to excellent educators through the SIG program by creating a priority in its SIG competition for LEAs that incorporate activities designed to improve equitable access to excellent educators into their school intervention models. An SEA might also use its SIG State-level funds to evaluate the effectiveness of the strategies that are incorporated into SIG intervention models and to provide technical assistance to LEAs that receive SIG funding on this work.

Individuals with Disabilities Education Act (IDEA, Part B):

- LEAs: An LEA may use IDEA, Part B funds in numerous ways that promote equitable access to excellent educators for children with disabilities. For example, an LEA may use IDEA, Part B funds to provide high-quality professional development and classroom coaching for special education personnel and general education teachers who teach children with disabilities.

An LEA may also use up to 15% of its IDEA, Part B subgrant to develop and implement coordinated early intervening services (CEIS) for students who

need additional academic and behavioral support to succeed in a general education environment, but who have not yet been identified as having a disability. CEIS funds may be used to carry out activities that include professional development for teachers and other school staff to enable them to deliver scientifically based academic and behavioral interventions, including scientifically based literacy instruction, and, where appropriate, instruction on the use of adaptive and instructional software.

- SEAs: An SEA may use IDEA Part B funds reserved for State-level activities to ensure equitable access to excellent educators. An SEA may use these State-level funds for personnel preparation and professional development and training and to assist LEAs in meeting personnel shortages. An SEA may also use these funds to provide technical assistance to schools identified for improvement under section 1116 of the ESEA or identified as a focus school under ESEA flexibility on the sole basis of the assessment results of the disaggregated subgroup of children with disabilities, including providing professional development to special and regular education teachers who teach children with disabilities in order to improve their academic achievement.

Competitive programs:

- Teacher Incentive Fund (TIF): TIF provides competitive grants to eligible entities (LEAs, States, or partnerships consisting of one or more non-profit organizations and a State, one or more LEAs, or both) to develop and implement performance-based compensation systems for teachers, principals, and other personnel in high-need schools. A grantee might use TIF funds to promote equitable access to excellent educators in high-need schools, including by providing incentives to effective educators who choose to transfer to or stay in these schools, establishing career-ladder positions for effective educators, providing additional compensation for effective teachers and principals who take on additional duties and leadership roles, and providing targeted professional development to all educators in high-need schools. TIF funds might also support extra compensation for effective educators who agree to continue working in high-need schools.
- Teacher Quality Partnerships (TQP): The TQP program provides competitive grants to partnerships of IHEs, high-need LEAs, and their high-need schools to implement teacher preparation or teacher residency programs, or both, that will improve the quality of prospective teachers by enhancing their preparation, improve the quality of current teachers through professional development, and help improve recruiting into the teaching profession. TQP funds might be used to help promote greater equity by supporting high-quality pathways into the profession and by placing teachers with strong preparation in high-need LEAs.
- Transition to Teaching (TTT): The TTT program provides grants to SEAs and LEAs, or for-profit organizations, non-profit organizations, or institutions

of higher education (IHEs) collaborating with SEAs or LEAs. The grants can be used to support equitable access to excellent educators by, in high-need schools, recruiting and retaining highly qualified midcareer professionals (including highly qualified paraprofessionals) and recent graduates of IHEs as teachers in high-need schools, including recruiting teachers through alternative routes to teacher certification, and encouraging the development and expansion of alternative routes to teacher certification.

- School Leadership Program: The School Leadership Program assists high-need LEAs in recruiting, training, and supporting principals (including assistant principals) by providing financial incentives to new principals (including teachers or individuals from other fields who want to become principals); stipends to principals who mentor new principals; professional development programs that focus on instructional leadership and management; and other incentives that are appropriate and effective in retaining new principals. An LEA might use assistance provided under the School Leadership Program to develop new, effective principals and assistant principals for high-need schools or to train current principals in implementing college- and career-ready standards.
- State Personnel Development Grants (IDEA, Part D): In order to improve results for children with disabilities, grant funds are awarded to SEAs on a competitive basis to assist in reforming and improving their systems for personnel preparation and professional development, and may be used to provide high-quality professional development based on identified State needs, which may include improving the knowledge and skills of teachers in high-poverty, high-minority schools.
- Indian Education Professional Development Grants: This program makes grants to increase the number of Indian individuals qualified in teaching, school administration, and other education professions, and to improve the skills of those individuals. Awards focus on pre-service teacher and pre-service administrator training.

Generally, recipients of competitive grants must implement projects as described in their approved grant applications. If a grantee wants to use funds under these programs to promote equitable access to excellent educators in a way that is not consistent with its currently approved application for program funds, it may need to request that the Department approve an amendment to its application. Prospective grantees may wish to include specific strategies designed to ensure equitable access to excellent educators in any upcoming grant competitions. A grantee must ensure that any use of Federal funds is consistent with the requirements for the program.

Please note that the list above is not exhaustive and that an SEA or LEA may have other sources of Federal funds that it can use to support its work to ensure equitable access to excellent educators.

F. MEASURING AND REPORTING PROGRESS AND CONTINUOUSLY IMPROVING STATE PLANS

F-1. How should an SEA measure its progress toward equitable access to excellent educators?

An SEA must include in its State Plan a description of the method and timeline the SEA will use to measure progress in eliminating equity gaps for both: (1) students from low-income families; and (2) students of color. The Department encourages each SEA to set a long-term goal to eliminate equity gaps and annual targets for progress toward that goal. For example, an SEA might set a long-term goal of eliminating equity gaps by a specific date, and annual targets toward meeting that goal. Alternatively, an SEA might set annual targets that reflect a reduction in equity gaps by a minimum percentage each year. These goals and targets, like all other elements of an SEA's State Plan, should be informed by meaningful consultation with stakeholders (see questions A-1 and B-1).

In order to effectively evaluate and track progress toward equitable access, an SEA should also evaluate and track the State's progress on addressing root causes. For example, if a lack of effective leadership in high-poverty schools is identified as a root cause of a particular equity gap, an SEA should evaluate if, in fact, leadership in high-poverty schools has improved in order to meaningfully evaluate progress in eliminating that equity gap.

F-2. How might an SEA meet the requirement to publicly report on its progress?

An SEA should ensure that stakeholders have a meaningful opportunity to review information on the State's progress by using multiple methods to disseminate the information. For example, an SEA might meet the requirement to publicly report on its progress by including information on equity gaps and progress on eliminating those gaps on its State report card. To ensure that stakeholders have a meaningful opportunity to review the information, the SEA might also make it available through the SEA's Web site, a public report at a State Board of Education meeting, reports at State education organizations' meetings, social media, traditional media, and dissemination by public agencies or community-based organizations that serve students and their families. (See question B-3 for additional information on the steps an SEA should take to ensure that stakeholders can understand information.)

F-3. How frequently should an SEA update its State Plan?

Under ESEA section 1111(f)(1)(B), an SEA must "periodically" review and revise its State Plan "as necessary ... to reflect changes in the State's strategies and programs" under Title I.

Consistent with this requirement, the Department intends to update each State Educator Equity Profile every two years (see question C-4 for a discussion of the State Educator Equity Profile), and encourages each SEA to review and revise its State Plan accordingly. When an SEA revises its State Plan, it should do so based on its analysis of the information it collects on its progress toward eliminating equity gaps, and should continue to seek input from stakeholders on possible revisions.

F-4. How might an SEA continuously improve its State Plan?

The development and submission of a State Plan is only the beginning of the work to eliminate equity gaps; implementation is critical and will lead to new and better information that an SEA should use to continuously improve its State Plan. An SEA should analyze trends in its progress data (see question F-1) in order to identify strengths and weaknesses in its State Plan and implementation of the State Plan, and should refine the State Plan to address any weaknesses.

As described in question D-5, an SEA should also consider adding new ways of collecting information to help improve the root-cause analysis in future years.

Finally, an SEA should continue to reach out to stakeholders (see Section B: Consultation and Input) for input on how well the strategies in the State Plan are being implemented, whether they are achieving the desired results, and whether changes are warranted.

G. PROCESS FOR REVIEW AND APPROVAL OF STATE PLANS

G-1. How will the Department review State Plans?

The Department will review each SEA's State Plan to verify that it meets the statutory requirements (see question A-1). The Department encourages each SEA to take advantage of technical assistance opportunities prior to submitting its plan for review. See question G-3 for more information.

G-2. If the Department determines that an SEA's initial submission of its State Plan does not meet all requirements of ESEA section 1111(b)(8)(C), will the SEA have an opportunity to amend its plan?

Yes. If, after a careful review, the Department determines that an SEA's originally submitted State Plan does not meet all statutory requirements, the Department will work with the SEA to help it revise its plan. The SEA will have an opportunity to work with the Department to make necessary changes.

G-3. What resources are available to help an SEA in creating and implementing its State Plan?

In addition to the Federal funding discussed in question E-5, numerous technical assistance and guidance resources regarding equitable access to excellent educators are available to an SEA. The Department has provided funding to two organizations to support SEAs in their efforts to improve the quality and availability of excellent educators: the Center on Great Teachers and Leaders and the Equitable Access Support Network. Over the coming year, these organizations will engage with SEAs to provide individualized technical assistance and to create communities of practice that bring together SEAs and experts in the field to foster shared understanding and learning about how to implement and continuously improve equitable access to excellent educators. For individualized assistance in creating plans, feedback on draft plans, or

implementation assistance, an SEA is invited to contact either of these entities.

In particular, the Department encourages an SEA to take advantage of the pre-submission review that will be provided by the Equitable Access Support Network, through which the SEA will be able to receive State-specific feedback on a draft plan before the SEA submits it to the Department.

To request information or assistance developing and implementing a State Plan, please contact:

- Center on Great Teachers and Leaders: gtlcenter@air.org, or
- Equitable Access Support Network: EASN@ed.gov.

In addition, an SEA may wish to consult the following materials:⁶

- **Equitable Access Toolkit:** resources including a stakeholder engagement guide, data analysis tool, root cause workbook, and model plan to ensure equitable access to excellent educators. (Center for Great Teachers & Leaders, available at: <http://gtlcenter.org/learning-hub/equitable-access-toolkit>)
- **Moving Toward Equity** (Center on Great Teachers & Leaders, available at: <http://www.gtlcenter.org/learning-hub/moving-toward-equity>)
- **Attaining Equitable Distribution of Effective Teachers in Public Schools** (Center for American Progress, available at: <http://cdn.americanprogress.org/wp-content/uploads/2014/04/TeacherDistro.pdf>)
- **Transfer Incentives for High-Performing Teachers: Final Results from a Multisite Randomized Experiment** (Institute of Education Sciences, available at: <http://ies.ed.gov/ncee/pubs/20144003/index.asp>)
- **Right-Sizing the Classroom: Making the Most of Great Teachers** (National Center for Analysis of Longitudinal Data in Education Research (CALDER), available at: <http://www.caldercenter.org/publications/right-sizing-classroom-making-most-great-teachers>)
- **Portability of Teacher Effectiveness Across Schools** (CALDER, available at: <http://www.caldercenter.org/publications/portability-teacher-effectiveness-across->

⁶ This information is provided for the reader's convenience; it is not an exhaustive list of materials to which an SEA may refer when developing and implementing its State Plan. The Department does not control or guarantee the accuracy, relevance, timeliness, or completeness of outside information. Reliance on these materials does not guarantee that an SEA is meeting its statutory requirements. Further, the inclusion of information, such as addresses or Web sites for particular items, does not reflect their importance, nor is it intended to endorse any views expressed, or products or services offered by these organizations. Note that, although some of these resources were designed specifically for Race to the Top grantees, the Department believes that the information they contain may be useful to all SEAs and LEAs.

[schools](#))

- **Value Added of Teachers in High-Poverty Schools and Lower-Poverty Schools** (CALDER, available at: <http://www.caldercenter.org/publications/value-added-teachers-high-poverty-schools-and-lower-poverty-schools>)
- **Teacher Mobility, School Segregation, and Pay-Based Policies to Level the Playing Field** (CALDER, available at: <http://www.urban.org/uploadedpdf/1001429-teacher-mobility.pdf>)

G-4. How might an SEA develop its State Plan in conjunction with its request for renewal of ESEA flexibility? May it submit both documents to the Department for review and approval simultaneously?

Access to excellent educators is an integral part of helping to ensure that students are college and career ready, particularly for students in the lowest-achieving schools (i.e., those identified as priority schools under ESEA flexibility) and in schools with the largest achievement gaps (i.e., those identified as focus schools under ESEA flexibility). Because equity gaps could be contributing to achievement gaps, the identification and analysis of equity gaps can support an SEA and its LEAs in targeting appropriate interventions and supports that are designed both to close equity gaps and improve achievement in priority, focus, and other Title I schools. For example, if students in low-achieving, high-poverty or high-minority schools lack equitable access to excellent educators, strategies to recruit and retain excellent educators into these schools might be effective in helping to close both equity and achievement gaps, thereby addressing the ultimate goals of both a State Plan and a State's ESEA flexibility system of differentiated recognition, accountability, and support.

Given the relationship between State Plans and ESEA flexibility requests, an SEA may want to develop key portions of its State Plan at the same time it develops related portions of its ESEA flexibility renewal request. For example, the SEA may want to obtain stakeholder input on the State Plan and the ESEA flexibility renewal request through a single process that simultaneously addresses both documents. Similarly, an SEA may want to develop strategies that will most effectively address both equity gaps and achievement gaps in high-minority or high-poverty priority, focus, or other Title I schools and, therefore, can be incorporated into both the State Plan and the ESEA flexibility renewal request.

An SEA that chooses to develop these documents together is welcome to submit them to the Department simultaneously, as long as an SEA's request for renewal of ESEA flexibility is submitted by the deadline (see ESEA Flexibility Renewal Guidance), which is prior to the deadline for submitting State Plans. Please note, however, that because this guidance is being released in draft form while it is open for comment on the estimated burden to respond to the information collection under the Paperwork Reduction Act, the Department will not review any State Plans until this guidance has been released in its final form in spring 2015. In addition, if the Department modifies this guidance based on comments received on the estimated burden to

respond to the information collection, an SEA that submits its State Plan before the guidance is final may have to amend its State Plan to reflect the final guidance.

G-5. What is the relationship between an SEA’s State Plan and the obligation of the SEA and its LEAs to comply with Title VI of the Civil Rights Act of 1964 by ensuring resource comparability?

On October 1, 2014, the Department’s Office for Civil Rights (OCR) released a Dear Colleague Letter (<http://www2.ed.gov/about/offices/list/ocr/letters/colleague-resourcecomp-201410.pdf>) that discusses the obligation of recipients of Federal funds, under Title VI of the Civil Rights Act of 1964 (Title VI of the Civil Rights Act), to ensure that they neither intentionally discriminate on the basis of race, color, or national origin nor implement facially neutral policies that have the unjustified effect of discriminating against students on the basis of race, color, or national origin (OCR Letter). The OCR Letter further explains that discrimination in the allocation of educational resources – including strong teachers and principals – can constitute unlawful discrimination under Title VI. The OCR Letter makes clear that data revealing racial disparities in access to strong teachers and leaders would rarely, if ever, suffice on its own as proof of a violation of the civil rights obligations under Title VI. In investigating an allegation of discrimination, OCR would necessarily inquire into the justifications behind policies and practices that may have led to those disparities.

Certain goals of Title I of the ESEA and Title VI of the Civil Rights Act are similar: to ensure that all students have equal access to educators who are best able to support students in getting and remaining on track to graduate from high school ready for college or careers. However, there are important differences between these laws. As one example, Title I of the ESEA requires SEAs to focus on ensuring equitable access for both students from low-income families and students of color. On the other hand, Title VI of the Civil Rights Act prohibits discrimination, including discrimination in access to strong teachers and leaders, based on race, color, or national origin, without regard to income levels.

Because of differences between the two laws, the fact that the Department approves an SEA’s State Plan under ESEA, section 1111(b)(8)(C) does not mean that the SEA or an LEA within the State is complying with Title VI of the Civil Rights Act. Nor does a decision under Title VI of the Civil Rights Act not to investigate an SEA or one or more of its LEAs (or a closure or dismissal of such an investigation without finding a violation) mean that the SEA has met its obligations under Title I of the ESEA.

Yet an SEA’s work in developing a high-quality State Plan under Title I of the ESEA may be helpful to the State and its LEAs in ensuring compliance with Title VI of the Civil Rights Act. For example, the Department strongly encourages an SEA, in developing its State Plan, to begin proactively using data on access to excellent educators, including developing robust effectiveness data to identify equity gaps. As discussed in the OCR Letter, that analysis, undertaken by an SEA in connection with the development of a State Plan, may also inform an SEA’s or LEA’s self-assessment of resource comparability under Title VI of the Civil Rights Act. In addition, that analysis, when coupled with the implementation of effective strategies to

address the root causes of those equity gaps as reflected in the SEA's State Plan under Title I of the ESEA, may help both the SEA and its LEAs avoid a Title VI violation or give the SEA or LEA an opportunity to remedy a Title VI violation on its own. Further, such proactive, concrete, and effective efforts would inform any remedies that OCR requires, as a result of an investigation, so that the SEA or LEA can build on its efforts.