COLORADO
Department of Education

Colorado's Plan for Ensuring Equitable Access to Excellent Educators

Submitted to:
United States Department of Education

December 2015

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Table of Contents

Introduction 3

Overview and current state context

Key terms defined

Stakeholder Involvement 6

Statewide stakeholder engagement

Ongoing stakeholder consultation

Equity Gaps 9

Defining and identifying equity gaps in Colorado

Data sources

Schools identified for support based on performance gaps

Possible root causes

Theory of action

Strategies for Eliminating Equity Gaps 19

Strategic focus areas

Targeted strategies

Timeline, implementation benchmarks, and metrics

Ongoing Monitoring and Support 33

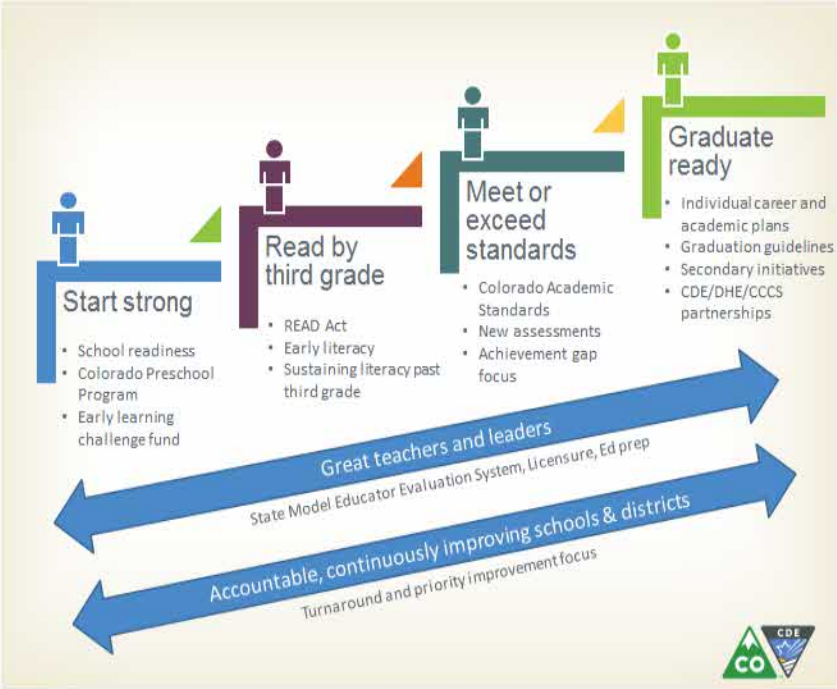
Mechanisms for ongoing technical assistance, monitoring, and feedback

Conclusion 34

Introduction

Overview and current state context

The Colorado Department of Education's (CDE) mission is to ensure that all students are prepared for success in society, work, and life by providing excellent leadership, service, and support to schools, districts, and communities across the state. In support of that mission, CDE has identified four overarching strategic goals that are focused on supporting students through every step of their schooling. Ensuring that all students have access to excellent educators is integral to Colorado's success in helping students meet our rigorous state academic standards.



Sec. 1111(b)(8) of the No Child Left Behind Act requires state education agencies to develop plans to help ensure "…that poor and minority children are not taught at higher rates than other children by inexperienced, unqualified, or out-of-field teachers." To date, Colorado has relied heavily on teaching experience and credentials in assessing teacher quality and measuring equity gaps. Using these metrics, Colorado data reveal gaps in educator equity and many students have inconsistent access to effective educators throughout their education. In recent years, Colorado has focused on the implementation of integrated strategic improvements in standards, assessments, school and district accountability, and educator evaluation. Together, these reforms have the singular purpose of ensuring that all students are prepared for success in a globally competitive world. The implementation of Colorado's system of educator evaluation, in particular, affords CDE the opportunity to consider student outcomes in assessing teacher quality and gaps in access to high quality teachers. We know that classroom teaching and school leadership are among the strongest school-based factors impacting student achievement. We know we must focus on growth and development of our current teaching force by investing in them throughout the school year and their career. Building on that knowledge, and together with stakeholders across Colorado, CDE has developed the following plan to address educator equity gaps and ensure that all Colorado students have access to effective teachers.

CDE recognizes that improving the way equity gaps are measured, identified, and communicated to stakeholders is critical to closing these gaps. Therefore, this plan includes strategies that aim to improve measurement and public reporting of equity gaps in addition to the strategies aimed at building the capacity of stakeholders to meaningfully engage in the work of closing these gaps. Inherent in this focus on improving measurement and public reporting is recognition that the current methods and data sources for identifying equity gaps are

imperfect. Therefore, it may appear that there is not always a direct link between the identified gaps, root causes, and strategies throughout this plan. This is something that CDE has chosen to improve over time through meaningful efforts to improve how data is used to ensure that all students have equitable access to excellent educators.

By implementing this plan, we also aim to gain a deeper understanding of root causes and how they differ by region, size of district, capacity of district, proximity to prep provider, and other variable factors. This will lead to more effective differentiation of the strategies described in this plan, which will ultimately lead to attaining the following targets:

1. Statewide teacher turnover will decrease from 16.62 percent to 12 percent or less by 2017.
2. No student in Colorado will be taught by an ineffective teacher for more than two consecutive years.
3. Students catching up to proficiency will increase to 39 percent by 2017.
4. Number of districts with identified gaps will decrease from 31 to 25 by end of 2017-18 school year.

Key Terms

Inexperienced teacher

Colorado defines an inexperienced teacher as a teacher who has fewer than three years of experience. This includes teachers currently in their third year of teaching.

Unqualified teacher

Colorado defines an unqualified teacher as a core academic subject (SEC. 9101.11) teacher who has not met highly qualified requirements. This includes teachers who have not earned at least a bachelor's degree, obtained full State licensure, or demonstrated a high level of competency in the academic subjects in which they teach. Details regarding how teachers in Colorado obtain full state licensure and demonstrate a high level of subject area competency are available at http://www.cde.state.co.us/fedprograms/tii/a_hqt.

Out-of-field teacher

Colorado defines an out-of-field teacher as a one who has obtained full state licensure but has not demonstrated a high level of competency in the academic subject to which they have been assigned to teach. Details regarding how teachers in Colorado obtain full state licensure and demonstrate a high level of subject area competency are available at http://www.cde.state.co.us/fedprograms/tii/a_hqt.

Non-highly qualified teacher

This term will be used throughout the remainder of this plan to refer to teachers who are either unqualified or out-of-field. Both of these groups constitute those that do not meet highly qualified requirements and the number of classrooms in Colorado taught by non-highly qualified teachers is too small to warrant an analysis that differentiates between the above two terms.

Poor Students

For the purposes of this plan, poor students are defined (and referred to throughout the rest of this document) as students from low-income families, specifically those receiving free or reduced cost lunch.

Minority

Minority is comprised of all non-white subgroups of students in Colorado.

Effective educator

An effective educator has received an annual evaluation based on Colorado's Educator Quality Standards that results in a rating of Effective or Highly Effective.

The effectiveness definitions and Quality Standards provide clear guidance about the professional practices associated with Quality Standards and the way to measure student learning/outcomes. Fifty percent of the final effectiveness rating is based on professional practices and 50 percent is based on measures of student learning/outcomes. The use of multiple measures ensures that these ratings are of high quality and will provide a more accurate and nuanced picture of professional practice and impact on student learning. The use of different rating levels to rate performance allows more precision about professional expectations, identifies educators in need of improvement and recognizes performance that is of exceptional quality. For more information, please see the User's Guide at http://www.cde.state.co.us/educatoreffectiveness/usersguide.

Ineffective educator

An ineffective educator has received an annual evaluation based on Colorado's Educator Quality Standards that results in a rating of Ineffective or Partially Effective.

The effectiveness definitions and Quality Standards provide clear guidance about the professional practices associated with Quality Standards and the way to measure student learning/outcomes. Fifty percent of the final effectiveness rating is based on professional practices and 50 percent is based on measures of student learning/outcomes. The use of multiple measures ensures that these ratings are of high quality and will provide a more accurate and nuanced picture of professional practice and impact on student learning. The use of different rating levels to rate performance allows more precision about professional expectations, identifies educators in need of improvement and recognizes performance that is of exceptional quality. For more information, please see the User's Guide at http://www.cde.state.co.us/educatoreffectiveness/usersguide.

Rural

A Colorado school district is determined to be rural based on the size of the district, the distance from the nearest large urban/urbanized area, and a student enrollment of 1,000 - 6,500 students.

Small Rural

Small rural districts meet these same criteria as rural districts and have a student population of fewer than 1,000 students.

Stakeholder Involvement

The plan has been developed in consultation with stakeholders representing broad and diverse perspectives across the state. In addition, the plan has been informed extensively by input collected as part of the public legislative and rule-making protocols that are fundamental to Colorado's education reforms.

The process of developing this plan began with initial internal meetings shortly after the requirement was announced in 2014. This time was spent evaluating where we were as a state and what teacher equity could look like in the future. A small team attended the CCSSO and GTL Center equity convening in San Diego in February, 2015, and came away with new ideas for engaging stakeholders and structuring the plan. Stakeholder engagement was ongoing throughout this time and membership of Colorado's Teacher Equity Team evolved over time to ensure that the strategies included were comprehensive and representative of Colorado's goals for teacher equity moving forward (see Appendix A for meeting agendas and stakeholder comments).

CDE solicited and received input from teachers, district human resources officers, district federal programs coordinators, higher education staff and faculty, superintendents, school board leaders, English learner (EL) instruction and policy practitioners, instructional technology leaders, family and community engagement leaders, and educator effectiveness practitioners and leaders. Many of the initiatives in this plan also are included in Colorado's ESEA Flexibility Waiver – the creation of which relied heavily on stakeholder input.

Three key sources of stakeholder input that were put in place prior to the updated plan requirement are the Quality Teachers Commission Final Report, the TELL Colorado Survey, and the Unified Improvement Planning process. The Quality Teachers Commission (QTC) was created by the Colorado Legislature for two main purposes: (1) to provide recommendations to the Colorado Department of Education (CDE) on building an educator identifier system and (2) to analyze the teacher gap and provide recommendations to the Colorado General Assembly regarding how best to address it. Membership consisted of, among others, a teacher, parent, district leader, school leader, school board leader, union leader, teacher education faculty, and leadership from both the Colorado Department of Education and the Colorado Department of Higher Education. The Commission made a number of policy recommendations in a 2013 report that directly informed this plan. The detailed report can be accessed at http://www.cde.state.co.us/fedprograms/quality-teacher-commission-report.

The TELL Colorado survey is a statewide biennial survey of all licensed, school-based teachers and principals to determine teaching and learning conditions in schools. For additional information, go to: www.tellcolorado.org.

School and district input was also derived from local UIPs. CDE has developed a unified improvement planning template and processes to support schools and districts in their efforts to improve student learning and system effectiveness by engaging in a cycle of continuous improvement. The UIP template is designed to meet state, federal, and program accountability requirements. The requirement that local education agencies (LEAs) examine and address the issue that less experienced and qualified teachers are more likely assigned to teach poor and minority students is embedded in Colorado's Unified Improvement Plan process. LEAs with identified teacher equity gaps must address their gaps in their UIPs. CDE staff review and provide feedback on plans submitted by LEAs assigned plan types of Priority Improvement or Turnaround under the Colorado accountability system. Through this process, we are able to provide feedback on locally identified root causes of potential equity gaps, as well as locally chosen strategies.

Statewide stakeholder engagement

In order to supplement the input already provided in the Quality Teachers Commission Final Report, TELL Colorado Survey, and UIP, a broad stakeholder engagement protocol was developed and implemented by several units across the department. Representatives from the units listed in Table 1 met to look at identified equitable access gaps, identify possible root causes and strategies, and create a schedule of upcoming meetings with existing and engaged stakeholder groups.

Table 1: Stakeholder Engagement

CDE Unit	Stakeholder Groups Engaged
Federal Programs Administration	• ESEA Consolidated Application Coordinators • Colorado Association of School Personnel Administrators • ESEA Committee of Practitioners • English Learners Policy & Practice Group • English Learner Mega Meeting Attendees • Technology Leadership Forum
Partners for Each and Every Child, Colorado Education Initiative co-facilitated meeting , and CDE	• Rose Community Foundation • Colorado Association of School Executives • Colorado Children's Campaign • Padres Unidos (a local parent group) • Colorado Educators Association • American Federation of Teachers • Colorado Department of Higher Education (CDHE)
Educator Effectiveness	• Educator Effectiveness Team including field services staff • West Ed Conference on Educator Effectiveness attendees • Rural school district focus groups re: *the Self Assessment for Healthy Human Capital Systems*
Communications	• Educator Voice Cadre
Colorado Department of Higher Education*	• Concurrent Enrollment Advisory Board Subcommittee • Rural Education Round Table Meeting attendees (rural districts and institutes of higher education)

*CDHE is a separate agency in Colorado, but has coordinated with CDE extensively on this plan to ensure that it is authentically informed by higher education stakeholders.

In addition to having face-to-face meetings, CDE wanted to gain broader engagement by administering a stakeholder engagement protocol through these existing groups to elicit more authentic input due to the ongoing nature of the feedback loops with the groups identified. Representatives from the above units at CDE collected input on the questions listed below through a variety of meetings and electronic communications. Groups were provided with copies of the state equity profile. The questions were adapted for some groups based on prior knowledge and level of involvement with the work of ensuring equitable access.

1. What do you think are possible root causes of inequitable access to experienced and effective educators in Colorado, your district, and/or your school?
2. What are some possible strategies for decreasing these access gaps?
3. What types of state supports might help to increase equitable access to effective teachers? What other thoughts do you have on what CDE's role should be in ensuring that all students have equitable access to excellent educators?

The members of Colorado's Educator Voice Cadre (a group of 400+ educators who have been deeply engaged in standards implementation, assessment development, and/or educator evaluation work) were asked an additional question that built upon what we already know from the TELL Colorado Survey results. They provided valuable input on the question below, which informed this plan. "We know from the TELL Colorado Survey that consistent, high quality induction support is not systematically available to new teachers across the state. For new teachers to be effective and remain in the profession, what are the most critical induction supports that are lacking in your school or district?"

Many stakeholders identified root causes and potential strategies that could not be addressed in this plan. While it is not within CDE's authority to address challenges presented by financial constraints, teacher tenure law, or local hiring policies, CDE believes that stakeholder input on these matters is important.

CDE posted the draft plan for public comment in May, 2015 so that additional stakeholders had an opportunity to comment on the plan in its entirety. No public comments were received. Appendix A contains documentation of the various forms of stakeholder input that was collected.

Ongoing stakeholder consultation

CDE has an ongoing commitment to stakeholder engagement and will continue to reach out to the groups listed above and others to inform the execution and improvement of our plan moving forward. All stakeholder groups consulted as a part of plan development are regularly engaged to provide input on other initiatives. As Colorado implements the plan to improve how equitable access is measured, reported, and supported, additional stakeholder groups, such as parents, special service providers, and other community members, will be engaged in order to deepen our understanding of what will work best for improving equitable access to excellent teachers.

Reporting on the implementation and progress of this plan will be included on the regularly scheduled agendas of the ESEA Committee of Practitioners (CoP) and the Colorado Association of School Personnel Administrators (CASPA). Additionally, the Unit of Federal Programs Administration has convened a cross-program work group whose work will include meeting the following objectives:

- Identify the core team, key advisors, and feedback network for implementing the educator equity plan.
- Utilize each of the above groups to monitor and guide implementation of the plan.
- Develop and implement a communication protocol that leverages these three groups.

This work is currently in the planning phase. Therefore more specific details are not yet available, but the working group has been identified and the work plan is currently being developed.

Equity Gaps

Defining and Identifying Equity Gaps in Colorado

Colorado's equity gap analyses presented in this section rely upon one of the three statutory obligations for SEAs to ensure that "poor and minority children are not taught at higher rates than other children by inexperienced, unqualified, or out-of-field teachers." Colorado's students have been receiving core content instruction in classrooms taught by highly qualified teachers at a rate of more than 99 percent for several years now and more than 99 percent of Colorado's core content teachers are HQ (see http://www.cde.state.co.us/FedPrograms/tii/a_hqt_hqtd.asp). Because the vast majority of schools have attained 100 percent HQ teachers and HQ teacher-taught core classes, and state-wide such a small proportion of teachers and core classes are non-HQ, efforts to identify equity gaps and ensure equitable access have focused primarily on teacher experience. Tables 2 and 3 below demonstrate the distribution of non-HQ teacher-taught classrooms among the poverty and minority quartiles in Colorado. See the key terms on page four for more information of the aggregation of unqualified and out-of-field into non-highly qualified.

Table 2: Percent of Non-HQ Teacher-Taught Classrooms by Poverty Quartiles

Poverty Quartile	Mean Percent of Non-HQ Classes	Differences in Quartiles	State Equity Gap
4 (Low Poverty)	2.2147	Gap between 4 (low) and 1 (high)	-1.6834
3	1.3922	Gap between 4 (low) and 2	-1.1595
2	1.0552	Gap between 3 and 1 (high)	-0.8609
1 (High Poverty)	0.5313		

Table 3: Percent of Non-HQ Teacher-Taught Classrooms by Minority Quartiles

Minority Quartile	Mean Percent of Non-HQ Classes	Differences in Quartiles	State Equity Gap
4 (Low Minority)	0.9476	Gap between 4 (low) and 1 (high)	-0.0637
3	1.5383	Gap between 4 (low) and 2	0.8750
2	1.8226	Gap between 3 and 1 (high)	-0.6544
1 (High Minority)	0.8839		

Equity Gap: Higher Rates of Inexperienced Teachers Teaching in Schools with High Poverty, High Minority and High English Learner Populations

For equity gap analyses, poverty and minority quartiles were calculated based on the percent of minority students or students experiencing poverty within schools. The percent of inexperienced teachers teaching within each poverty and minority quartile were compared to each other. In the 2013-2014 school year (the most recent data available), the highest poverty and minority quartiles had the highest percentage of inexperienced teachers (see Tables 4 and 5). The largest gaps exist between the first quartile and the third and fourth quartiles, indicating that a higher percent of inexperienced teachers are teaching in high poverty and high minority schools.

Table 4: Percent of Inexperienced Teachers by Poverty Quartiles

Quartile	Percent of Inexperienced Teachers	Differences in Quartiles	State Equity Gap
4 (Low Poverty)	19.11	Gap between 4 (low) and 1 (high)	14.8
3	16.55	Gap between 4 (low) and 2	2.03
2	21.14	Gap between 3 and 1 (high)	17.36
1 (High Poverty)	33.91		

Table 5: Percent of Inexperienced Teachers by Minority Quartiles

Quartile	Percent of Inexperienced Teachers	Differences in Quartiles	State Equity Gaps
4 (Low Minority)	18.95	Gap between 4 (low) and 1 (high)	15.38
3	17.17	Gap between 4 (low) and 2	0.07
2	19.02	Gap between 3 and 1 (high)	17.16
1 (High Minority)	34.33		

Furthermore, a cross-tabulation of the poverty and minority quartiles indicated that the schools in the highest poverty quartile also were in the highest minority quartile (see Table 6). Specifically, among the 447 highest poverty schools, 353 (79%) were also in the highest minority quartile; the vast majority of the lowest poverty schools (90%) were in the two lowest minority quartiles.

Table 6: Percent of Inexperienced Teachers in Schools Based on Poverty and Minority Quartiles

Poverty By Minority		Minority Quartile				Total
		1 (High Minority	2	3	4 (Low Minority	
Poverty Quartile	1 (High Poverty)	353	68	11	15	447
		19.78%	3.81%	0.62%	0.84%	25.04%
	2	83	202	83	80	448
		4.65%	11.32%	4.65%	4.48%	25.10%
	3	8	133	173	131	445
		0.45%	7.45%	9.69%	7.34%	24.93%
	4 (Low Poverty)	3	42	178	222	445
		0.17%	2.35%	9.97%	12.44%	24.93%
Total		447	445	445	448	1785
		25.00%	24.90%	24.90%	25.10%	100.00%

The statistically significant correlation between the percent of English Learners and students in poverty (α= .79) and minority students (α = .67) within - Colorado schools makes it reasonable to conclude that English Learners are also being taught by a higher percentage of inexperienced teachers. In fact, the highest quartile of English Learners has a higher percentage of inexperienced teachers (33.26%) than the lowest EL quartile (19.38%).

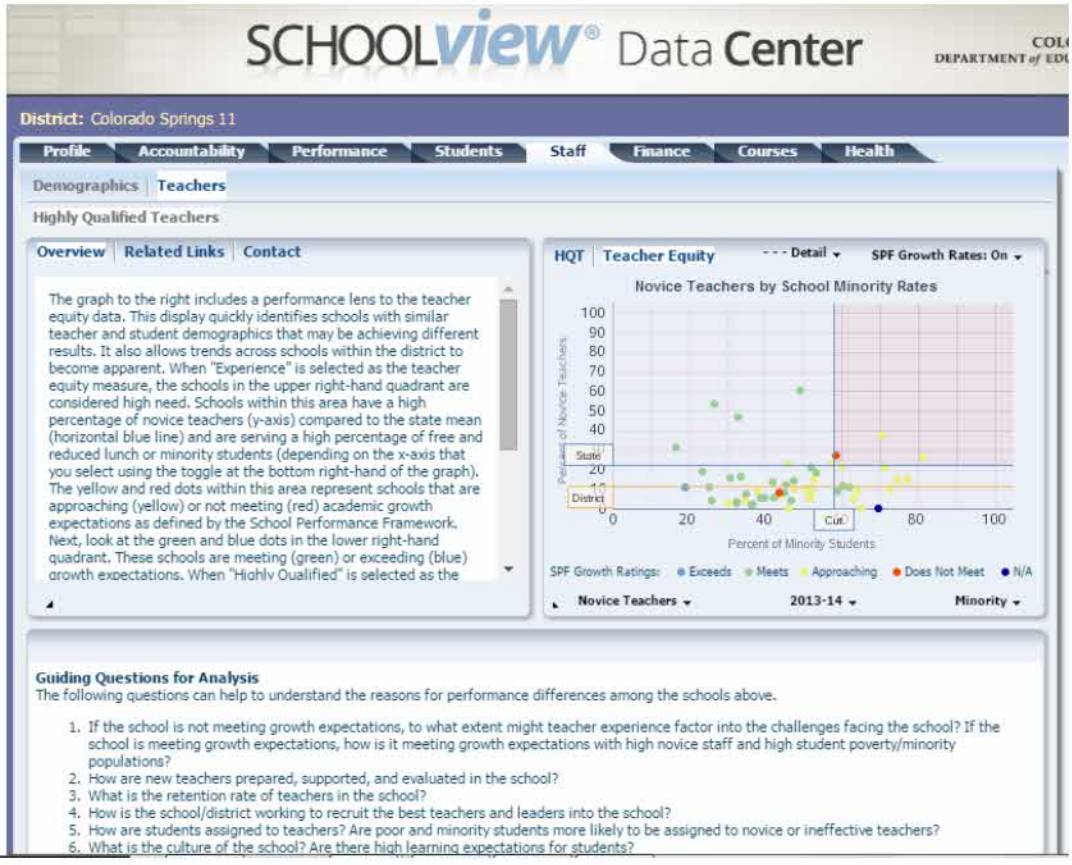
Equity Gap 2: Higher Rates of Unlicensed or Uncertified Teachers in High Poverty and High Minority Schools
Lastly, The Colorado Educator Profile provided by the U.S. Department of Education indicates that the 2011-2012 percent of first year teachers in "High Poverty Quartile" (HPQ) schools was higher (6.8%) than the "Low Poverty Quartile" (LPQ) schools (4.3%). The same pattern exists between the "High Minority Quartile" (HMQ) (6.8%) and the "Low Minority Quartile" (LMQ) (4.8%) schools. The Educator Profile Report also shows a higher percent of teachers without licensure or certification in HPQ (3.6%) than LPQ (1.2%) schools. Likewise, the percent of uncertified or unlicensed teachers in HMQ (4.5%) is higher than LMQ (1.3%) schools (see Colorado

Educator Equity Profile, 2011-2012 Data). It should be noted that charter schools in Colorado can be waived from teacher licensure requirements and therefore can be considered HQ through having a Bachelor's degree or higher and demonstrating subject matter competency through an approved method (see key terms definitions on page 4). Consequently, CDE is unable to determine what portion, if any, of the unlicensed teachers included in these data are actually HQ in charter schools.

Summary of Identified Gaps

The evidence indicates that Colorado's poor, minority, and English Learner students have been taught at higher rate by inexperienced and unlicensed teachers than have other children. Therefore, the focus of this equity plan is to address the gaps in the rates of poor, minority and EL students being taught by inexperienced teachers (Equity Gap 1) and teachers without licensure or certification (Equity Gap 2).

Currently, in order to assist LEAs in meeting the requirement to examine and address the issue that less experienced teachers are more likely assigned to teach poor and minority students in the UIP, Equitable Distribution of Teachers (EDT) displays are publicly available on SchoolView[1], Colorado's public reporting and information portal. SchoolView enables users to examine the distribution of staff within a district by student (poverty, minority) and staff (teacher experience, HQ status) variables. The display also incorporates student growth ratings, recognizing that data on teacher qualifications and experience, without an examination of school performance, can have limited utility for understanding the impact of teacher equity gaps on student learning. These displays succinctly illustrate how equitable access is currently defined in Colorado. If a school appears as "red" (Does Not Meet growth expectations) or "yellow" (Approaching growth expectations) in the top right hand quadrant of the display, then this triggers a conversation and deeper look at staffing practices, new teacher support, and other important factors. CDE is developing plans to implement more sophisticated metrics and measures to identify educator equity gaps by including results from educator evaluations that are aligned to Colorado's educator quality standards. Results



[1] The HQT data is available on this website. However, because of the high HQT percentages, the UIP strategies are focused on inexperienced teachers.

from the new educator evaluation system will give the department more refined and specific data to be able to inform state analyses based on performance levels of teacher effectiveness, where those teachers are teaching, and which students are in classes taught by educators at each performance level. Future analyses based on effectiveness ratings at the Teacher Quality Standard level are planned when the data are valid and reliable.

Using the above described data, analyses identified the schools with poverty and minority percentages above the state average that also had percentages of inexperienced teachers above the state average that were struggling with the academic growth of students. In other words, schools that had failed to meet the state's growth standards (Does Not Meet or Approaching on academic growth expectations) and also had a high percentage of minority and poor students were targeted for this equity plan.

Similar analyses were conducted to determine which high poverty and minority schools were struggling with academic achievement. There is much overlap in the schools identified using either analyses. However, the schools not identified for low growth, but were identified for low achievement, will also receive supports outlined in this plan.

Data Sources

Minority and Poverty data are collected annually in October Count. Number of years of teaching is collected through the annual Human Resources data collection. Gaps are identified by assessing the percent of inexperienced teachers (having taught less than three years) that fall within each poverty and minority quartile.

Colorado launched a new Teacher-Student Data Link (TSDL) collection in 2013-2014, which will provide the names and identification numbers of each student taught by each teacher the prior year. CDE will then merge that data with the Human Resources and October Count collections to analyze the rates at which various student groups (e.g., English Learners or students with disabilities) are taught by effective teachers. In August 2014, TSDL data was submitted by pilot districts. In August 2015, all districts submitted 2014-2015 TSDL data. However, because this is a new collection, CDE will be assessing the quality, accuracy, and completeness of the 2014-2015 data to determine if analyses can be conducted using that last year's data. During this year (2015-2016), CDE will use lessons learned from the first full collection year to provide technical support to schools and districts to improve the accuracy, completeness, and integrity of the data to be submitted in August of 2016. CDE anticipates being able to use the 2015-2016 TSDL data in Fall 2016 to conduct deeper equity gap analyses.

Furthermore, when the TSDL data is ready for analyses, more sophisticated student-level analyses can be conducted to determine if poor and minority students, English Learners, and students with disabilities are disproportionally enrolled in higher level courses (e.g., Advanced Placement courses, IB programs) compared to other students. Therefore, Colorado will be conducting other equity analyses within two years and revising this plan to address any gaps identified.

Meanwhile, CDE has conducted school level analyses to identify the schools and districts most in need of support to reduce the percentage of poor and minority students being taught by inexperienced teachers. Under the current definition of equitable access, gaps are identified using data collected through an annual human resources data collection and the student growth ratings from the School Performance Frameworks. The following variables are used to identify gaps.

- Percent of teachers in the school that have fewer than three years of experience
- Percent of students in the school that are minority
- Percent of students in the school that are experiencing poverty
- Academic growth rating at the school level

Data from the Educator Preparation report was also used to verify the second root cause. The full report is available at http://highered.colorado.gov/.

Schools Identified for Support Based on Performance Gaps

As noted above, CDE has identified districts and schools with educator equity gaps, in addition to those identified in the Colorado Educator Equity Profiles from the U.S. Department of Education. Given that each district and school is operating within a unique context, it is important to identify the nature of the gaps, work with districts and schools to identify root causes, and then support districts and schools to implement strategies to reduce or eliminate them. Table 7 below describes the gaps identified and the number of schools and districts impacted by those gaps. These schools and districts were identified to focus supports to schools and districts with highest needs.

Table 7: Numbers of Schools with Performance Gaps in Colorado High Poverty and High Minority Schools

Nature of the Potential Gap **The percentages below used to identify gaps are the state percentages**		**Number of Schools that did not meet academic growth target (N = 149)***	**Number of Districts Containing Schools that did not meet academic growth target (N = 31)**	**Number of these Districts also Identified on the State Equity Profile (N = 15)**
Poverty	Schools with a ***poverty rate over 40%***, inexperienced** percentage over 22.38%, ***turnover*** rate over 30%***, and an academic growth rating of does not meet or approaching on the state accountability frameworks	97	24	12
	Schools with a ***poverty rate over 40%***, inexperienced ** percentage over 22.38%, ***turnover*** rate over 50%***, and an academic growth rating of does not meet or approaching on the state accountability frameworks	33	12	7
Poverty and Minority	Schools with a ***minority rate over 65%***, a poverty rate over 40%, inexperienced ** percentage over 22.38%, ***turnover*** rate over 30%***, and an academic growth rating of does not meet or approaching on the state accountability frameworks	88	19	11

	Schools with a ***minority rate over 65%***, a poverty rate over 40%, inexperienced ** percentage over 22.38%, ***turnover*** rate over 50%***, and an academic growth rating of does not meet or approaching on the state accountability frameworks	31	10	7
	* Schools can have more than one type of identified gap. Therefore counts will not match totals. **inexperienced is defined as two or fewer years of teaching experience ***Turnover rate is the percent of teachers that do not return the following school year.			

Table 8: Numbers of Schools with Performance Gaps in Colorado High Poverty and High Minority Schools

Nature of the Potential Gap **The percentages below used to identify gaps are the state percentages**		**Number of Schools that did not meet academic achievement target (N = 840)***	**Number of Districts Containing Schools that did not meet academic achievement target (N = 138)**	**Number of these Districts also Identified on the State Equity Profile (N = 15)**
Poverty	Schools with a ***poverty rate > 40%***, inexperienced** percentage > 22.38%, ***turnover*** rate > 30%***, and academic achievement rating of does not meet or approaching on the state accountability frameworks	219	54	12
	Schools with a ***poverty rate > 40%***, inexperienced** percentage > 22.38%, ***turnover*** rate > 50%***, and academic achievement rating of does not meet or approaching on the state accountability frameworks	49	20	7
Poverty and Minority	Schools with a ***minority rate > 65%***, poverty rate > 40%, inexperienced** percentage > 22.38%, ***turnover*** rate > 30%***, and academic achievement rating of does not meet or approaching on the state accountability frameworks	159	24	11
	Schools with a ***minority rate > 65%***, poverty rate > 40%, inexperienced** percentage > 22.38%, ***turnover*** rate > 50%***, and academic achievement rating of does not meet or approaching on the state accountability frameworks	37	12	7
	* Schools can have more than one type of identified gap. Therefore counts will not match totals.			

	**Inexperienced is defined as two or fewer prior years of teaching experiences ***Turnover rate is the percent of teachers that do not return the following school year.

As part of the equity gap analyses, Colorado studied its Educator Equity Profile prepared by the USDE, identifying 15 districts with schools with either high poverty or high minority and gaps on one of five indicators. Additionally, Colorado defines equity gaps as schools with high poverty, high minority, low growth as indicated by the Growth Rating on the state's accountability frameworks and a high turnover rate (percent of teachers that did not return to the school in a subsequent year). As noted in table above, Colorado's methods of identifying equity gaps resulted in a greater number of districts (N = 31) in need of support than those identified in the Equity Profile. Of the identified districts, 11 have schools (N = 88) with both high poverty and high minority, and also have low growth and high turnover rates. Although this is a more conservative approach, it is believed that supporting all of these districts is pivotal in reducing equity gaps in the state.

Based on the identified gaps, it is hypothesized that turnover rates are contributing to the existing equity gaps. However, more sophisticated data and analyses will need to be developed to fully assess the impact of turnover on equity gaps. CDE must improve the way we measure gaps to determine when turnover poses a positive or negative impact on student achievement (e.g., exiting ineffective educators from these schools and replacing them with effective educators would not be considered an equity gap). Where turnover is having a negative impact on student achievement, CDE must improve its capacity building supports so that these schools retain more of their most effective educators over time.
CDE must improve how equity gaps are measured to ensure that students have equitable access to effective educators.

Appendix B illustrates where potential equity gaps may exist. This list is used as a catalyst for deeper conversations with LEAs about staffing practices, differentiated support for new teachers, and other factors that may have a positive impact on developing and retaining their best teachers and leaders.

Possible Root Causes

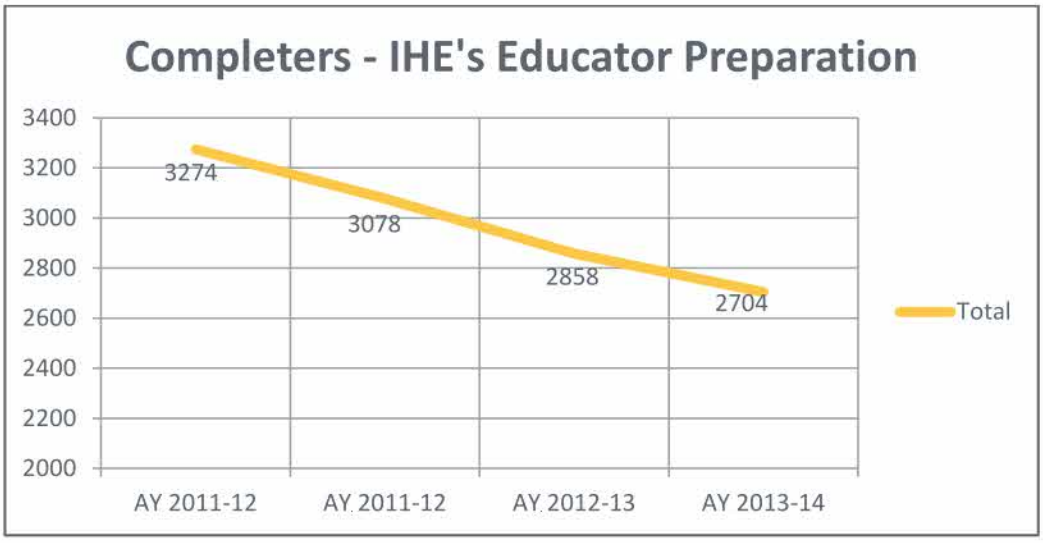
Colorado TELL data indicates that teachers are more likely to leave if they feel unsupported by school leaders or unprepared to address the needs of the school population. The following potential root causes emerged throughout the discussions with stakeholders and data analyses. It is important to note that by analyzing district Unified Improvement Plans, and understanding the different contexts of our districts, we know that root causes are very dependent on geography, teacher pipeline, demographics, and resources. Some overarching root causes are identified below—but we know that context also matters.

1. **Teachers have inconsistent access to induction programs that include coaching and mentoring, strategies for working with struggling learners, and strategies for instructing on the Colorado Academic Standards.**

   The TELL Colorado Survey has consistently revealed this trend as having an impact on teacher turnover in hard-to-staff schools. This trend is even more amplified in high minority and high poverty schools where a high concentration of inexperienced teachers exists and students consistently do not meet growth expectations. A significant number of survey respondents from the Educator Voice Cadre expressed a need for increased and intentional time and training for teacher mentors.

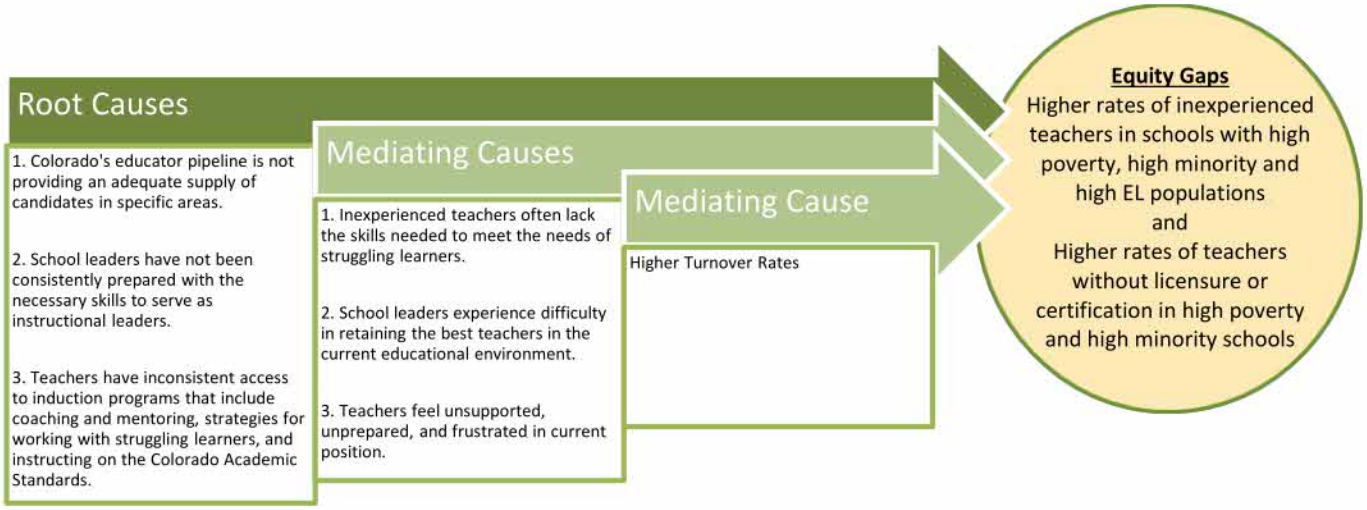
2. **Colorado's educator pipeline is not providing an adequate supply of teacher candidates in specific subject areas, and** inexperienced **educators often lack the skills needed to meet the needs of struggling learners.**

LEAs have frequently expressed this as a challenge in two primary areas. First, and most easily quantified, is that the number of Colorado teacher preparation programs graduates has declined by nearly 18 percent over the last three years (see table below, from the 2014 Educator Preparation Report, available at http://highered.colorado.gov/). Second, many LEAs have expressed concern that new teachers prepared in Colorado do not arrive in the classroom with sufficient knowledge and skills to help students meet the rigorous Colorado Academic Standards (CAS). It should be noted that the knowledge and skills gap indicated here is not related to the ways in which teachers demonstrate a high level of subject matter competency in order to meet highly qualified teacher requirements. Rather, the stakeholder input we have received points to a general lack of familiarity with the CAS and how to plan and implement standards-based instruction.



3. **School leaders are not consistently prepared with the necessary skills to serve as instructional leaders and retain their best teachers in the current educational environment, contributing to the turnover rates. This includes lack of access to meaningful evaluation data to inform strategic staffing decisions.**

The TELL data shows that educators who report having effective leaders are much more likely to report that they intend to stay in their job, their evaluation system is fair, and they receive quality feedback. Those who report that their leader is not effective are much more dissatisfied on key measures. Unfortunately, limited supports exist to strengthen principal effectiveness. Many principals are struggling to understand and take on the role of instructional leader. In addition, many are challenged by how to use new educator evaluation systems to differentiate teacher effectiveness and to use that information to make strategic staffing decisions.



Theory of Action:

If we,

1. Increase the supply of candidates in specific areas in Colorado's education pipeline, and increase inexperienced teachers' skills needed to meet the needs of struggling learners, and
2. Improve school leaders' preparations to serve as instructional leaders, and reduce their difficulty in retaining the best teachers in the current education, and
3. Increase teachers' access to induction programs that include coaching and mentoring, strategies for working with struggling leaders, and instructing on Colorado Academic Standards, and
4. Reduce turnover rates in high poverty and high minority schools

Then, we will lower the rates of inexperienced teachers teaching in high poverty and high minority schools and reduce the performance gaps in schools with high poverty and minority rates.

Strategies for Eliminating Equity Gaps

The graphic previously on this page was removed and replaced with the graphic in the previous section for the revised version of this plan.

CDE, together with Colorado stakeholders, believes that if we define and measure existing equity gaps, raise state and local awareness of those gaps, and align supports with CDE's student-centered goals, we can improve local capacity to eliminate teacher equity gaps. Therefore, Colorado's approach to addressing equity gaps is organized around the following strategic focus areas: measurement, public reporting, and capacity building.

Measurement
CDE will continue to refine the definition of equity gaps and how they are measured. The strategies to refine how gaps are measured will reflect the expanded focus on ensuring equity for ELs and students with disabilities.

Public reporting
Strategies will leverage and build upon existing mechanisms for bringing awareness to current and potential equity gaps. Improvements in defining and measuring gaps will be incorporated into existing public reporting practices so that stakeholders are able to access the information through familiar formats.

Capacity building
Improved measurement and expanded awareness will be leveraged to build local capacity to mitigate gaps. Local capacity is critical in Colorado's context because LEAs bear the direct responsibility for closing gaps. Therefore, CDE's strategies will focus primarily on building school and district capacity to carry out this important work.

Each of the targeted strategies described below are supportive of their overarching strategic focus areas.

Strategic Focus Area - Measurement

The following strategies are intended to refine how equity gaps are identified so that efforts to close gaps have the greatest possible impact.

Measurement Strategy 1: To address coaching and mentoring, CDE has developed a State Model Evaluation System for evaluating Colorado educators. The State Model Evaluation System enables evaluators to identify the strengths and weaknesses within an educator's practice. By doing so, school and district leaders can better select mentors from existing staff to provide targeted coaching to inexperienced educators. This has the effect of accelerating their acquisition of strategies and skills for meeting the needs of struggling learners within the context of the community that they serve. By identifying the strengths and weaknesses collaboratively and having access to effectiveness data, school leaders can use the information to match mentors with inexperienced educators during induction in a meaningful way.

Measurement Strategy 2: CDE provides Colorado educators access to the TELL Colorado perception survey. Results from the survey are provided to districts and schools with a response rate greater than 50 percent. Districts can use the data to inform local root cause analyses to better understand their building leadership and staffing needs. CDE will continue to emphasize the value of these data when providing technical assistance and feedback on UIPs and applications for ESEA funds.

While the TELL survey measures a variety of teaching and learning conditions, the input new teachers provide on the supports they have received as they enter the profession will allow CDE to place a strategic focus on how these data are used to inform districts of the effectiveness of their current new teacher induction programs.

Measurement Strategy 3: CDE's Office of Data, Program Evaluation and Reporting will review and add, as necessary, student demographic toggles to the Equitable Distribution of Teacher Displays on SchoolView. The intent is first to investigate and determine if there are equitable access gaps for students with disabilities and ELs. If so, then these demographic toggles will be added. In addition to making these data public, CDE would provide support to schools and districts in understanding the data and how it can be used to inform decision making, and what state supports are available to help eliminate these gaps.

Measurement Strategy 4: CDE recognizes the need for ELs to have equitable access to effective instruction. Our approach to measuring this is a systems-based approach because we know that developing teachers' capacity to provide effective instruction to these students is reliant on a highly functioning system of English Language Development (ELD) programming. Perhaps most critical is the need for teachers new to the profession to develop their skills with these students within a system that is effective and supportive.

While Title III Annual Measurable Achievement Objectives (AMAOs) provide a broad overview of program evaluation, the targets do not identify the strengths and challenges of ELD program models nor do they inform to what extent a program model has been implemented with fidelity. A deeper analysis that includes multiple data sources is needed to provide the context of ELD program strengths, challenges, and effectiveness in the development of a district improvement plan. Rubrics were developed along a continuum of implementation benchmarks; Emerging: Establishing Consensus, Developing: Building Infrastructure, Operationalizing: Gaining Consistency and Optimizing: Innovating and Sustaining. The rubrics provide a framework in which users can identify areas in which to improve upon and support improvement of the overall ELD programming at the district level. The guiding questions within each indicator are based on the defining characteristics that were present in districts with the highest achieving outcomes for ELs. The guiding questions provide the framework for which the user can assess the current level of system-wide practices, as they relate to ELD programming, as well as identify areas in which to celebrate and improve upon current practice. Each level builds on the previous level so that each phase of implementation includes and extends the prior phase.

As part of the improvement planning process, the ELD program rubrics, in conjunction with the EL Data Dig Tool, are being used to develop and monitor strategies, specific to ELD programs that will be included in a district's improvement plan.

The ELD Program rubrics are intended to be used by Colorado school districts, administrators, and CDE staff to improve upon and evaluate current ELD programming and services for ELs in school districts. The ELD rubrics are playing a central role in the creation of Colorado's English Language Development State System of Support. Many factors are guiding the system of support, including state and federal legislation that outlines CDE's role in collaborating with districts to improve programs for ELs.

An English Learner Data Tool was developed jointly by the Office of ESEA Programs, the Office of Culturally and Linguistically Diverse Education (OCLDE) and the Office of Data, Program Evaluation, and Reporting (DPER) within the Federal Programs Unit at CDE. Analyzing the longitudinal trends within a school or district will provide a deeper understanding of the successes and challenges the organization needs to consider. The EL Data Dig Tool was designed to help analyze data on English learners at the district level. By gathering the data recommended in the document, districts can search for patterns and trends that would pinpoint some areas of success and areas of need. The tool has been presented at various state conferences as well as during regularly

scheduled webinars for LEAs. The data tool was designed to help districts disaggregate data on ELs at the district level, and with some modifications, and as sample size permits, at the school level, by searching for patterns and trends that would pinpoint areas of success and need as they pertain to ELD programming. Districts are able to make comparable analyses in performance of ELs by using the state-provided data tables that aggregate ELs at the state level. The Colorado EL Data Dig Tool is located at http://www.cde.state.co.us/cde_english/el-data-dig.

Root causes addressed:

- ✓ **Teachers have inconsistent access to induction programs that include coaching and mentoring, strategies for working with struggling learners, and strategies for instructing on the Colorado Academic Standards.**
- ✓ **School leaders are not consistently prepared with the necessary skills to serve as instructional leaders and retain their best teachers in the current educational environment. This includes not having had access to meaningful evaluation data to inform strategic staffing decisions.**

Strategic Focus Area - Public Reporting

The following strategies are intended to improve public reporting of equity gaps so that all stakeholders, including LEAs and CDE, are aware of where to target resources so that they have the greatest impact.

Public Reporting Strategy 1: A number of institutions of higher education have proactively incorporated the state adopted educator quality standards into their curriculum and have begun discussions about using the above mentioned State Model Evaluation system as a part of teacher candidate field experience. The Colorado Department of Higher Education (CDHE) provides educator preparation completion results annually that can be analyzed to determine if prep programs are supplying educators in the needed content areas. The annual report will include the effectiveness ratings, in aggregate, of program completers by institution in the future. These reports will inform continuous improvement for educator preparation program providers as well as informing the teams that conduct site visits, review program requirements, and reauthorize programs. More importantly, these reports will help districts engage in more strategic sourcing of effective new teachers.

Public Reporting Strategy 2: CDE is also collaborating with the CDHE and institutions of higher education on the following strategies for addressing the educator pipeline challenge:

- Targeting students in the late middle and early high school years who may have some interest or demonstrated ability in a career in education;
- Collaborating with rural and hard-to-staff district administrators and institutions of higher education to expose teacher candidates to the benefits of teaching and living in rural communities throughout the state; and
- Providing outreach to key community organizations to support a stronger pipeline of educators from within the state, including groups focused on ethnic diversity, non-traditional student populations and former military members.

Public Reporting Strategy 3: Effectiveness data generated by educator evaluations may be used to inform staffing decisions. Colorado Revised Statutes 22-9-106 includes a provision that requires each school district to develop an incentive plan to encourage educators with effective ratings to support schools with lower performance. To support this strategy, CDE has invested in an online performance management system that will provide a set of aggregated reports so that district and school leaders can use the information to inform staffing decisions within a school and across a district. We acknowledge that different contexts within schools and districts may require flexibility depending on a multitude of factors including, but not limited to: size of district,

geographic location of district, and district funding. The Equitable Distribution of Teachers displays will also continue to be populated on SchoolView to assist LEAs in their improvement planning efforts.

Root cause addressed:

- ✓ **Colorado's educator pipeline is not providing an adequate supply of teacher candidates in specific subject areas, and** inexperienced **educators often lack the skills needed to meet the needs of struggling learners.**

Strategic Focus Area - Capacity Building

The following strategies are intended to build local capacity to eliminate equity gaps.

Capacity Building Strategy 1: CDE has worked with educators at every grade level and content area across Colorado to develop sample curriculum units that embody the instructional shifts required for the 21st Century. By making these sample units available, inexperienced educators have access to unit plans and activities that include strategies for meeting the needs of struggling learners that are designed by experienced educators with proven effectiveness. Access to the sample units will equip inexperienced educators with models from which they can begin their instructional career and refine to meet their curricular and student needs over time.

Capacity Building Strategy 2: To address potential educator pipeline supply and demand issues, CDE is working in partnership with the CDHE, the CEEDAR Center, institutions of higher education, and LEAs to develop plans to address preparation program quality.

Capacity Building Strategy 3: Colorado passed legislation in 2013 to create the Quality Teacher Recruitment Program. This program provides grant funding to organizations collaborating with school districts to recruit, select, train and retain highly qualified teachers in areas with a history of difficulty attracting and keeping quality teachers. Grant recipients must have a documented history of recruiting, training and supporting highly qualified teachers who demonstrated high academic growth from their students. Applicants also have been required to obtain 100 percent matching funds from private donors. In the first year, grant recipients successfully placed 73 teachers in 17 partner districts.

Capacity Building Strategy 4: CDE will support districts in thinking about strategic staffing decisions using the *Self-Assessment for Healthy Human Capital Systems* tool (http://www.cde.state.co.us/fedprograms/self-assessment-for-healthy-human-capital. In response to feedback on the *Healthy Human Capital Self-Assessment Tool* that was provided from district focus group participants, CDE plans to develop additional resources that will address the following recommendations:

- Identification and sharing of "what works," particularly in rural districts, with examples and tools related to all strategies and practices identified in the tool.
- Development of a suite of strategies, tools and resources (a toolbox) to support successful implementation of the Human Capital System in districts and schools.

CDE's Educator Effectiveness and Federal Programs Administration Units have collaborated on the tool and will continue to collaborate on developing these responsive resources. One rural district that has historically struggled to recruit and retain high quality teachers was awarded reallocated Title II, Part A grant funds to implement innovative recruitment and retention strategies based on needs identified through the use of this tool. The reporting requirements of this grant will provide CDE a way to monitor the implementation of these strategies. Additionally, the district that has received this grant will be presenting on this work at CDE's *Equity and Excellence* conference in September of this year (2015). The goal is for other LEA staff to hear from their colleagues about how this tool can support innovative recruitment and retention initiatives, even in the context of limited resources.

Capacity Building Strategy 5: The LEAs at risk of experiencing the greatest equity gaps are among those that, under Colorado's ESEA Flexibility Waiver, participate in ESEA program planning support meetings with the Office of ESEA Programs throughout the school year. These meetings will be leveraged to discuss local conditions that have led to existing inequities and strategies that will be implemented to eliminate inequities. The purpose of these meetings is to provide ongoing, two-way feedback on the local ESEA funded program activities. This work has already begun, and will continue throughout the coming school years. As we implement the improvements for measuring equity gaps, the resulting data will be used to identify LEAs, and potentially schools, for more intensive and differentiated supports. The Office of ESEA Programs will use the refined data during face-to-face meetings with LEAs to elevate awareness of gaps and provide intentional technical assistance on how to leverage ESEA funds to address identified gaps. Therefore, the strategies to refine how we measure equity gaps will also drive the improvement of the technical assistance offered by the Office of ESEA Programs. These meetings will also serve as a means for ensuring the effective implementation of agreed upon local strategies.

It should be noted that, while this strategy builds upon work that has been implemented prior to the development of this plan, the delivery protocols for this work will be revised and improved by a cross-program work group in the 2015-16 school year. The work of this group will be driven by an equity driven framework. The specifics of this framework are not yet available.

Capacity Building Strategy 6: We have early indicators that the State Model Evaluation System for principals, teachers, and specialized service professionals is starting to change practice and give teachers opportunities to gain valuable feedback about their practice and reflect with the colleagues about how to improve. This is a key step and strategy in closing teacher equity gaps. Based on surveys, interviews, focus groups and data submitted from the districts piloting the State Model Evaluation System, several overarching patterns have emerged.

- The new model system is generating actionable feedback for teachers and principals. Nearly 80 percent of principals and 60 percent of teachers say that the model system is influencing their practice. Approximately 70 percent of principals and approximately half of teachers say that the new system provides actionable feedback and is useful in making instructional decisions.
- The model system is resulting in more focused conversations among educators. Three-fourths (76%) of teachers found that they have meaningful opportunities to confer with their principal/evaluator about their practice, and that the information helps identify areas for improvement.
- The model system is helping educators take more ownership of their professional growth. Many teachers say that the system helped "push them out of their comfort zone" and write more ambitious goals, according to focus groups conducted by the Colorado Education Initiative. For example, teachers are able to be more intentional with planning and more frequently incorporate technology into instruction.

With these positive trends in mind, Colorado will continue to refine and improve the implementation of the system. This work includes, but is not limited to, providing technical assistance and professional development for school leaders and evaluators. The recent changes in Educator Evaluation are challenging but already are making differences in classrooms across Colorado. Colorado is making progress, and is committed to a continuous improvement process for monitoring and refining the State Model Evaluation System.

The State Model Evaluation System enables evaluators to identify educators' strengths and weaknesses. By doing so, school and district leaders can better select mentors from existing staff to provide targeted coaching to inexperienced educators. This has the effect of accelerating their acquisition of strategies and skills for meeting the needs of struggling learners within the context of the community that they serve. By identifying the strengths and weaknesses collaboratively and having access to effectiveness data, school leaders can use the information to match mentors with inexperienced educators during induction in a meaningful way.

Capacity Building Strategy 7: Colorado's Office of Culturally and Linguistically Diverse Education (OCLDE) has been working across the State to build capacity of teachers, administrators, and school systems implementing quality English Language Development (ELD) programs for ELs. The office provides ongoing professional learning opportunities and support for districts in the areas of Colorado English Language Proficiency (CELP) standards, ELD program implementation and evaluation, quality ELD programming, and ELs data and analysis.

Since the fall of 2011, CDE has hosted more than 40 CELP standard trainings and has trained more than 400 teachers and 150 administrators on the implementation of the CELP standards. The ELD specialist team at CDE currently is developing additional trainings for the fall of 2015 that will continue to target both ELD and content teachers and will specifically provide training on making connections to the disciplinary literacy of each Colorado content area through the CELP standards academic language framework. CDE will provide this professional learning opportunity in multiple regions across Colorado, as well as within individual districts, as requested, but prioritizing those districts on Title III Year 4+ Improvement.

The OCLDE has been hosting monthly English Learner Lunch Hour webinars since the fall of 2012. Topics have included: ELs and Academic Language; Designing Effective Programs to Meet the Needs of ELs; English Language Proficiency Quality Indicators; Evaluation of Student Progress and Re-designation; Requirements and the Process of Identification for ELs; Legal Requirements for an English Language Proficiency Program; and Developing and Maintaining Family Partnerships.

The OCLDE hosts an annual Leadership Academy for Colorado's leaders, educators, and administrators on various topics related to ensuring that all culturally and linguistically diverse learners are achieving academic success. This professional learning opportunity takes place each April.

This strategy is intended to ensure that LEAs are empowered to meet the needs of ELs through high quality, sustained, and equitable instruction.

Capacity Building Strategy 8: In June 2014, CDE initiated a Turnaround Network of schools aimed at providing the most intensive level of support for schools with a Priority Improvement or Turnaround plan type and to bring about systemic changes in their districts. For 2014-2015, nine schools in five districts were identified through an RFP process, diagnostic reviews, and readiness consideration. The Turnaround Network focuses on four conditions for school success including: culture of performance; academic systems; talent management; and school operations. CDE serves as both a convener of resources and an outside perspective to hold the district and school accountable to agreed-upon improvement efforts.

CDE Turnaround Support Managers visit each Turnaround Network school monthly and convene all of the principals and district partners quarterly to provide common professional development. CDE seeks to provide and model high-quality professional development reflecting the importance of excellent, action-oriented adult learning experiences.

The support and professional development that Turnaround Network schools receive in the area of talent management include best practices in strategic leadership, distributed leadership, instructional leadership, talent development, and evaluation. Because Colorado has identified potential equity gaps based in part on growth ratings on the school performance frameworks, many of the schools identified has having equity gaps are already participating in the Turnaround Network and are expected to see an impact on the development and retention of effective teachers and leaders in those schools.

Capacity Building Strategy 9: The purpose of induction programs is to improve student learning by accelerating the effectiveness of new teachers and reducing attrition from the teaching profession. The students of beginning teachers who receive *two* years of comprehensive induction support outperform their peers in math and reading achievement.[2] A recent analysis of the state's existing induction program plans found nearly three-fourths to be designed at the basic level of program comprehensiveness.[3] The following phased capacity building strategy for local induction programs utilizes the best practices of states that have thoughtfully increased program quality:

Year 1: Creation of formal program guidelines and best practices
Colorado currently has only minimum requirements for induction programs and suggested guidelines for local programs in administrative rule. CDE will develop program standards and best practices that model the crucial components of an effective induction program and contribute to program implementation and evaluation. Through these program standards and best practices, CDE will articulate a statewide vision for teacher induction and establish a framework for overall program design and improvement while allowing for local customization of program structure and implementation. Using the TELL Survey data and CDE's induction review/approval process, CDE will be able to identify struggling programs and help districts modify their programs accordingly. Components of the standards and best practices will include: mentor selection and training; beginning teacher assessment and professional development including classroom management; and teacher quality standards and educator evaluation processes. Quality program standards and best practices allow flexibility for district programs to meet their specific local needs. Relevant stakeholders will be included in the review of standards, documents and induction best-practice strategies. These stakeholders include teachers, administrators, designated agencies and higher education institutions.

Year 2: District induction program updates
With new induction program guidelines and best practices set in place, throughout Year 2 and beyond, district programs will begin updating their programs to reach the higher expectations. CDE will monitor and support the needs of the districts throughout the process.

Capacity Building Strategy 10: The Office of ESEA Programs will be collaborating with the Exceptional Student Services Unit on an improved monitoring protocol in the 2015-16 school year, as well as a joint professional learning conference in the fall, which will take the place of what has historically been the *ESEA Leadership* Academy, but will now be the *Equity and Excellence* Conference. The goal of these two collaborative activities will be to align supports that are intended to build principal and teacher capacity to accelerate the achievement of students with identified disabilities, and students who have been identified as at-risk through local Title I programs, and English Learners. The monitoring protocol is being built around a framework of equitable opportunities for all students. Upon completion of the monitoring protocol, a work group within the Unit of Federal Programs Administration will work to ensure that all components of the protocol have corresponding supports within the ESEA Programs suite of technical assistance tools and supports.

This strategy will work in tandem with measurement strategy 3 so that any identified equity gaps identified through that strategy are addressed as soon as possible. LEAs and Administrative Units will be identified for monitoring based on factors of risk. This will ensure that students who are most vulnerable to inequities are supported by CDE monitoring and technical assistance in a timely fashion.

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[2] http://www.mathematica-mpr.com/newsroom/releases/2010/Teacher_Induction_6_10.asp
[3] http://www.newteachercenter.org/products-and-resources/policy-reports/increasing-effectiveness-educator-induction-programs-colorado

Root cause addressed:

- ✓ **Colorado's educator pipeline is not providing an adequate supply of teacher candidates in specific subject areas, and inexperienced educators often lack the skills needed to meet the needs of struggling learners.**
- ✓ **Teachers have inconsistent access to induction programs that include coaching and mentoring, strategies for working with struggling learners, and strategies for instructing on the Colorado Academic Standards.**
- ✓ **School leaders have not consistently been prepared with the necessary skills to serve as instructional leaders and retain their best teachers in the current educational environment. This includes not having had access to meaningful evaluation data to inform strategic staffing decisions.**

Table 9: Timeline, implementation benchmarks, and metrics

CDE recognizes that the metrics identified in the table below reflect both student outcomes and process measures. The intention is to be able to measure success within short periods of time. The long-term goal of all of these strategies is directly tied to the CDE Strategic Goal 3: to ensure that all students make adequate growth in reading and math, by increasing the percentage of students catching up to proficiency from 20 percent in 2014 to 39 percent in 2017.

Strategy Focus Area	Strategy	Implementation Benchmarks	Metric(s)
Measurement	Strategy 1	Reports live in Performance Management System (district access only). Spring 2015 100% of Principals and District Staff using COPMS will have access to Educator Evaluation Data Fall 2016	Establish a baseline of students (disaggregated by subgroups) who have been taught by an ineffective or partially effective teacher for two consecutive years (Fall 2017) Set targets following identification of the baseline (Fall 2017)
	Strategy 2	TELL survey results reports will be generated and made available to districts and supports will be improved based on responses.	The statewide teacher turnover rate (16.65%) will decrease to: 14% or lower in 2016 12% or lower in 2017
	Strategy 3	Analysis is completed Plan for publishing data is developed Supports are aligned Spring 2015-Fall 2016 UIPs of districts with high EL populations will include analysis and appropriate action steps to	Targets will be set in the same year based on the identified baseline.

		address equitable access for these students.	
	Strategy 4	ELs will have greater access to quality instruction through program and educator quality improvements as measured by the educator effectiveness metrics in Table 5. Spring/Summer 2016-2017	Baselines of English Learners taught by inexperienced and ineffective teacherswill be established in 2015-16. Targets will be set in the same year based on the identified baseline.
Public Reporting	Strategy 1	Draft reports to CDHE in Spring 2015 Fall 2016 First completed Educator Preparation Program reports with Educator Effectiveness Data embedded Fall 2016 Local use of Title II funds will reflect strategic partnerships with IHE programs who consistently graduate teachers who are effective in the first three years.	The statewide teacher turnover rate (16.65%) will decrease to: 14% or lower in 2016 12% or lower in 2017
	Strategy 2	CDE and CDHE will meet at least quarterly to monitor progress on this strategy. Timeline is ongoing.	Colorado teacher preparation programs will graduate at least 3500 teacher candidates by the end of the 2017-18 school year. The statewide teacher turnover rate (16.65%) will decrease to: 14% or lower in 2016 12% or lower in 2017 Students catching up to proficiency will increase to 39 percent by 2017.
	Strategy 3	District Level Aggregate Reports Fall 2015 100% of Colorado Districts will have their Aggregate Evaluation	Establish a baseline of students (disaggregated by subgroups) who have been taught by an ineffective or partially effective teacher for two consecutive years (Fall 2017)

		Data displayed on SchoolView Fall 2015	Set targets following identification of the baseline (Fall 2017)
Capacity Building	Strategy 1	Sample curriculum units will be made available for additional grade levels within each content area. Statewide teacher perception of instructional support will improve as measured by TELL.	The statewide teacher turnover rate (16.65%) will decrease to: 14% or lower in 2016 12% or lower in 2017 Students catching up to proficiency will increase to 39 percent by 2017.
Capacity Building	Strategy 2	Teacher preparation programs will receive data on the effectiveness of their graduates. Teacher preparation programs will make adjustments to their program designs based on the needs of schools and districts. Teachers will enter the classroom with increased awareness of the Colorado Academic Standards and the state model evaluation system. The implementation team will determine an appropriate measure of this benchmark.	The statewide teacher turnover rate (16.65%) will decrease to: 14% or lower in 2016 12% or lower in 2017 Establish a baseline of students (disaggregated by subgroups) who have been taught by an ineffective or partially effective teacher for two consecutive years (Fall 2017) Set targets following identification of the baseline (Fall 2017)
	Strategy 3	RFP for second round of awards is released Grantees are selected External Evaluator submits report on progress with cohorts 1 and 2 of first grantees External Evaluator submits report on progress of cohort 1 with new grantees Summer 2015-Spring 2017 60% of teachers placed through the QTRP will still be teaching in Colorado classrooms in high need schools six years from when they were placed	The statewide teacher turnover rate (16.65%) will decrease to: 14% or lower in 2016 12% or lower in 2017 The number of districts with identified gaps will decrease from 31 to: 28 in 2016-17 25 in 2017-18

		Fall 2020	
	Strategy 4	Analyze the data provided in the *Self-Assessment for Heathy Human Capital Systems* tool and the resulting action plans. EL Data Dig trainings will occur throughout the 2015-16 school year as part of the calendar of professional learning opportunities offered by OCLDE. Title III Improvement Year 4+ grantees required to complete EL Data Dig Tool to meet Title III SEA and LEA grant requirements Quarterly meetings with Title III Year 4+ Improvement grantees to monitor progress in addressing opportunities in improving ELD programs and academic and linguistic outcomes for ELs. 2015-16 School Year	The statewide teacher turnover rate (16.65%) will decrease to: 14% or lower in 2016 12% or lower in 2017 The number of districts with identified gaps will decrease from 31 to: 28 in 2016-17 25 in 2017-18 Establish a baseline of students (disaggregated by subgroups) who have been taught by an ineffective or partially effective teacher for two consecutive years (Fall 2017) Set targets following identification of the baseline (Fall 2017)
	Strategy 5	At least one of quarterly face-to-face meetings is focused on local strategies for addressing gaps Fall 2015-Spring 2016 The consolidated application will show an increase in ESEA funded activities that are directly intended to close equity gaps. Summer 2016	Students catching up to proficiency will increase to 39 percent by 2017.
	Strategy 6	Annual Pilot Implementation Survey administered to educators in the State Model Evaluation System Pilot.	Establish a baseline of students (disaggregated by subgroups) who have been taught by an ineffective or partially effective teacher for two consecutive years (Fall 2017) Set targets following identification of the baseline (Fall 2017)

		Spring 2015 Pilot Survey data will be analyzed and reported back to districts for use in their System development and ensuring that the implementation of the evaluation system promotes retention of the most effective teachers and principals in high needs schools. Spring 2016	
	Strategy 7	A calendar of professional learning opportunities from the OCLDE will be released by September 15, 2015, to include regional meetings, face-to face trainings, webinars, EL stakeholder collaborative dates, and the annual leadership academy. Fall 2015 33 Title III sub-grantees will receive one-on-one support from CDE in completing the EL Data Dig tool	Baselines of English Learners taught by inexperienced and ineffective teachers will be established in 2015-16. Targets will be set in the same year based on the identified baseline.
	Strategy 8	Turnaround Network participation will be annually compared with identified equity gaps. Schools that have been identified as having equity gaps, but have not participated in the Turnaround Network, will be targeted for additional supports. Timeline is ongoing.	The statewide teacher turnover rate (16.65%) will decrease to: 14% or lower in 2016 12% or lower in 2017 Students catching up to proficiency will increase to 39 percent by 2017.
	Strategy 9	Release of updated induction guidelines and best practices District submissions of updated and aligned induction plans	The statewide teacher turnover rate (16.65%) will decrease to: 14% or lower in 2016

		Fall 2015-Spring 2017 100% of the induction program standards and best practices have been updated and released Fall 2016	12% or lower in 2017 Students catching up to proficiency will increase to 39 percent by 2017.
	Strategy 10	Finalize and release the combined monitoring protocol. Host the Equity and Excellence Summer 2015-Summer 2016	Student achievement in high need schools will increase by 1.3% within three years of implementing the new monitoring protocol.

Ongoing Monitoring and Support

Mechanisms for ongoing technical assistance, monitoring, and feedback

There are many mechanisms for ongoing technical assistance, monitoring, and feedback. Table 4 below illustrates which existing mechanisms will be leveraged, how responsibility will be assigned, how often monitoring will occur, and how progress will be publicly reported.

This plan builds upon many existing strategies already in place throughout the state. Because many of these strategies are being implemented in support of plans and goals outside of this specific plan, implementation timelines do not all follow a singular approach. To ensure that all strategies are on track to meet the targets of this plan, a group will be convened to monitor the implementation and progress of the plan.

Table 10: Monitoring Mechanisms

Mechanism	Responsible Persons	Frequency	Public Reporting
Colorado Federal Integrated Review System(C-FIRS): Results-Based Monitoring for IDEA & ESEA Programs	ESEA and ESSU staff	LEAs and AUs are identified for monitoring based on risk factors. The monitoring process does not occur more than once per year, but can take up to 90 days to complete the process from start to finish.	Results are not reported publicly but are provided to LEAs and AUs including technical assistance support for areas of development.
Unified Improvement Plan	All LEAs assigned a plan type of Priority Improvement or	Review is once per year. LEAs and schools also have access to	All plans are posted for public view on SchoolView in the spring. http://www.cde.state.co.us/schoolview/performance

	Turnaround receive a review and feedback from a cross-department Coordinated Support Team.	planning support and technical assistance throughout the year from CDE staff in the Improvement Planning Unit.	
TELL Colorado Survey	Joint effort led by Improvement Planning Unit	Survey is administered biennially, but supports are provided on an ongoing basis	Results and a report are publicly posted with each survey administration year at www.tellcolorado.org.
ESEA Program Planning Support Meetings	Office of ESEA Programs	2-4 times per year with each eligible LEA	Meeting notes are not made public, but are shared between CDE and LEA staff.
Educator Effectiveness metrics	Educator Effectiveness Unit	Annual (beginning in 2016-17)	SchoolView (live url is not yet publicly available) See detailed table of metrics below
Equitable Distribution of Teachers	Office of ESEA Programs and Improvement Planning Unit	Annual	Detailed directions for accessing the publicly reported displays are available at http://www.cde.state.co.us/fedprograms/teacher-data-on-schoolview.
English Language Development Program Quality Reviews	Office of Culturally and Linguistically Diverse Education	As needed/by request	Reports are not publicly available, but are made available (accompanied by a debrief session with CDE staff) to the districts.
Ongoing review and approval of district induction programs	Office of Professional services and Educator Licensing does	As needed	Review results are not made publicly available, but are shared with the districts whose programs are reviewed.

Ongoing Monitoring and Support

In addition to the above efforts to monitor and support, CDE will conduct annual comprehensive data analyses of more than 75 educator effectiveness metrics to assess equity gaps for each district. The results of many of these metrics will be available for the public (in aggregate) in SchoolView in 2016-17. The results of these analyses will be used to identify districts that may need assistance or be struggling with equity gaps as well as identify "like" districts that do not have gaps in order to learn about the strategies that they may be implementing to address the issue. A sample of the key educator effectiveness metrics are illustrated below.

Table 11: Educator Effectiveness Metrics

Teacher Effectiveness Metrics	Principal Effectiveness Metrics
Racial Composition of Teachers and Students	Total Number of Principals
Change in Teachers and Students Racial Composition	Principal Effectiveness Ratings
Teacher Effectiveness Ratings	Principal Retention by Effectiveness Rating
Teacher Retention by Effectiveness Rating	Principal Change in Effectiveness
Teacher Change (Increase/Decrease) in Effectiveness Rating	Principal Professional Practice (Principal Quality Standards)
Teacher Professional Practice (Teacher Quality Standards)	Principal Effectiveness by School Performance Framework Rating
Teacher Effectiveness by School Performance Framework Rating	Principal Effectiveness by Student Growth
Teacher Effectiveness by Student Population	Principal Effectiveness by Student Proficiency
Effective Teachers by School Performance Framework Rating	Principal Effectiveness by Student Population
Effective Teachers by Student Population	Effective Principals by School Performance Framework Rating
Effective Teachers by Student Population - Gap Analysis	Effective Principals by Student Growth
Teacher Effectiveness by Student Growth	Effective Principals by Student Proficiency
Teacher Effectiveness by Student Proficiency	Effective Principals by Student Graduation
Effective Teachers by Student Growth	Effective Principals by Student Population
Effective Teachers by Student Proficiency	Effective Principals by Student Population - Gap Analysis
Effective Teachers by Student Graduation	
Consecutive Ineffective Teachers	
Teacher Effectiveness by Prep Program	
Principal Effectiveness by Prep Program	

Beginning in the fall of 2016, CDE will post an annual progress report on our website that will outline progress toward the goals, metrics, and targets detailed in this plan. This report will also include any amendments to the plan that are made as a result of lessons learned. Highlights of this report will be shared at major stakeholder meetings, including but not limited to the annual Excellence and Equity conference, regional meetings, one CASPA meeting per year, and one CoP meeting per year.

Conclusion

Colorado firmly believes that good teachers are the foundation of our efforts to improve outcomes for children. Our current data indicate that we have much work to do in ensuring that all Colorado students have equitable access to effective teachers. With the implementation of our educator evaluation system, Colorado has richer, more meaningful data than we have ever had before. The intent of Colorado's teacher equity plan is to build on our reform efforts, use the data we have to inform and improve teacher practice, and advance our efforts to ensure that every child in every classroom is being taught by an effective teacher.

By implementing this plan, we also aim to gain a deeper understanding of root causes and how they differ by region, size of district, capacity of district, proximity to educator preparation provider, and other variable factors. This will lead to more effective differentiation of the strategies described in this plan, which ultimately will lead to attaining the following targets:

1. Statewide teacher turnover will decrease from 16.62 percent to 12 percent or less by 2017.
2. No student in Colorado will be taught by an ineffective teacher for more than two consecutive years.
3. Students catching up to proficiency will increase to 39 percent by 2017.
4. Number of districts with identified gaps will decrease from 31 to 25 by end of 2017-18 school year.

Appendices

Appendix A
Documentation of stakeholder input
Appendix B
Table displaying identified gaps