

Pennsylvania's State Plan for Ensuring Equitable Access to Excellent Educators for All Students

June 1, 2015



**COMMONWEALTH OF PENNSYLVANIA
DEPARTMENT OF EDUCATION**

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Pennsylvania’s State Plan for Ensuring Equitable Access to Excellent Educators for All Students

Executive Summary

Background. The U.S. Department of Education (USDE) requires each state to submit a state plan¹ by June 1, 2015. In guidance provided by the USDE, “a state’s plan 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 that it will use to evaluate and publicly report on its progress with respect to such steps.” (emphasis added)

Each state’s plan is to include the following six (6) requirements:

1. Describe and document stakeholder engagement
2. Analyze data to identify “equity gaps”
3. Explain the likely causes of the equity gaps
4. Identify strategies to eliminate equity gaps
5. Describe measures to evaluate progress in eliminating equity gaps
6. Describe how the state will publicly report on its progress

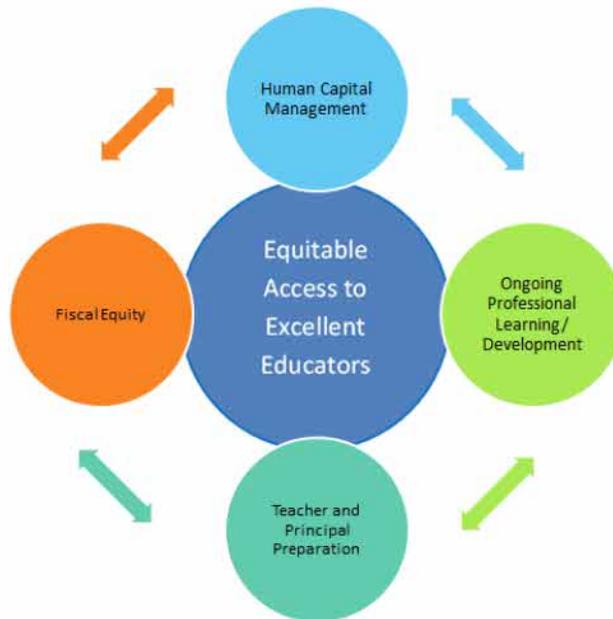
An agency external to the USDE provided technical assistance, coaching, and feedback. To develop Pennsylvania’s plan, staff used written guidance from USDE, a sample educator equity plan template, a sample plan prepared by Center on Great Teachers and Leaders, American Institutes for Research, and Council of Chief State School Officers; and ideas that were obtained during a conference devoted to preparing state equity plans.

At a minimum a state’s equitable access plan was to address the statutory requirements related to “poor and minority students” being taught by “inexperienced, unqualified, or out-of-field teachers” and to define these terms, along with other key terms associated with the state plan.

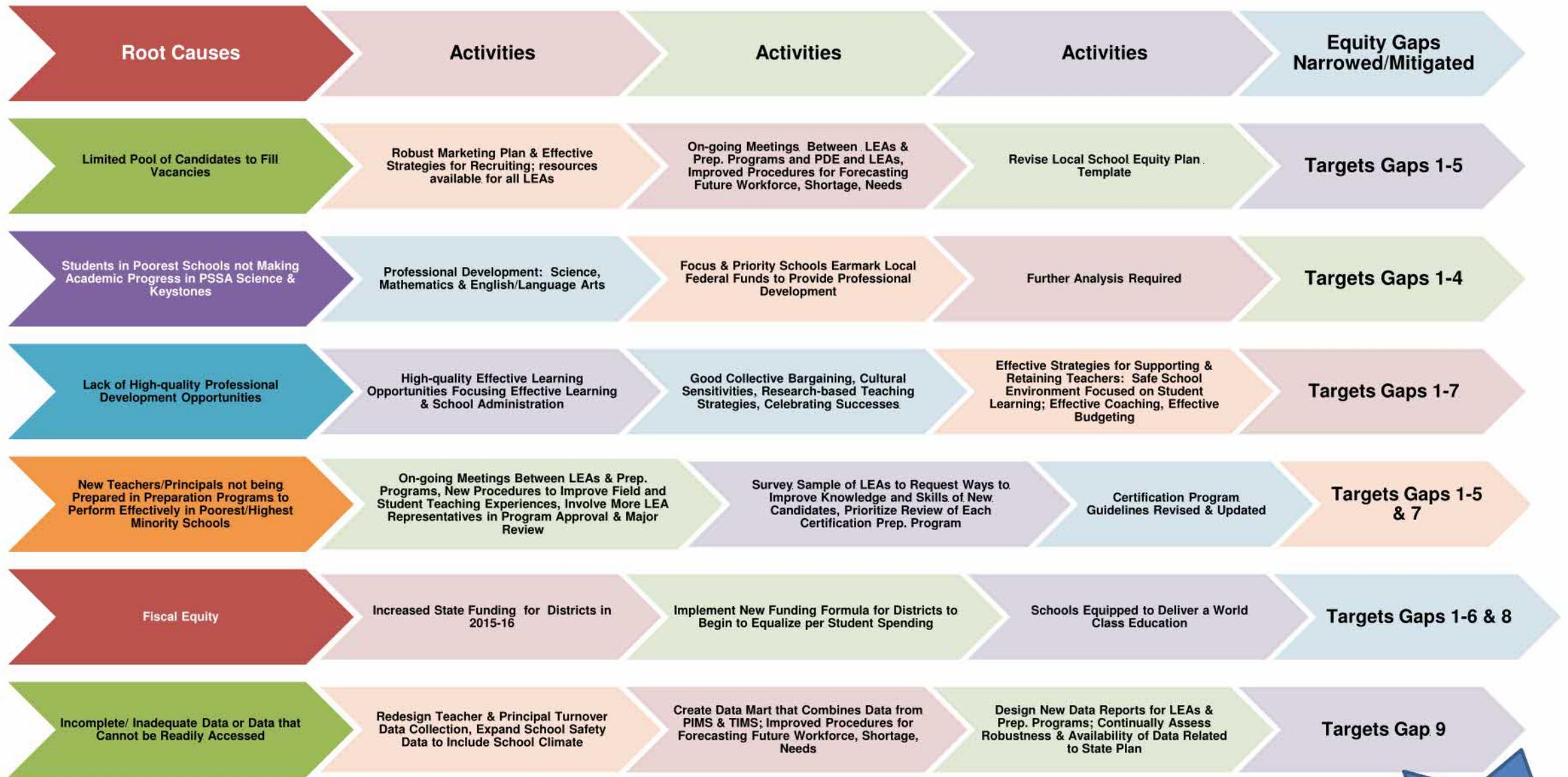
Pennsylvania’s Theory of Action to Ensure Equitable Access to Excellent Educators for All Children. Pennsylvania’s theory of action is built around strategically improving the management of Pennsylvania’s human capital in our schools--especially in the poorest and highest minority schools--to enable them to recruit, hire, retain, and support a pool of highly effective, qualified, fully certified teachers, principals, and other school staff. Pennsylvania’s activities are organized around four strategies: human capital management; ongoing professional learning; teacher and principal preparation; and fiscal equity, as follows:

¹ The plan is required by section 1111(b)(8)(C) of the Elementary and Secondary Education Act of 1965 (ESEA).

Pennsylvania's Theory of Action



Activities will focus on eliminating the underlying causes that result in Pennsylvania's eight equity gaps; a ninth gap dedicated to incomplete, inadequate or data that cannot be readily accessed. The schematic below depicts Pennsylvania's equity gaps, root causes, and activities. A complete list of the equity gaps follows.



Equitable Access to Excellent Educators for All Pennsylvania Students



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Equity gaps identified as a result of data analysis; the numbers below coincide with the gaps that are targeted by activities designed to overcome each root cause pictured above:

1. Students in Philadelphia School District's poorest and highest minority schools are being taught by unqualified, not highly qualified teachers
2. Students in Pennsylvania's poorest and highest minority charter schools are being taught by unqualified, not highly qualified teachers.
3. Seventy-seven (77) percent of all type 01 emergency permits issued in Pennsylvania, excluding all trade/technical subjects, are issued in core academic subjects, affects Pennsylvania's highly qualified/not highly qualified percentages; 303 or nearly 35% of the 872 emergency permits are issued in special education; it is important to note that the subjects of mathematics, English language arts, and the sciences are all included in Pennsylvania's System of Statewide Assessment; students are also required to pass Keystone exams in Algebra I, biology and literature in order to graduate from high school beginning in 2017
4. Qualified principals are not hired by all schools in Pennsylvania; a total of 21 principals in 2013-14 served on 01 emergency permits
5. School nurses (a total of 49 01 emergency permits) and guidance counselors (a total of 19 01 emergency permits) are being hired on a type 01 emergency permit; these individuals are unqualified since they do not hold valid, appropriate Pennsylvania certificates
6. Schools have inconsistent leadership or have high rates of turnover.
7. Some teacher preparation programs fail to graduate high quality and well-prepared new teachers for today's classrooms, including the poorest and highest minority schools
8. Inequity of financial resources
9. Incomplete/inadequate data or data not easily accessed in a timely manner

Section 1. Introduction

Pennsylvania's 2006 state plan focused on the highly qualified status of Pennsylvania's core academic teachers and the distribution across districts and schools. Strategies incorporated into Pennsylvania's plan for increasing the number of classes taught by highly qualified core academic teachers were grounded in a system of supports that existed at that time. In light of new guidance from the United States Department of Education it is no longer feasible for a state's equity plan to concentrate solely on the number of classes taught by highly qualified core academic teachers.

1. Overview of Pennsylvania's State Plan for Ensuring Equitable Access to Excellent Educators for All Students

Definitions that are statutorily required to be included in a state's equity plan appear first, followed by other definitions that are used throughout the plan:

- a. Inexperienced teacher – is a teacher who has one year or less experience teaching.
- b. Unqualified teacher – a professional or temporary professional employee who:
 - Has not completed an approved teacher preparation program,
 - Is teaching without an appropriate, valid teaching certificate,
 - Is teaching a subject that is outside the scope of his/her valid teaching certificate, or
 - Is teaching on a lapsed certificated because he/she failed to convert an instructional I certificate to an instructional II.

Teachers teaching on a Type 01 emergency permit or who are not highly qualified are unqualified teachers in Pennsylvania.

- 1) Type 01 permit – is issued to fill a professional or temporary professional vacancy created as a new position or by the resignation, termination, retirement or death of an incumbent when there is a consistent and persistent inability to fill a position with a fully qualified and properly certified individual. An applicant for a Type 01 must have at least a bachelor's degree and must earn nine (9) semester hours annually in a teacher preparation program for a Type 01 permit to be issued the following school year. All Type 01 permits expire June 30 of each year regardless of when the permit is issued by the PDE. An educator who holds a Type 01 permit is unqualified since they have not completed an approved preparation program to receive a Pennsylvania certificate. A teacher who provides

direct instruction in a core academic subject is not highly qualified when he/she holds a Type 01 permit.

2) Highly qualified teacher² (HQT) – a school district teacher responsible for direct instruction in one or more core academic subjects³ and must satisfy each of the following requirements to meet Pennsylvania’s highly qualified definition:

- Hold at least a bachelor’s degree
- Hold a valid Pennsylvania teaching certificate (i.e., Instructional I, Instructional II or intern certificate, but not an emergency permit)
- Demonstrate subject matter competency for the core content area they teach

A charter schoolteacher responsible for one or more core academic subjects must:

- Hold at least a bachelor’s degree; and
- Demonstrate subject matter competence in each core content area and grade level they teach.

c. Out-of-field teacher – is a teacher who is assigned to teach outside his/her area of Pennsylvania certification. An out-of-field teacher may or may not have applied for a Type 01 emergency permit since his/her teaching assignment is outside the scope of his/her current teaching certificate. An out-of-field teacher is “not highly qualified” when he/she provides direct instruction in a core academic subject (English, reading/language arts, mathematics, foreign languages, music and art and social studies (history, economics, geography and civics and government); an out-of-field teacher is unqualified to teach the subject assigned outside the scope of his/her Pennsylvania certificate.

d. Poor students – the poverty level of a school is determined by the number of students who are eligible for Free and Reduced Lunch; Pennsylvania’s poorest schools, those with the highest percentage of students on Free and Reduced Lunch, are compared throughout this plan to Pennsylvania’s wealthiest schools, those with smaller percentage of students on Free and

² Different avenues exist for school district teachers and charter school teachers to satisfy PA’s highly qualified definition; regardless of the avenue prescribed, any core academic teacher, regardless of whether he/she teaches in a school district or a charter school, must be highly qualified.

³ Pennsylvania’s core academic subjects are English, reading/language arts, mathematics, sciences, foreign languages, music and art and social studies (history, economics, geography and civics and government). Core content teachers who provide direct instruction in any of the following areas are subject to Pennsylvania’s HQT requirements: elementary level (grades K-6) teachers who teach all subjects; middle- and secondary-level (grades 7-12); special education teachers; English as a second language (ESL) teachers; and alternative education teachers.

Reduced Lunch. The ranges used to disaggregate Pennsylvania's wealthiest and poorest school buildings for 2013-14 school year are presented in Table 1. The distribution of poverty students across schools is not a normal distribution. Some urban and rural schools were more likely to have higher poverty percentages than suburban schools, which frequently had higher levels of wealth.

- e. Minority students – minority students are not simply classified by ethnicity, but can also include disability, gender, or country of origin; often African Americans, American Indian/Alaskan Native, Asian/Pacific Islanders and Hispanics are identified as historically underrepresented; the ranges used to identify Pennsylvania's highest minority and lowest minority school buildings for 2013-14 school year are presented in Table 2; for purposes of determining equity gaps between Pennsylvania highest and lowest minority school buildings, the percent of students who are not white or Caucasian was calculated for the total school enrollment. The distribution of students by race is not a normal distribution. Higher percentages of minority students were most often located in urban schools; both rural and suburban schools reported minority students, but their percentages were lower than in Pennsylvania's urban schools.
- f. Educator(s) – teachers and/or principals from local districts and charter schools; Pennsylvania's plan uses "teacher" when referencing members of the teaching profession and "principal" when referencing individual/s who are responsible school leaders.
- g. Excellent educator(s) – teachers and/or principals who hold appropriate and valid certification in the areas they teach and or administer. In accordance with Pennsylvania's new educator effectiveness system, teachers and principals, whose overall performance evaluation is "proficient" or "distinguished" are "effective educators." When a teacher teaches a tested subject (English language arts, mathematics or the sciences) the value contributed to student knowledge by a teacher is incorporated into his/her annual or semi-annual evaluation.
- h. Equity gap – a difference that exists between the rate at which low-income students or students of color are taught by excellent educators and the rate at which their peers in wealthy or low minority schools are taught by excellent educators. Based on guidance from United States Department of Education state equity plans are to examine the differences between the rates that wealthy and non-minority students are taught by inexperienced, unqualified, or out-of-field teachers when compared to their peers in poor and minority schools.
- i. Inexperienced principal – is a school leader who has one year or less serving as the administrative and instructional leader of a public school building, including a charter school.

- j. Pennsylvania's educator effectiveness system – a system of evaluation for classroom teachers and school leaders that is comprised of 50 percent observation⁴ and 50 percent multiple measures.⁵ Educators receive a rating of distinguished, proficient, needs improvement or failing based on established protocols. An overall performance rating of satisfactory or unsatisfactory is given to each educator.⁶
- k. Pennsylvania Value Added Assessment System (PVAAS) – is a statistical analysis of Pennsylvania state assessment data and provides Pennsylvania districts and schools with growth data to add to achievement data. This lens of measuring student learning provides educators with valuable information to ensure they are meeting the academic needs of groups of students, as well as individual students.

PVAAS:

- Measures a student's growth across time; i.e., across years
- Has little to no relationship to student demographics
- Compares student performance to his/her own prior performance
- Is critical to ensuring a student's future academic success

By measuring students' academic achievement and growth, schools and districts have a more comprehensive picture of their own effectiveness in raising student achievement.

- l. Highly effective teacher – is a professional or temporary professional employee who has earned an overall performance evaluation of “distinguished” on Pennsylvania's Classroom Teacher Evaluation (PDE 82-1). A classroom teacher is a professional or temporary professional employee who provides direct instruction to students related to a specific subject or grade level and usually holds an Instructional I or Instructional II certificate⁷ issued by the Pennsylvania Department of Education.

⁴ Classroom teacher observation is based on Danielson's 2007 or later Framework for Teaching and school leader observation is based on Pa.'s Framework for School Leadership.

⁵ Classroom teacher multiple measures include Building Level Data (15 percent), Teacher-Specific Data (15 percent) and Elective Data (20 percent) and school leader multiple measures include Building Level (15 percent), Correlation Data Based on Teacher-Level Measures (15 percent) and Elective Data (20 percent).

⁶ An educator's performance rating of distinguished or proficient is given a final rating of satisfactory; an educator's rating of needs improvement is given a satisfactory. The second overall performance rating of Needs Improvement issued by the same employer within 10 years of the first rating of Needs Improvement where the employee is in the same certification shall be considered unsatisfactory. A rating of failing is always unsatisfactory.

⁷ PA's definition also includes Vocational Instructional I and II certificates, both of which are outside the scope of this equity plan (see § 49.142).

- m. Highly effective principal/school leader – is a school principal, assistant principal, vice principal,⁸ etc. who has earned an overall performance evaluation of “distinguished” on Pennsylvania’s Principal/School Leader Rating Form (PDE 82-2). A principal/school leader is responsible for the teaching staff, students, school facilities, curriculum, etc. in a Pennsylvania public school.
- n. Unqualified principal – a professional or temporary professional employee who has the role and responsibility of a principal, but who does not hold a valid, appropriate administrator certificate or who holds a Type 01 emergency permit.

2. Overview of Plan Development

Pennsylvania Department of Education (PDE) leadership met to discuss the United States Department of Education’s November 10, 2014 letter announcing the need for states to develop and submit a state plan devoted to identifying equity gaps that exist between high poverty/high minority students being taught by inexperienced, unqualified or out-of-field teachers more often than their peers at low poverty/low minority schools. After this initial discussion, a small workgroup of PDE staff representing the Offices of Elementary and Secondary Education, Postsecondary and Higher Education and Administration. To create this plan, a team of leaders from PDE, led by the executive secretary, took the following steps:

- a. Developed and began implementing a long-term strategy to involve Pennsylvania’s stakeholders in identifying equity gaps, developing strategies that target root-causes that underlie Pennsylvania’s equity gaps.
- b. Prioritized data available and relevant to the development and implementation of Pennsylvania’s equitable access plan in lieu of using the data profile provided by the United States Department of Education and raw data from the Office of Civil Rights.
- c. Approved a two-person team to travel to San Diego, Calif. to learn more about the requirements of and expectations for the equitable access state plan.
- d. Authorized the co-leads of Pennsylvania’s equitable access state plan to complete the Equity Plan Readiness/Planning Tool to apply for targeted coaching from the Equitable Access Support Network.
- e. Designated an external contractor to analyze and prepare a summary related to each data metric analyzed.

⁸ PA’s definition also includes director of vocational education, which is outside the scope of this equity plan.

- f. Met regularly with the co-leads on Pennsylvania's state plan to provide feedback, guidance, direction, designate funds to support activities and to answer questions.

3. Context for Pennsylvania's Equitable Access to Excellent Educators State Plan

Before addressing the six mandatory sections of a state's equitable access plan, it is important to establish that since the United States Department of Education approved Pennsylvania's equitable distribution state plan in 2006, equity has been a priority of Pennsylvania's policies and initiatives. The following list is not exhaustive, but instead it is representative of the important role equity has had in fostering Pennsylvania policy:

- a. Pennsylvania's New Secretary of Education – Governor Tom Wolf selected Pedro Rivera, an educator with extensive experience in urban, diverse and poor schools (Philadelphia School District and Lancaster City School District) and a graduate from the Philadelphia School District, as Pennsylvania's new secretary of education. In a joint statement issued by school and administrative organizations and the Pennsylvania School Boards Association, Mr. Rivera's appointment was heralded as a sign that the governor "is committed to ensuring equity in education throughout the state."⁹
- b. Governor Wolf's First Budget – Governor Wolf proposed a historic investment in education for the 2015-16 fiscal year. The investment includes funds to support early childhood (K-12) education, support for Pennsylvania's higher education institutions, adult education and anticipated relief from future property taxes for Pennsylvania's citizenry to enable districts to recover from several years of budget shortfalls and for the commonwealth to be more competitive.

In addition to his proposed historic investment in education, Governor Wolf has also committed to work closely with the bi-partisan legislative Basic Education Funding Commission which is working to develop and recommend to the General Assembly a new formula for distributing state funding for basic education to Pennsylvania school districts. The new formula will take into account relative wealth, local tax effort, geographic price differences, enrollment levels, local support as well as other factors. The commission is expected to complete its work in early June.

- c. Pennsylvania's Educator Effectiveness System – Passed by the Pennsylvania Legislature, Act 82 of 2012 implements on a staggered schedule, new evaluation systems for professional and temporary professional employees (classroom teachers, school leaders and non-teaching professionals). The new evaluation systems include observations and multiple measures to incorporate student achievement and growth into evaluation systems.

⁹ Mary Niederberger, Pittsburgh Post-Gazette, Wolf's picks arrives with a full career in urban school districts, February 22, 2015.

Pennsylvania Value Added Assessment System (PVAAS) is incorporated into the teacher-specific component for classroom teachers; however, since a three-year rolling average is used for PVASS, this component will not be fully implemented until 2015-16 school year. Also school districts were not required to implement student learning objectives (SLOs) (as part of the multiple performance elective data measure) for teachers until the 2014-15 school year and for school leaders until the 2015-16 school year. Teacher and principal evaluation data for 2013-14 school year is included in this plan; however, it is important to note that school principal evaluation data is based on an evaluation system that pre-dates Act 82 of 2012.

- d. Pennsylvania's Information Management System (PIMS) – Pennsylvania began to develop its PreK-12 longitudinal data system in 2007, known as Pennsylvania's Information Management System or PIMS. Over 770 different local education agencies (LEA) submit a variety of data to PIMS during each school year.
- e. Pennsylvania's Teacher Information Management System (TIMS) – A new, comprehensive data base was launched in December 2012 to maintain information applicable to all individuals who hold/held emergency permits, instructional, administrative, supervisory and educational specialists' certificates issued by the Pennsylvania Department of Education. Currently, 25,442 educator certification records are maintained in TIMS. In addition to serving as a comprehensive database for educator certification in Pennsylvania, TIMS is used by charter schools to submit documentation and evidence relating to the subject area mastery of their uncertified core academic teachers. TIMS is used by school districts to apply for emergency permits for anyone who is not yet certified or who is teaching out-of-field. During the 2013-14 school year, a total of 9,927 (909 were out of state applications) Instructional I certificates were issued; no new principal Level I certificates were issued in 2013-14.
- f. New Requirements for All Currently Certified Personnel – Pennsylvania implemented new requirements for all previously certified personnel to ensure they had the knowledge, skills and competencies to accommodate and adapt instruction for students with disabilities in an inclusive setting and are also able to meet the needs of English Language Learners.
- g. New Mechanism for Evaluating Knowledge, Skills and Dispositions of Student Teacher – Pennsylvania is investigating the implementation of a new system/process for evaluating the knowledge, skills and dispositions of student teachers. Pennsylvania is considering replacing the current student teacher evaluation system with a third-party system external to the preparation program or with a home grown evaluation system developed by representatives of Pennsylvania's teacher preparation programs. The goal of replacing the evaluation system is to improve the overall caliber of students who complete a Pennsylvania certification preparation program.

- h. New Certification and Preparation Programs Approved – in an effort to improve Pennsylvania’s highly qualified percentage (in 2004-05 school year, 97.7% of Pennsylvania’s core academic subjects were taught by teachers who were highly qualified), the following new certificate programs were approved and were implemented in Pennsylvania beginning in late 2008 although the majority of the new programs were approved in 2009-12:
- Special Education PreK-8 (dual certificate required before this special education certificate is issued)
 - Special Education Grades 8-12 (dual certificate required before this special education certificate is issued)
 - PreK-4
 - Grades 4-8 (concentrations in mathematics, English language arts, social studies and/or science)
- i. Pennsylvania’s Standards Aligned System (SAS) – SAS was launched for and with a multitude of resources for teachers, principals, school superintendents, higher education representatives and teacher candidates. Annually, a SAS professional development experience is offered by PDE for school district, intermediate unit, charter school and higher education representatives
- j. Pennsylvania Core Standards – March 2014, the State Board of Education approved regulations incorporating PA’s Core Standards for English language arts, reading in history and social studies, writing in history and social studies, mathematics, reading in science and technology and writing in science and technology into Pennsylvania’s academic standards¹⁰

Data from PIMS and TIMS were analyzed and used to identify Pennsylvania’s equity gaps (Section 3) rather than using the data supplied by the United States Department of Education to create Pennsylvania’s equity profile. The following six data elements for teachers and/or principals were used to develop Pennsylvania’s plan:

- a. Teacher and principal average years of service at the school
- b. Percentage of sections taught by teachers teaching on an 01 emergency permit holder
- c. Percentage of classes taught by teachers who are not HQT
- d. Average teacher and principal salary and adjusted teacher and principal average salary
- e. Teacher and principal turnover rate at the school

¹⁰ 22 Pa. Code, Chapter 4, Academic Standards and Assessment.

f. School or LEA expenditures per student

Three school samples were used for each of the above six data metrics: all school districts, all school districts excluding Philadelphia School District and charter schools. Statistics were calculated for each sample using wealth and minority as follows:

- a. Pennsylvania's poorest (high poverty) schools
- b. Pennsylvania's wealthiest (low poverty) schools
- c. High minority school percentages
- d. Low minority school percentages

Section 2. Stakeholder Engagement

Pennsylvania's Equitable Educator Stakeholders is a diverse group representing schools with the following different characteristics and members from the following associations/organizations:

List of Local Education Agencies, Associations and Organizations Serving on Pennsylvania's Equitable Educator Stakeholders Group		
Name of Local Education Agencies, Associations and Organizations Represented	Population Represented	Characteristics
School District		
Aliquippa School District		rural, poor
Allentown School District		urban, poor, minority, large student enrollment
Bald Eagle Area School District		rural, poor
Council Rock School District		rural
Myersdale School District		rural
Philadelphia City School District		urban, poor, minority, large student enrollment
Parkland School District		suburban, wealthy
Charter Schools		
Mastery Charter School		urban, poor, minority
Fell Elementary Charter School		urban, wealthy, low minority
Other Schools		
Catholic Schools Office, Diocese of Erie		urban
Glen Mills Schools		Title I Delinquent, poor
Non-public schools		Urban, poor, high minority
Traditional and Nontraditional Teacher and Principal Preparation Programs		
Capital Area Intermediate Unit #15 ¹¹	Nontraditional teacher preparation programs	
Carbon Lehigh Intermediate Unit #21 ¹²	Nontraditional teacher and principal preparation programs	
Midwestern Intermediate	Nontraditional teacher	

¹¹ This intermediate unit is also represented on the human resource personnel administrators working group.

¹² Staff from this intermediate unit serves on the human resource personnel administrators working group.

Unit #4	preparation programs	
Grove City College	Traditional teacher preparation programs	
Pennsylvania State University, Harrisburg Campus	Traditional teacher preparation programs	
Pennsylvania Intermediate Units		
Capital Area IU #15	18 school districts, including Harrisburg City School District	Rural, urban, suburban, wealthy, poor, minority, large, small
Midwestern Intermediate Unit #4	19 school districts	Rural, poor, small
Pittsburgh-Mt. Oliver #2	Pittsburgh Public Schools	Large urban, poor, minority
Educational Associations/Organizations		
Pennsylvania's Elementary and Secondary School Principals Association	Elementary and Secondary School Principals	Urban, suburban, rural, small, large, all wealth levels and all minority levels
Pennsylvania's School Administrators Association	School superintendents	Urban, suburban, rural, small, large, all wealth levels and all minority levels
Pennsylvania State Education Association	Pennsylvania largest teachers' union	
Pennsylvania Federation of Teachers	Philadelphia, Pittsburgh and several other district teachers are members of this teachers' union.	
Pennsylvania Association of School Personnel Administrators	School Personnel Administrators (Human Resource Administrators)	
Pennsylvania Association of Small and Rural Schools	Pennsylvania's small and rural schools	
Pennsylvania Charter School Choice	Pennsylvania charter schools	
Pennsylvania Association of Intermediate Units	29 Pennsylvania intermediate units that are involved in state system of support for 499 school districts.	
Civil Rights Organization		
Pennsylvania Human Relations Commission		

Community-based Organizations		
Young Men's Christian Association	Community relations	Poor and minority
Pennsylvania Business Council	Business organizations	
Parents and Students		
Pennsylvania Parent and Teacher Association	Parents	
Parent/SPAC Consultant	Parents	Title I, poor and minority
Student	Students	

A complete listing of Pennsylvania's equitable access stakeholders group is included in Appendix A.

Staff developed a work plan devoted to Pennsylvania's equitable educator stakeholders group; in addition to identifying responsible individuals, the work plan included a time line of periodic meetings and communications with stakeholders to obtain feedback and recommendations. PDE involved stakeholders beginning with the development of its plan and will continue to involve them throughout the implementation phase after the plan submission.

The first stakeholder meeting was a recorded webinar scheduled for Tuesday April 7, 2015 from 1:00 pm to 3:30 pm. Prior to the webinar, each stakeholder received an email that:

- Highlighted the need for PDE to submit an equitable educator state plan
- Outlined required sections of the plan.
- Described the role of each stakeholder member including the expectation they share with their colleagues at their schools and associations
 - assist to identify equity gaps
 - determine root causes of the equity gaps
 - outline strategies for mitigating the identified equity gaps.
 - identify metrics for measuring progress and how to report progress to the public
- Described the feedback loop created for stakeholders to submit ideas, suggestions, recommendations
 - the feedback loop includes the creation of a resource account dedicated solely to Pennsylvania's equitable access to excellent educators state plan (RA-EDEQUITY@pa.gov).

The webinar was recorded and is available for any stakeholder to review.¹³ Additionally, an electronic notice was disseminated to all Pennsylvania LEAs (499 school districts, 173 charter schools, 70 area vocational and career and technical centers and 29 Intermediate units) informing them about Pennsylvania’s need to develop an equitable access to excellent educators state plan, creation of a resource account dedicated solely to receive feedback from stakeholders related to Pennsylvania’s equitable access to excellent educators state plan and the URL for the recorded April webinar. Appendix B contains a copy of the Penn*Link notice.

On April 14, 2015 PDE convened a voluntary, representative group of 12 school personnel administrators to identify equity gaps, root causes, strategies for mitigating equity gaps and metrics for determining state progress; two representatives from Pennsylvania’s largest urban district attended this work session. A consultant external to PDE facilitated the day-long working session. The following questions were posed for each small group to discuss and report out:

School Climate	
<ul style="list-style-type: none"> ▪ What gaps exist related to school climate? 	<ul style="list-style-type: none"> ▪ What are likely causes of these gaps?
<ul style="list-style-type: none"> ▪ What strategies could be implemented to remediate the gaps and causes? 	<ul style="list-style-type: none"> ▪ What are common metrics that could be piloted/implemented to determine if strategies are valid measures for eliminating gaps and causes?
Recruitment and Hiring	
<ul style="list-style-type: none"> ▪ What gaps exist related to recruitment and hiring? 	<ul style="list-style-type: none"> ▪ What are likely causes of these gaps?
<ul style="list-style-type: none"> ▪ What strategies could be implemented to remediate the gaps and causes? 	<ul style="list-style-type: none"> ▪ What are common metrics that could be piloted/implemented to determine if strategies are valid measures for eliminating gaps and causes?
Retention and Support	
<ul style="list-style-type: none"> ▪ What gaps exist related to retention; and support)? 	<ul style="list-style-type: none"> ▪ What are likely causes of these gaps?
<ul style="list-style-type: none"> ▪ What strategies could be implemented to remediate the gaps and causes? 	<ul style="list-style-type: none"> ▪ What are common metrics that could be piloted/implemented to determine if strategies are valid measures for eliminating gaps and causes?

Appendix D contains a copy of the April 14, 2015 agenda. To capture a visual image of the equity gaps, root causes, strategies and metrics associated with school climate and strategic management of human capital, a web-based mapping tool, *Webspiration*, was

¹³Due to technical incompatibility between PDE’s webinar software and stakeholders’ hardware/firewall, not all stakeholders were able to participate in the April 7, 2015 webinar; because of these difficulties, the entire PowerPoint presentation was emailed to each stakeholder. The webinar recording is available at URL <http://vclass.cciu.org/>

used to create concept maps and outlines... The maps and outlines were distributed for feedback to the school personnel administrators.

A sample of stakeholder communication is listed in Appendix B, Engagement of Pennsylvania Stakeholders, rather than being incorporated into this section. Finally, all stakeholders were advised that their role would continue beyond the submission date of Pennsylvania's equity state plan.

Section 3. Data Analysis and Identification of Equity Gaps and Possible Root Causes

Pennsylvania schools were divided into three samples: (1) all school districts, (2) school districts excluding Philadelphia School District and (3) charter schools. Hence, three samples were used in and are reported for each data analysis done. In addition, the analyses developed wealth or poverty groups and minority percentage groups for each of the three samples. The “n” count used for each analysis, unless otherwise specified, is the number of schools in each minority percentage group or each wealth group. Tables developed to report comparison data between Pennsylvania’s wealthiest and poorest and highest and lowest minority schools include the “n” count, along with the corresponding ranges for wealth and minority enrollments.

Pennsylvania’s equity gaps and associated root causes are summarized in a multi-page table (Table 16) at the end of this section.

The ranges generally used to disaggregate Pennsylvania’s wealthiest and poorest school buildings for school districts and charter schools are presented in Table 1 below; the lower and upper bounds of each range may vary in order to distribute the number of schools, buildings, or districts across each range. Each data table in this section identifies ranges for Pennsylvania’s wealthiest, mid-wealth, mid-poor and poorest schools.

Ranges of Wealth for School Districts	Number of School District Buildings	Ranges of Wealth for Charter Schools	Number of Charter School Buildings
0.00% -- 24.26% (Wealthiest)	697	0.00% -- 51.75% (Wealthiest)	43
24.27% -- 40.14% (Mid-Wealth)	704	51.76% -- 71.62% (Mid-Wealth)	44
40.15% -- 58.05% (Mid-Poor)	704	71.63% -- 85.37% (Mid-Poor)	48
58.06% -- 100.00% (Poorest)	701	85.38% -- 100.00% (Poorest)	38

The ranges used to disaggregate Pennsylvania’s highest minority and lowest minority school buildings for school districts and charter schools are presented in Table 2 below; the lower and upper bounds of each range may vary in order to distribute the number of schools, buildings, or districts across each range. Each data table in this section identifies ranges for Pennsylvania’s highest minority, upper mid-minority, lower mid-minority and lowest minority schools.

Table 2. Ranges Used to Disaggregate Pennsylvania’s Highest Minority and Lowest Minority School Buildings for 2013-14 School Year

Ranges of Minority for School Districts	Number of School District Buildings	Ranges of Minority for Charter Schools	Number of Charter School Buildings
100.00% -- 34.35% (Highest Minority)	697	100.00% -- 98.775% (Highest Minority)	38
34.34% -- 13.50% (Upper Mid-Minority)	699	98.774% -- 85.85% (Upper Mid-Minority)	39
13.49% -- 5.70% (Lower Mid-Minority)	713	85.549% -- 32.75% (Lower Mid-Minority)	39
5.69% -- 0.00% (Lowest Minority)	682	32.749% -- 0.00% (Lowest Minority)	38

Cohen’s thresholds were used to interpret whether effect sizes existed across or between established ranges for wealth/poverty and high minority/low minority schools and whether the effect sizes were negligible (zero to .10); small (.11 to .39); medium (.40 to .69); large (.70 to .99); and very large (over 1.00). A copy of the data analysis, descriptive statistics, effect size and summary prepared by the external consultant is included in Appendix E.

The first set of data analyzed for identifying equity gaps and root causes relate to Pennsylvania’s unqualified and out-of-field teachers, principals, school nurses and guidance counselors. Included in these analyses are type 01 emergency permits and highly qualified/not HQT status.

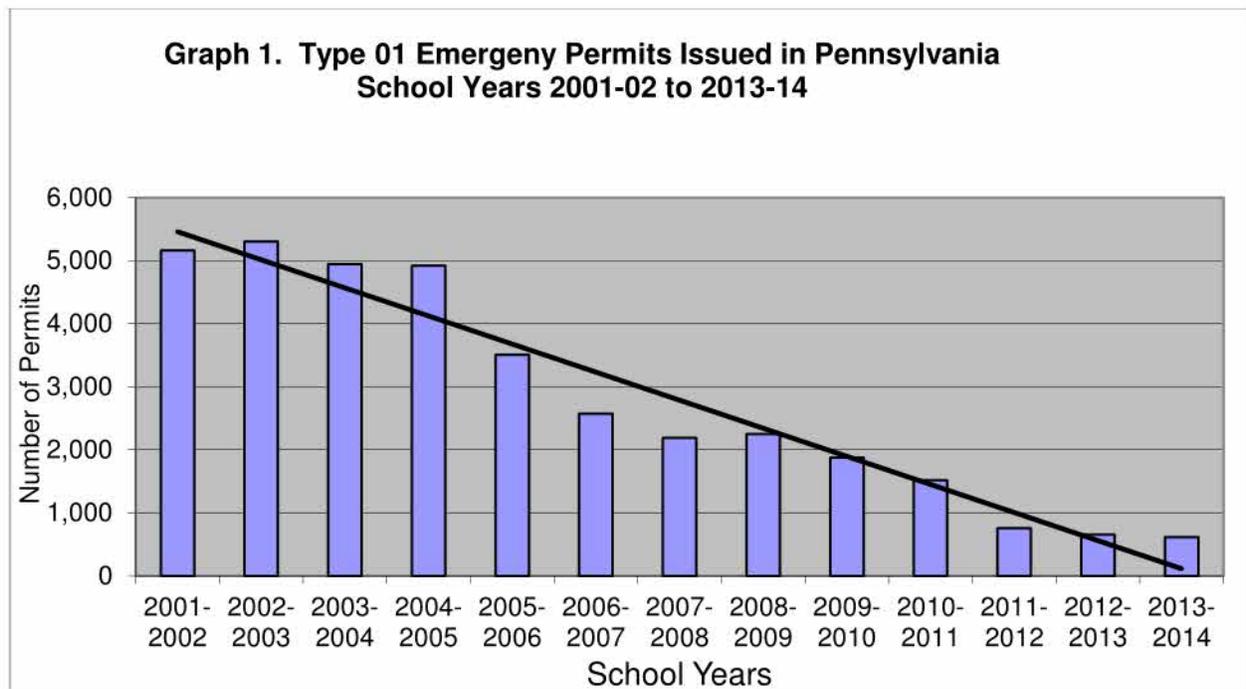
Type 01 Emergency Permits. In Pennsylvania, a type 01 emergency permit is issued to fill a professional or temporary professional vacancy created as a new position or by the resignation, termination, retirement or death of an incumbent when there is a consistent and persistent inability to fill a position with a fully qualified and properly certified individual. Individuals receiving a type 01 emergency permit must (a) hold at least a bachelor’s degree and (b) complete nine semester hours in a teacher certification program in order for the permit to be renewed the following school year. Each type 01 emergency permit expires June 30 of each school year regardless of when the permit was issued. Any teacher of record teaching a core academic subject who holds a type 01 emergency permit is not highly qualified (NHQ). Finally, an individual holding a type 01 emergency permit is considered unqualified since he/she has not completed a traditional or an alternative certification preparation program and does not hold a valid Pennsylvania certificate for the assignment.

After the 2006 equitable teacher distribution state plan was submitted to the United States Department of Education, the Bureau of School Leadership and Teacher Quality began working closely with Pennsylvania districts that struggled to hire appropriately

certified teaching and administrative staff. Monthly meetings, telephone conference calls and staff presentations were initiated with the following school districts:

- Allentown
- Harrisburg
- Lancaster City
- Reading
- Philadelphia City
- York City

One of the reasons for initiating monthly meetings with the above districts was to help them reduce the number of and their reliance on using type 01 emergency permits to fill vacancies. Graph 1 demonstrates a consistent decrease in type 01 emergency permits over the last 13 years, which documents PDE staff efforts achieved desired results of reducing the number of 01 emergency permits used throughout Pennsylvania schools.



However, it is not until a comparison of the number of emergency permits between Pennsylvania’s wealthiest and poorest schools is done that other trends emerge. Pennsylvania’s poorest school districts have nearly eight (8) times the number of educators working on a type 01 emergency permit than do Pennsylvania’s wealthiest districts. Nearly three (3) times the number of type 01 emergency permits was issued to Pennsylvania’s wealthiest charter schools than to Pennsylvania’s poorest charter schools. Table 3 reports the maximum number of type 01 emergency permits that were issued in the 2013-14 school year disaggregated by LEA samples.¹⁴

¹⁴ The number of emergency permits held by teachers teaching in Pennsylvania’s lowest and highest minority schools is not available.

Table 3. Maximum Number of Pennsylvania Type 01 Emergency Permits Issued by Local Education Agency (LEA) Sample in School Year 2013-14

Samples	Wealthiest	Poorest
All School Districts	6	47
School Districts Excluding Philadelphia	6	21
All Charter Schools	14	5

Pennsylvania’s wealthiest charter schools and poorest school districts had the highest number of staff working on a type 01 emergency permit in 2013-14.

Table 4. Percentage of Sections in Pennsylvania Local Education Agencies (LEA) Taught by Teachers on a Type 01 Emergency Permit for School Year 2013-14

Samples	Wealthiest	Poorest	Highest Minority	Lowest Minority
All School Districts	.071% (695 school district buildings) (0.000%-24.780%)	.225% (694 school district buildings) (58.351%-100.0%)	.231% (709 school district buildings) (0.00%-5.80%)	.212% (695 school district buildings) (34.21%-100.0%)
School Districts Excluding Philadelphia	.077% (641 school district buildings) (0.00%-23.5875%)	.188% (641 school district buildings) (52.8626%-100.0%)	.241% (646 school district buildings) (0.00%-5.40%)	.151% (642 school district buildings) (26.51%-100.0%)
All Charter Schools	.744% (41 schools) (0.00%-52.370%)	.660% (41 schools) (84.161%-100.0%)	1.803% (37 schools) (0.00-32.25%)	.880% (37 schools) (98.926-100%)

Effect size calculations indicate small to negligible variances across each mean percentage for all samples with respect to wealthiest and minority student populations.

However, diving deeper into the type 01 emergency permit data indicates that 77% of all of the subject emergency permits were issued to those who teach core academic subjects. In particular the areas of Spanish, secondary mathematics, secondary English and special education teachers responsible for one or more core academic subjects, are the largest categories of core academic subject teachers teaching on a type 01 emergency permit. Principals, school guidance counselors and school nurses are all certificate areas in which PDE issued type 01 emergency permits 2 percent, 2 percent and 6 percent respectively. Next to teachers, school principals significantly impact student achievement through their leadership, institutionalizing scaffolding and other research-based instructional strategies, understanding student data, coaching, mentoring teaching staff and supervising and directing all certified and non-certified staff required for school operations and nurturing a school climate that is safe and conducive

for children to learn.¹⁵ Since a principal serving on an 01 emergency permit is unqualified and the critical role principals play in directing and leading a school to raise student achievement, it is essential that all Pennsylvania schools employ qualified, appropriately certified principals.

While school counselors perform many duties and responsibilities, an educator holding a valid Pennsylvania certificate for elementary and secondary school counselor is qualified to counsel students in the areas of academic, career and personal-social development and assist teachers in developing sensitivity to the particular needs of individual students. They may use test data and psychological assessment findings in utilizing referral procedures and may advise on the selections and use of appropriate group and individual tests, measures and inventories dealing with academic progress and achievement, interest inventories, social adjustment, physical growth and development, special aptitudes and intelligence quotients or factors. They may assist in the educational placement of departing students, conduct classroom guidance activities, provide small group counseling related to academic, career and personal-social development, educational requirements and opportunities. They can participate in individualized education, career planning and other similar activities that supplement the comprehensive and developmental school counseling program.¹⁶ If a guidance counselor doesn't have the knowledge, skills and dispositions necessary for appropriately advising students, mistakes could have long-lasting impact on a student's academic career and personal-social development.

Finally, an educator holding a valid Pennsylvania certificate as a school nurse is qualified to provide information and services in school health-related areas; assess, document and manage the health care needs of children in grades kindergarten to grade 12, including those with disabilities; and to recognize symptoms and consequences of safety and environmental factors.¹⁷ When a school uses an emergency permit to hire a school nurse, the individual must be a registered nurse.

Table 5 below lists the number of 01 emergency permits issued in subject areas (excluding trade and technical subjects) in 2013-14. Each core academic subject is shaded in gray. Percentages are calculated and reported in column three for each core academic subject. The rows reporting the number of 01 emergency permits for principals, guidance counselors and school nurses are colored in red and percentages are reported in the last column.

¹⁵ CSPG No. 95, Pennsylvania Department of Education Staffing Policy Guidelines Principal (Kindergarten-12) (Administrative Code 1115) August 1, 2013.

¹⁶ CSPG No. 76, Pennsylvania Department of Education Staffing Certification Staffing Assignment Elementary and Secondary School Counselor (PreK-12) (Educational Specialist Area Code 1839) September 1, 2013

¹⁷ CSPG No. 80, Pennsylvania Department of Education Certification Staffing Assignment School Nurse (Kindergarten-12) (Educational Specialist Code 1890) July 1, 2004.

Table 5. Number of Type 01 Emergency Permits Issued in Subjects Areas Excluding Trade and Technical Subjects in School Year 2013-14

Certificate and Subject Areas	Number of Permits Issued	Percent of Emergency Permits Issued for Core Academic Subjects	Percent of Emergency Permits Issued for Principals, Guidance Counselors, School Nurse
Agriculture K-12	2		
Art	6	0.0069	
Business Computer-Info Tech K-12	20		
Cooperative Ed 7-12	7		
Curriculum & Instruction (supervisory)	4		
Dance	2		
Grades PK-4	32	4%	
Elementary (K-6)	6	0.0069	
English (44 total)			
▪ Middle level English (7-9)	1	0.0011	
▪ Secondary English (7-12)	42	5%	
▪ Communications (7-12)	1	0.0011	
Family Consumer Science K-12	12		
Foreign Languages (72 total)			
▪ Chinese	7	0.0080	
▪ French	15	2%	
▪ German	6	0.0069	
▪ Italian	1	0.0011	
▪ Japanese	2	0.0023	
▪ Latin	11	1%	
▪ Spanish	28	3%	
▪ Turkish	2	0.0023	
Grades 4-8 (26 total)			
▪ All subjects 4-6, English LA & Reading	11	1%	
▪ All subjects 4-6, Social Studies 7-8	3	0.0034	
▪ All subjects 4-6, Science 7-8	4	0.0046	
▪ All subjects 4-6, Mathematics 7-8	8	0.0091	
Health	10		
Home & School Visitor	6		
Instructional Technology Specialist	9		

Table 5. Number of Type 01 Emergency Permits Issued in Subjects Areas Excluding Trade and Technical Subjects in School Year 2013-14

Certificate and Subject Areas	Number of Permits Issued	Percent of Emergency Permits Issued for Core Academic Subjects	Percent of Emergency Permits Issued for Principals, Guidance Counselors, School Nurse
Library Science	8		
Mathematics (7-12) (43 total)			
▪ Secondary Mathematics (7-12)	42	5%	
▪ Supervisor of Mathematics	1		
Music	15	2%	
Principal K-12	21		2%
Program Specialist ESL	33	4%	
Reading Specialist K-12	19	2%	
Sciences (55 total)			
▪ Biology	6	0.0069	
▪ Chemistry	16	2%	
▪ Earth & Space	2	0.0023	
▪ Environmental Education	1	0.0011	
▪ General Science	11	1%	
▪ Middle Level (7-9)	2	0.0023	
▪ Physics	17	2%	
School Counselor (19 total)	19		2%
Elementary (K-6)	12		
Secondary (7-12)	7		
School Nurse (49 total)	49		6%
School Psychologist	3		
▪ Supervisor School Psychology Services	1		
Social Studies (14 total)	12	1%	
▪ Citizenship	2	0.0023	
Special Education (303 total)			
▪ Special Education	89	10%	
▪ Spec Ed PK-8	60	7%	
▪ Speech & Lang	111	13%	
▪ Hearing Impaired	24	3%	
▪ Visually Impaired	19	2%	
Technology Education	11		
Visual Performing Art	1	0.0011	

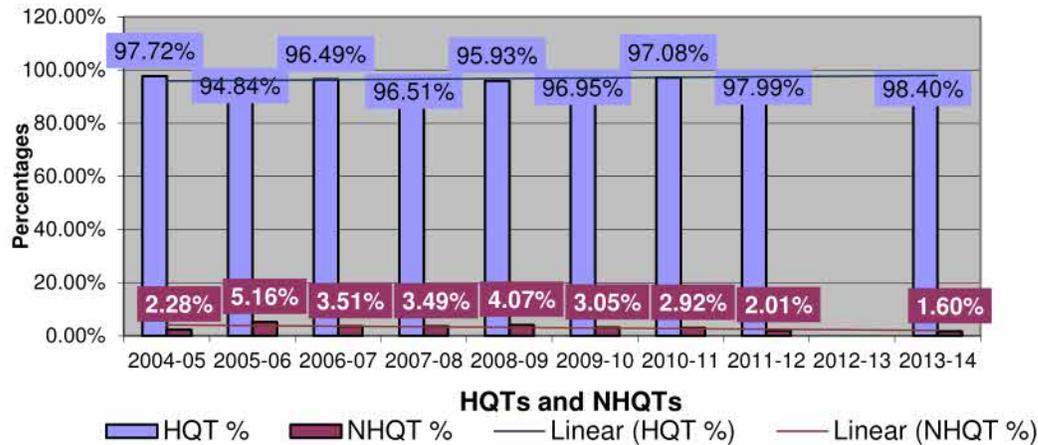
Certificate and Subject Areas	Number of Permits Issued	Percent of Emergency Permits Issued for Core Academic Subjects	Percent of Emergency Permits Issued for Principals, Guidance Counselors, School Nurse
Total Number of Type 01 Emergency Excluding All Trade/ Technical Areas	872	77%	10%

Highly Qualified Teacher (HQT) Status. During the 2004-05 school year, Pennsylvania's statewide HQT status for core academic subjects was 97.7%; this data precedes the creation of and use of Pennsylvania's longitudinal data system PIMS for the submission of course, teacher and student enrollment data. Pennsylvania's HQT percentage has ranged from a low of 94.84% in 2005-06 to a high of 98.40% in 2013-14.¹⁸ Table 6 and Graph 2 below summarizes Pennsylvania's HQT percentage rates reported beginning in 2004-05 and ending in 2013-14. Teachers of any core academic subjects (English, reading/language arts, mathematics, sciences, foreign languages, music and art and social studies (history, economics, geography and civics and government) and teachers who provide direct instruction for any core content subject in any of the following areas are subject to Pennsylvania's HQT requirements: elementary level (grades K-6) teachers who teach all subjects; middle- and secondary-level (grades 7-12); special education teachers; English as a second language (ESL) teachers; and alternative education teachers). If any of these teachers are determined to be not highly qualified, they are unqualified teachers. Pennsylvania requires any Title I school to notify parents in writing when their children are taught by a teacher who is not highly qualified.

	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14
HQT %	97.72	94.84	96.49	96.51	95.93	96.95	97.08	97.99	Miss- ing	98.40
NHQT %	2.28	5.16	3.51	3.49	4.07	3.05	2.92	2.01	Miss- ing	1.60

¹⁸ Data summarized from PA's Consolidated State Performance Reports submitted 2004-05 through 2013-14. PA's new longitudinal data system PIMS went live for HQT purposes in 2007-08 school year. Reporting requirements prior to 2007-08 were different. (Note: data reported for the 2012-13 school year were incorrect; due to technical difficulties with ED Facts reporting, data corrections were not available for inclusion in this equity state plan.

Graph 2. Comparison of Pennsylvania's HQT and NHQTs Percentages: 2004-05 to 2013-14



The mean percent of core academic sections taught by HQ teachers, disaggregated by school districts, school districts excluding Philadelphia schools, charter schools and the wealthiest and poorest schools for the 2013-14 school year, are summarized in Table 4 below:

Table 7. Mean Percent of Core Academic Sections that are Taught by Highly Qualified Teachers in Pennsylvania Disaggregated by Wealth and Minority Percentage of Enrollments

Sample (A)	Wealthiest Schools (B)	Poorest Schools (C)	Difference (B-C)
All Pennsylvania School Buildings (2,776 buildings)—Total HQT Mean Percentage: 98.71%	99.72% (675 school district buildings) (0.00%-24.230%)	96.41% (699 school district buildings) (58.001%-100.0%)	3.31 percentage points
School District Buildings Excluding All Philadelphia School Buildings (2,563)—Total HQT Mean Percentage: 99.314%	99.73% (621 school district buildings) (0.00-23.130%)	98.72% (645 school district buildings) (52.621%-100.0%).	1.01 percentage points
All Charter School Buildings (198 buildings)—Total HQT Mean Percentage: 92.83%	95.34% (40 schools) (0.00%-51.750%)	92.75% (40 schools) (84.376-100.0%)	2.59 percentage points

Sample (A)	Highest Minority Schools (B)	Lowest Minority Schools (C)	Difference (B-C)
All Pennsylvania School Buildings ¹⁹ (2,774 buildings)—Total HQT Mean Percentage: 98.716%	96.29% (694 school district buildings) (13.501%-100.0%)	99.33% (691 school district buildings) (0.00%-5.700%)	-3.04 percentage points
School District Buildings Excluding All Philadelphia School Buildings (2,563)—Total HQT Mean Percentage: 99.314%	98.71% (641 school district buildings) (26.501%-100.0%) (+ 2.4 percentage points)	99.32% (642 school district buildings) (0.00-5.400%) (-.01 percentage points)	-.61 percentage points
All Charter School Buildings (147 buildings)—Total HQT Mean Percentage: 93.1%	82.84% (-15.50 percentage points)	83.32% (-9.20 percentage points)	.048 percentage points

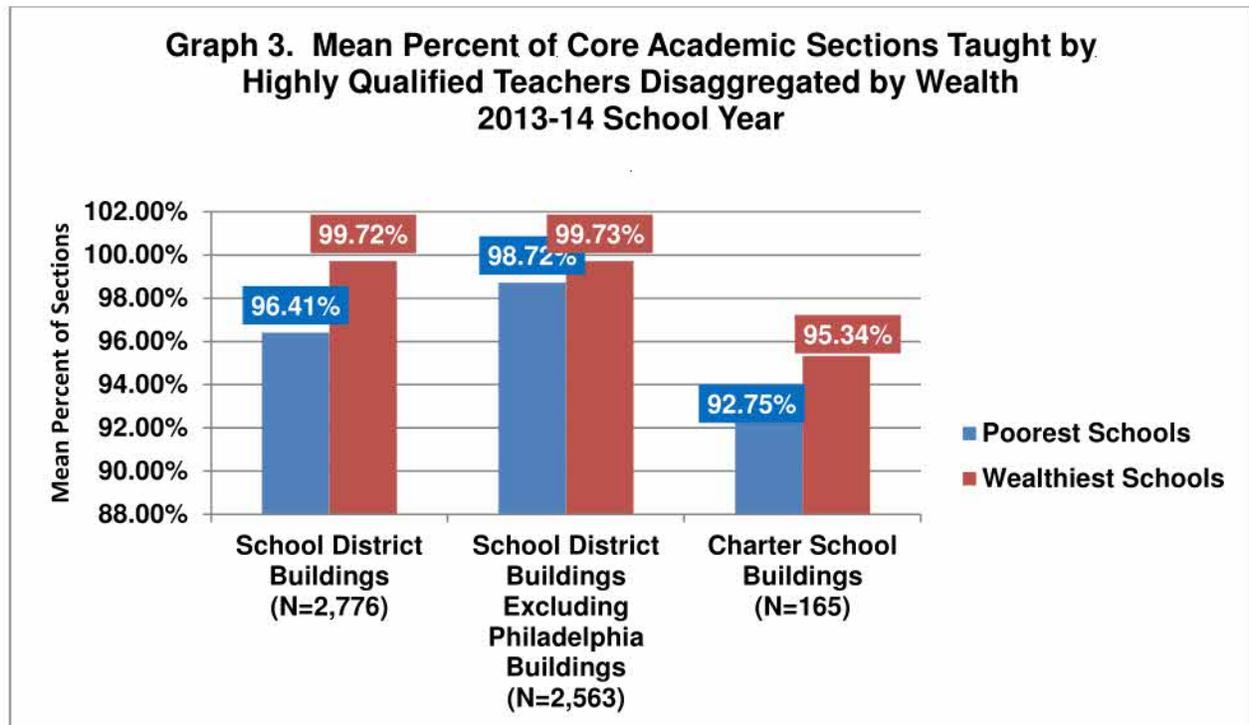
When Philadelphia School District HQT mean percentages are removed from all school district buildings, the gap in HQT between Pennsylvania’s wealthiest and poorest schools closes by 1.01 percentage points, thus, increasing the mean percent of core academic sections in Pennsylvania’s poorest schools to nearly 98.72%. The effect size calculations indicate the meaningful differences for all of the poverty groups ranged from negligible to small, an indication that the mean HQT percentages were similar across all of the poverty groups. This means that when Philadelphia’s HQT mean percentages are removed from all school district buildings, students in most core academic sections were taught by teachers who were HQ, regardless of the poverty levels of the students.

When Philadelphia’s HQT mean percentages are included in the all school districts sample, the HQT mean percentage level falls to 96.41 for Pennsylvania’s highest minority schools; the mean percentages are similar between the highest wealth, mid-wealth and mid-poor schools. Philadelphia’s HQT mean percentages appear to decrease the mean HQT percentages in Pennsylvania’s highest minority schools. Consequently, the effect size calculation indicates a meaningful difference (medium to large differences) exists between the highest minority schools and the other three poverty groups.

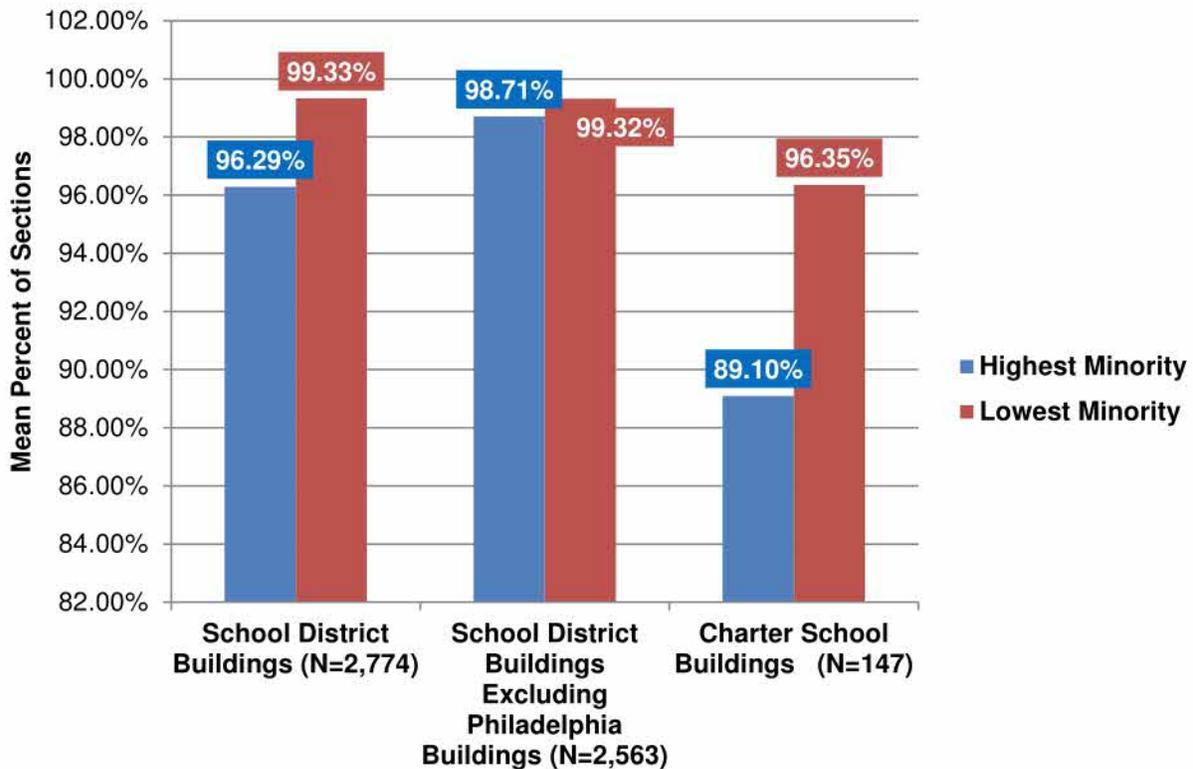
Pennsylvania’s charter schools HQT mean percentages varied across all of the poverty and minority groups. When the HQT mean percentages were compared across the mid-poor and the highest wealth and the mid-poor and the mid-wealth, meaningful differences at the medium level exist. Consequently, a larger percentage of charter school poor students were taught more often by unqualified, not HQTs in 2013-14.

¹⁹ School district and charter schools combined

Graphs 3 and 4 present a visual comparison of Pennsylvania's mean percent of core academic sections taught by HQ teachers in school year 2013-14 disaggregated by wealth and minority, respectively.



Graph 4. Mean Percent of Core Academic Sections Taught by Highly Qualified Teachers Disaggregated by Minority 2013-14 School Year



The effect size calculations for the samples compared across and between schools with the highest and lowest percentages of minority students were small or negligible when Philadelphia was excluded from the sample of school district buildings. The percentages for the sample excluding Philadelphia school buildings were high and similar across each of the minority ranges. The mean percent for school district buildings excluding Philadelphia for highest and lowest minority schools was 98.71% 99.32% respectively.

However, this same pattern was not evident in the all school district building and charter school samples. When Philadelphia’s school building HQT section means are taken into account, the mean percentage of sections taught by teachers who were HQ for Pennsylvania’s highest minority schools dropped to 96.29%, even though the overall mean percentage for the sample was 98.72%. The highest minority schools had more meaningful variances at the medium to large levels. Consequently, more core academic sections were taught more often by unqualified, not HQTs in Pennsylvania’s highest minority schools. Mathematics, English language arts and the sciences, all core academic subjects, are included in Pennsylvania’s System of Statewide Assessment.

Pennsylvania charter schools’ core content sections were taught at a higher rate by unqualified, not HQTs. The effect size calculations differ between all four of the minority

ranges from negligible to large. The total HQT mean percentage of 93.1% was considerably lower than the mean of 98.7% for the all school district sample. The minority group means varied with a range of 89.0% for the highest minority schools to 96.3% for the lowest minority and lower mid-minority charter schools.

Striving to reach and maintain 100% HQT status for all core academic subjects was an initial strategy to improve teaching and learning, but policymakers soon discovered that having HQT was a jumping off point rather than the silver bullet to improving student achievement. Research began to estimate that the difference in annual achievement growth between having a good and a bad teacher could be more than one grade level equivalent in test performance. Moreover, these teacher effects appear to be cumulative. For example, Tennessee students who had three highly effective teachers in a row scored more than 50 percentile points above their counterparts who had three ineffective teachers in a row, even when they initially had similar scores. An analysis in Dallas found essentially the same pattern there: initially similar students were separated by about 50 percentile points after three consecutive years with high- or low-effectiveness teachers. The cumulative impact of teacher quality is biggest for initially low-achieving students. A recent study in Tennessee suggested that students who fail the state's fourth grade examination are six times more likely to pass the graduation examination if they have a sequence of highly effective teachers than if they have a sequence of low-effectiveness teachers.²⁰

Even though the mean percentages of sections taught by 01 emergency permit holders and the percentage of sections taught by teachers who are not highly qualified are low, PDE believes that its prior success in reducing the number of 01 emergency permits and increasing its highly qualified percentage will benefit student academic performance in Pennsylvania's poorest and highest minority schools.²¹ Consequently, based on this past success, PDE will continue its work with Pennsylvania's poorest and highest minority school districts and will begin to work with Pennsylvania's poorest and highest minority charter schools.

Other data presented below include:

- Comparison of years of experience as a teacher or a principal across poverty and minority groups
- Comparison of teacher and principal salaries across poverty and minority groups
- Classroom teacher and principal effectiveness; data by poverty and minority groups are not available

²⁰ Testimony of Kati Haycock, President, The Education Trust Before the U.S. House of Representatives Committee on Education and the Workforce Subcommittee on 21st Century Competitiveness, March 19, 2003.

²¹ Based on the preliminary analysis of PVAAS, there is a difference in student growth (as measured by PVAAS teacher specific reporting) for science in Pennsylvania's poorest schools.

- Strategic management of human capital (recruitment, hiring, retention, support); data by poverty and minority are not available
- School learning environments (climate); data by poverty and minority groups are not available
- Expenditures per student across poverty and minority groups

Years of Experience.²² At first glance, the number of Pennsylvania teachers and principals with one (1) year of experience appears to be quite small, until you compare the numbers and percentages between Pennsylvania's wealthiest and poorest schools. Pennsylvania defines an inexperienced teacher as one that has one year or less teaching experience. Pennsylvania's wealthiest school district buildings employed nearly one and one-third (1.3) times the number of teachers with one year teaching experience than did the state's poorest schools in 2013-14. Approximately 94% of Pennsylvania's teachers reported in the PIMS staff collection have three or more years teaching experience. The trend with respect to employing first year principals, however, is the opposite. Pennsylvania's wealthiest school district buildings employed nearly one and one-half (1.5) times the number of new principals in 2013-14. Similar to Pennsylvania's overall teaching workforce, about 97% of Pennsylvania's principals reported in the PIMS staff collection for 2013-14 have three years or more experience as a principal.

Pennsylvania's poorest charter schools employed one and one-half (1.5) times the number of teachers with one year or less teaching experience representing 28.7% and 19% respectively of the 1,015 first year charter school teachers reported in the PIMS staff collection. About 73% of Pennsylvania's charter school teachers were reported to have three or more years teaching experience. Altogether, Pennsylvania's charter schools reported employing only eight (8) principals with one year's experience; Pennsylvania's poorest charter schools reported employing three (3) times the number of first year principals compared to the wealthiest charter schools. Ninety-four percent (94%) of Pennsylvania's charter school principals were reported to have three or more years of experience as a principal.

Table 8 on the following page presents the number and percentage of Pennsylvania's school district teachers and principals with one year of experience, two years of experience and three or more years of experience; Table 9 presents similar data for Pennsylvania's charter school teachers and principals. Graphs 5 and 6 present the years of teaching experience in Pennsylvania's wealthiest and poorest school districts respectively in 2013-14. Graphs 7 and 8 present the principals' years of experience in Pennsylvania's wealthiest and poorest school districts respectively in 2013-14. Graphs 9 and 10 compare the years of teaching experience for Pennsylvania's wealthiest and poorest charter schools respectively in 2013-14, while graphs 11 and 12 compare

²² When a teacher leaves the employment of a school district or charter school, the number of years begin at one year when a teacher returns to a different school district or charter school. Therefore, it is not known whether a first year teacher reported in Tables 8 and 9 has additional teaching years in another LEA.

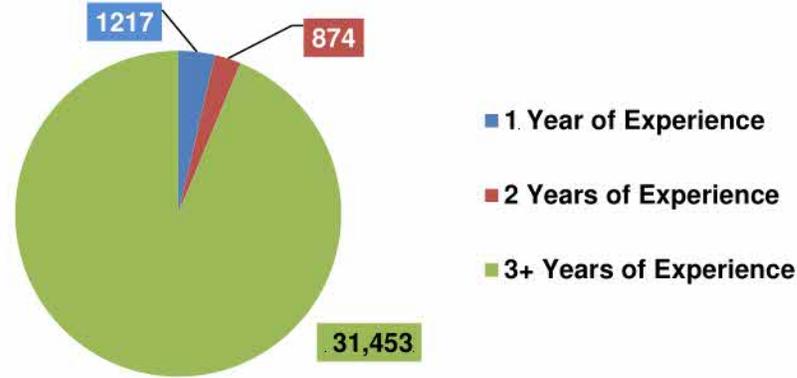
principals' years of experience for Pennsylvania's wealthiest and poorest charter schools respectively in 2013-14.

Ranges of Wealth	Wealth Quartile	Number of Teachers			Number of Principals		
		1 Year of Experience (% of n)	2 Years of Experience (% of n)	3+ Years of Experience (% of n)	1 Year of Experience (% of n)	2 Years of Experience (% of n)	3+ Years of Experience (% of n)
0.0 - 24.26	Wealthiest	1,217 (28.2%) ²³ (3.63%) ²⁴	874 (28.2%) (2.61%)	31,453 (29.1%) (93.77%)	26 (37.1%) (3.77%)	11 (33.3%) (1.60%)	652 (23.7%) (94.63%)
24.27-40.14	Mid-Wealth	1,101 (25.6%) (3.85%)	753 (24.3%) (2.63%)	26,790 (24.8%) (93.53%)	13 (18.6%) (1.83%)	8 (24.2%) (1.13%)	688 (25.0%) (97.04%)
40.15-58.05	Mid-Poor	992 (23.0%) (3.86%)	689 (22.3%) (2.68%)	24,013 (22.2%) (93.46%)	13 (18.6%) (1.82%)	7 (21.2%) (.98%)	693 (25.2%) (97.19%)
58.06-100.0	Poorest	950 (22.1%) (3.60%)	744 (24.0%) (2.82%)	24,697 (22.8%) (93.58%)	18 (25.7%) (2.56%)	7 (21.2%) (1.00%)	678 (24.6%) (96.44%)
Poverty Not Reported		48	35	1,158	0	0	44
Total Teachers/ Total Principals		4,308 (3.7%)	3,095 (2.7%)	108,111 (93.6%)	70 (2.4%)	33 (1.2%)	2,755 (96.4%)
State Total Teachers/ Principals	115,514				2,858		

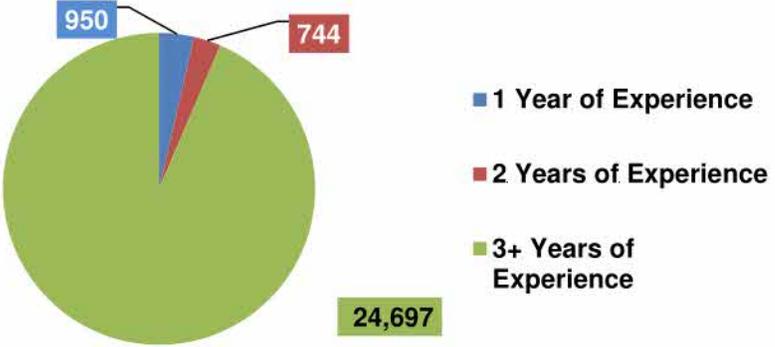
²³ Percent in each cell's second row represents the overall percent of teachers or principals compared to the total with the same number of years of experience. ...

²⁴ Percent in each cell's third row represents the overall percent of teachers or principals compared to the total number of teachers or principals within each range of wealth.

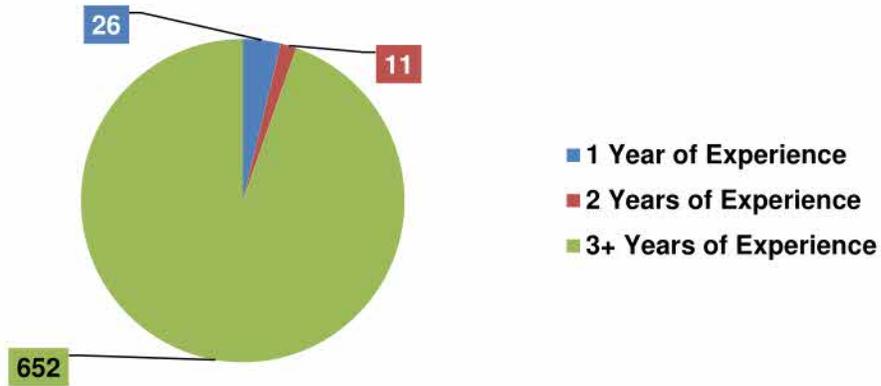
Graph 5. Years of Teaching Experience for Teachers in Pennsylvania's Wealthiest School District Buildings in 2013-14



Graph 6. Years of Teaching Experience for Teachers in Pennsylvania's Poorest School District Buildings in 2013-14



Graph 7. Principals' Years of Experience in Pennsylvania's Wealthiest School District Buildings 2013-14



Graph 8. Principals' Years of Experience in Pennsylvania's Poorest School District Buildings 2013-14

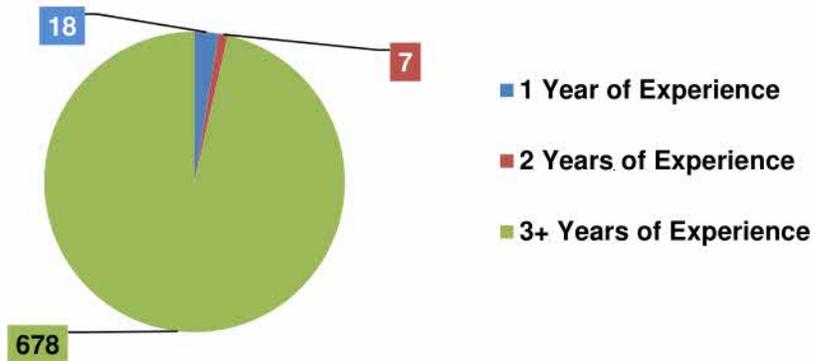
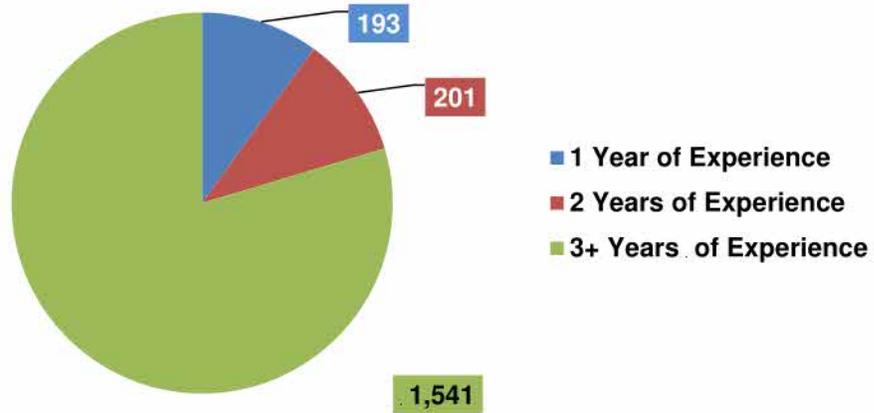


Table 9. Pennsylvania Charter School Teachers and Principals Years of Experience as of 2013-14 School Year							
		Number of Teachers			Principals		
Ranges of Wealth	Wealth Quartile	1 Year of Experience (% of n)	2 Years of Experience (% of n)	3+ Years of Experience (% of n)	1 Year of Experience (% of n)	2 Years of Experience (% of n)	3+ Years of Experience (% of n)
0.0 - 51.75	Wealthiest	193 (19.0%) ²⁵ (9.97%) ²⁶	201 (20.1%) (10.39%)	1,541 (27.9%) (79.64%)	1 (12.5%) (2.32%)	0 (0.00%) (0.00%)	42 (21.5%) (97.67%)
51.76-71.62	Mid-Wealth	240 (23.6%) (11.48%)	199 (19.9%) (9.52%)	1,652 (29.9%) (79.01%)	2 (25%) (3.00%)	4 (100.00%) (5.8%)	63 (32.3%) (91.30%)
71.63-84.375	Mid-Poor	290 (28.6%) (15.41%)	321 (32.1%) (17.06%)	1,271 (23.0%) (67.53%)	2 (25%) (5.00%)	0 (0.00%) (0.00%)	38 (19.5%) (95.00%)
84.375-100.0	Poorest	286 (28.7%) (17.82%)	278 (27.8%) (17.32%)	1,041 (18.8%) (64.86%)	3 (37.5%) (5.88%)	0 (0.00%) (0.00%)	48 (24.6%) (94.11%)
Poverty Not Reported		6	2	26	0	0	4
Total Teachers/ Total Principals		1,015 (13.4%)	1,001 (13.3%)	5,531 (73.3%)	8 (3.9%)	4 (1.9%)	195 (94.2%)
State Total Teachers/ Principals	7,547				207		

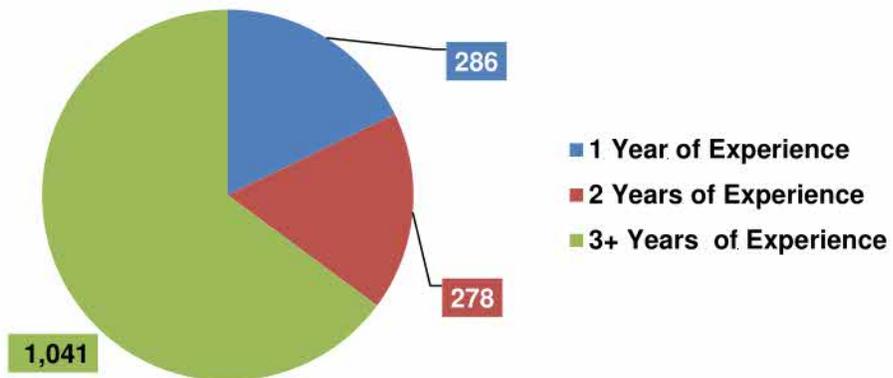
²⁵ Percent in each cell's second row represents the overall percent of teachers or principals compared to the total with the same number of years of experience.

²⁶ Percent in each cell's third row represents the overall percent of teachers or principals compared to the total number of teachers or principals within each range of wealth.

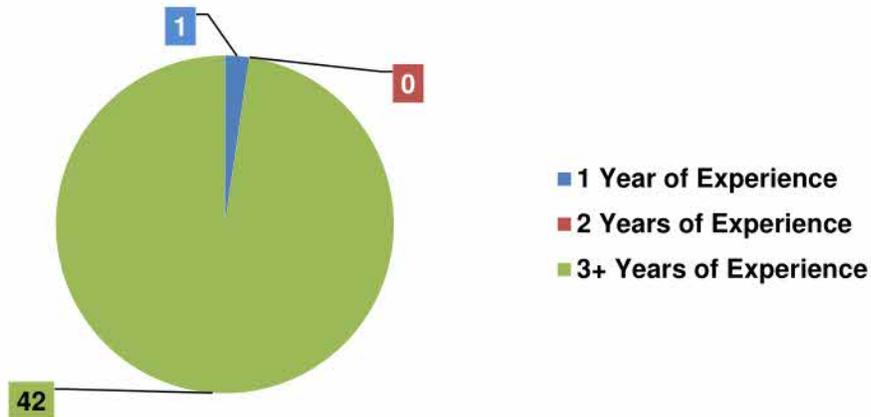
Graph 9. Years of Teaching Experience in Pennsylvania's Wealthiest Charter Schools 2013-14



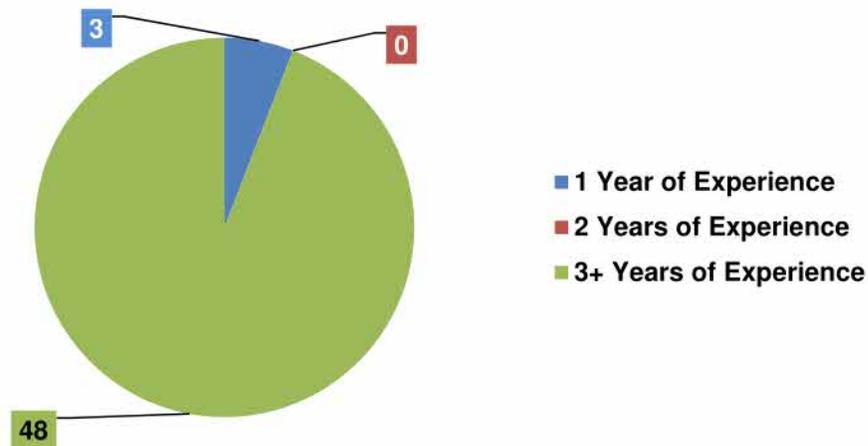
Graph 10. Years of Teaching Experience in Pennsylvania's Poorest Charter Schools 2013-14



Graph 11. Principals' Years of Experience in Pennsylvania's Wealthiest Charter Schools 2013-14



Graph 12. Principals' Years of Experience in Pennsylvania's Poorest Charter Schools 2013-14



SAS EVAAS conducted a preliminary analysis of teacher effectiveness (as measured by PVAAS teacher specific reporting) and the number of years of teaching experience for each state tested subject/grade/Keystone. From the preliminary analyses for PSSA mathematics and reading in grade levels 4 to 8, science grades 4 and 8 and Keystone algebra and biology examinations it appears that there is *not* a significant relationship between the number of years of teaching experience and student growth (as measured by PVAAS teacher specific reporting). There *does* appear to be a small relationship with the Keystone literature examination. There is a slight increase in value-added measures for teachers, who have more years of teaching experience.

Teacher Salaries. An analysis was done to determine if a salary differential exists between Pennsylvania's wealthiest/poorest and lowest/highest minority schools that might contribute to Pennsylvania's poorest and highest minority schools being able to compete for or retain the most effective and qualified teachers. Teacher salary data were analyzed using salaries for first year teachers and teachers with more than one year of service.

When all school district salaries are taken into account, the average salary for a first year teacher in Pennsylvania's wealthiest schools is only \$708.34 higher than the average first year teacher in Pennsylvania's poorest schools, \$44,333.04 and 43,624.70 respectively. Pennsylvania's maximum salary in the state's poorest schools is \$1,343 higher than the maximum salary in the state's wealthiest schools. However, the maximum salary paid in the state for first year teachers is \$85,622, which was reported by one of the schools classified as mid-wealth. When Philadelphia School District salaries are excluded from the salary analysis, the mean salary for first year teachers in Pennsylvania's poorest schools falls from \$43,624.70 to \$41,796.43, a reduction of \$1,828.27. The average salary for Pennsylvania's lowest minority schools is \$693.15 less than the average salary for Pennsylvania's poorest schools. When average salaries for Philadelphia School District first year teachers are excluded from the analysis, the average in the state's lowest minority schools is no longer the smallest, \$42,567.82 and \$41,796.43 respectively. When Philadelphia teacher salaries are excluded from the analysis, the lowest average salary is not in Pennsylvania's poorest schools; instead, the average salary is the lowest (\$59,344.30) in the mid-poor districts where poverty percentages fall within poverty ranges 40.15 percent to 58.05 percent.

Based on the salary data reported by charter schools, the average salary of first year charter school teachers teaching in the poorest charter schools is \$9,289.46 higher than the average salary paid by the wealthiest charter schools. The maximum salary reported by charter schools in 2013-14 was \$50,986, which was reported by one of the poorest charter schools. The average salary paid to first year charter school teachers is smaller than other LEA averages as evidenced by the green bars in Graph 13 below. The human resource administrators speculated that the salary differential for first year teachers and teachers with more than one year of teaching experience that exists between the wealthiest and poorest schools is not a major detriment in their recruitment or hiring of qualified and effective teachers. Table 10 lists salary means for teachers with one year of teaching experience and more than one year teaching experience disaggregated by LEA samples for school year 2013-14.²⁷ The effect size for the difference in mean salaries for first year teacher salary were large to medium when mean salaries were compared between Pennsylvania's highest and lowest minority percentage groups for the school districts sample excluding Philadelphia School District; the effect size was a medium difference when Pennsylvania's mid-minority schools were compared to lowest minority schools for the district sample that excluded Philadelphia School District.

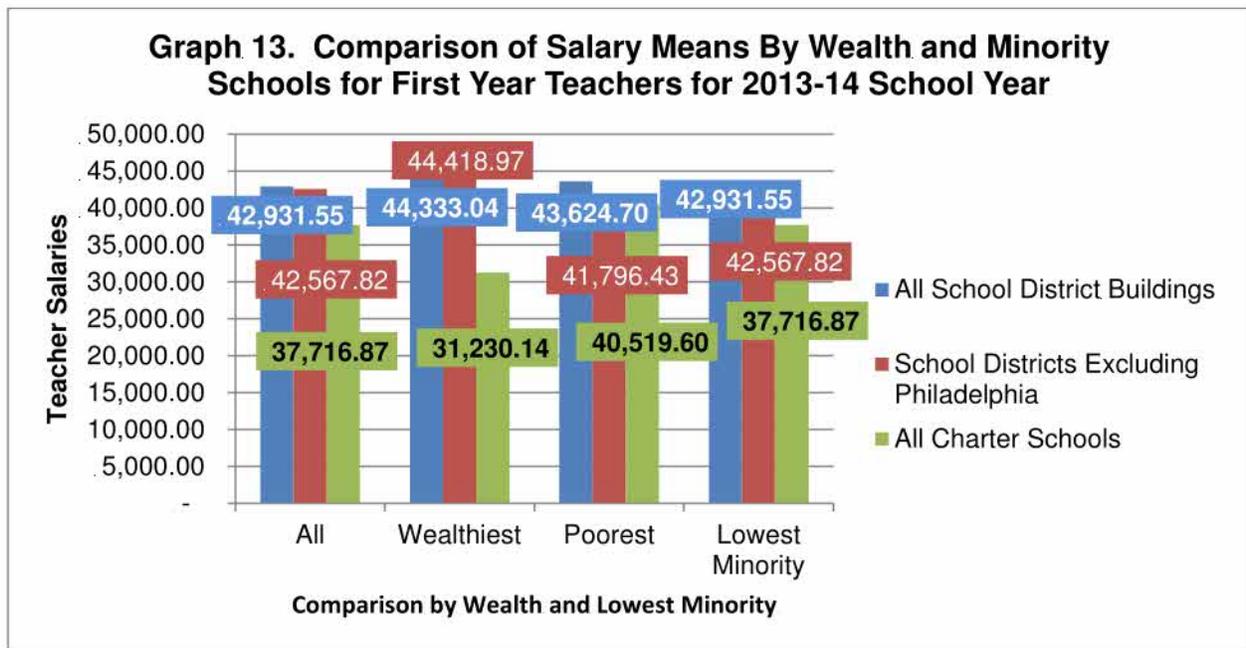
Table 10. Comparison of Salary Means Based on Years of Teacher Experience Disaggregated by School Wealth and Percentage of Minority Enrollments for 2013-14 School Year

Teachers with One Year Teaching Experience						
Samples	All	Wealthiest	Poorest	All	Lowest Minority	Highest Minority
All School District Buildings	42,931.55 (419 school buildings)	44,333.04 (419 schools) (0.00%-23.745%)	43,624.70 (419 schools) (56.331%-100.00%)	42,937.07 (1,673)	39,391.71 (412 schools) (6.19%-0.00%)	46,090.25 (420 schools) (31.60%-100.00%)
School Districts Excluding Philadelphia	42,567.82 (1,587 schools)	44,418.97 (397 schools) (0.00%-22.82%)	41,796.43 (396 schools) (52.341%-100.00%)	42,577.63 (1,585)	39,325.58 (1,587 schools) (0.00%-5.89%)	44,945.85 (397 schools) (27.0%-100.00%)
All Charter Schools	37,716.87 (141 schools)	31,230.14 (35 schools) (0.00%-53.13%)	40,519.60 (35 schools) (85.151%-100.00%)	37,560.98 (131 schools)	42,528.55 (33 schools) (99.20%-100.00%)	30,849.91 (32 schools) (35.99%-0.00%)

²⁷ While the maximum salaries and the mean salaries resulting from the data analysis appear realistic and logical, several minimum salaries reported (\$3,500 and \$6,500) are cause to question the accuracy or consistency of salary reporting.

Teachers with More than One Year Teaching Experience						
Samples	All	Wealthiest	Poorest	All	Lowest Minority	Highest Minority
All School District Buildings	63,981.96 (2,806 school district buildings)	69,732.09 (701 schools) (0.00%-24.3675%)	64,308.59 (419 schools) (58.096%-100.00%)	63,951.86 (2,790 schools)	56,818.83 (682 schools) (0.00%-5.69%)	67,796.36 (698 schools) (34.20%-100.00%)
School Districts Excluding Philadelphia (498)	63,360.22 (2,593 schools)	70,125.81 (649 schools) (0.00%-23.24%)	60,983.03 (648 schools) (52.685%-100.00%)	63,328.79 (2,579 schools)	39,325.58 (634 schools) (0.00%-5.39%)	66,487.99 (645 schools) (26.40%-100.00%)
All Charter Schools	45,221.30 (172 schools)	40,934.30 (35 schools) (0.00%-52.21%)	46,936.84 (35 schools) (84.4175%-100.00%)	44,931.31 (153 schools)	41,141.42 (38 schools) (0.00%-32.49%)	49,045.64 (39 schools) (98.70-100.00%)

The salary values for teachers with more than one year of experience were higher than the salary reported for first year teachers in 2013-14 school year. Graph 13 compares the salary means across Pennsylvania's wealthiest, poorest and highest minority schools for teachers with one year experience.

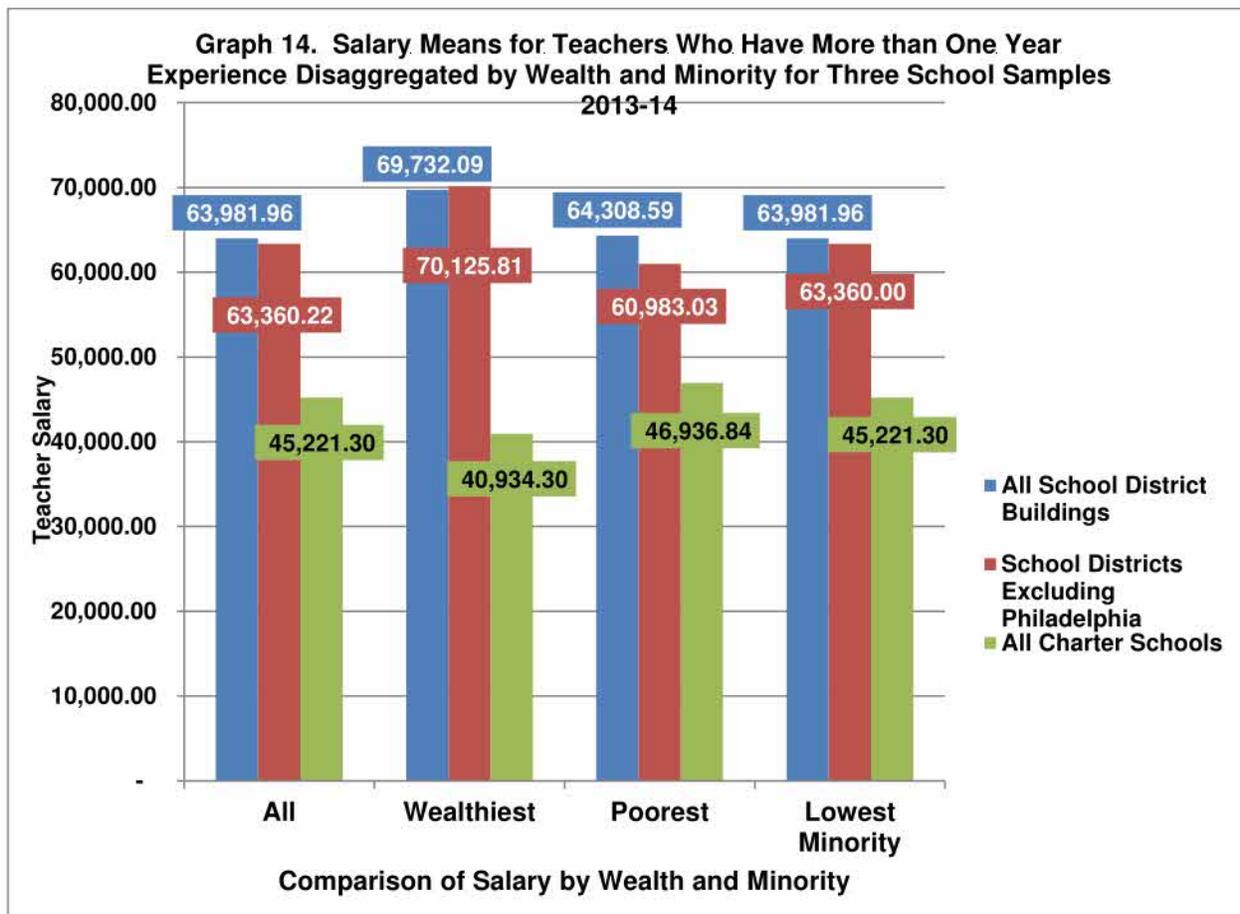


An analysis was done to determine if a salary differential exists between Pennsylvania's wealthiest and poorest schools that might contribute to the poorest schools' abilities to compete for or retain the most effective, experienced and qualified teachers. Although there was a modest difference between the average salaries for first year teachers teaching in Pennsylvania's wealthiest and poorest schools, the same condition does not exist when the average salaries for experienced teachers are examined.

The difference between the average salaries for the wealthiest and poorest Pennsylvania schools is the greatest when Philadelphia School District teacher salaries are excluded from the analysis. A difference of \$9,142.78 exist when the average salaries of teachers with more than one year of experience in Pennsylvania's wealthiest and poorest schools are compared, \$70,125.81 and \$60,983.03 respectively. The average salary in the lowest minority schools is \$63,360.00 when

Philadelphia teacher salaries are excluded; this average is \$2,376.97 higher than the average salary in the poorest schools. When Philadelphia teacher salaries are included in the analysis to determine if a difference exists in the average salary between all of the wealthiest and all of the poorest schools, the difference is \$5,423.50, about one-half of the difference when Philadelphia salaries are excluded. The maximum salary reported for all teachers (includes Philadelphia salaries) with more than one year experience in the state's wealthiest schools is \$99,546, nearly \$7,000 more than the maximum salary reported in the poorest schools. Likewise, the average salary for teachers in the lowest minority schools is smaller than the average salary in Pennsylvania's poorest schools, \$63,981.96 and \$64,308.59 respectively. However, when Philadelphia teacher salaries are excluded from the analysis, the average salary in Pennsylvania's lowest minority schools is \$2,376.97 higher than the average in Pennsylvania's poorest schools. This appears to indicate that the salaries paid to Philadelphia teachers with more than one year teaching experience is higher than in other poor Pennsylvania districts.

The average teacher salaries paid by charter schools lag behind the average salaries paid by the wealthiest and poorest school districts, almost \$30,000 and \$17,371.75 respectively. The group of charter schools that have the highest average salary for teachers with more than one year experience fall within the mid-poor charter schools where the poverty percentages range from 71.63 percent to 85.37 percent. This group of charter schools reported the highest salary of \$64,338. Graph 14 compares mean salaries for all school district buildings, school districts excluding Philadelphia School District and charter schools.

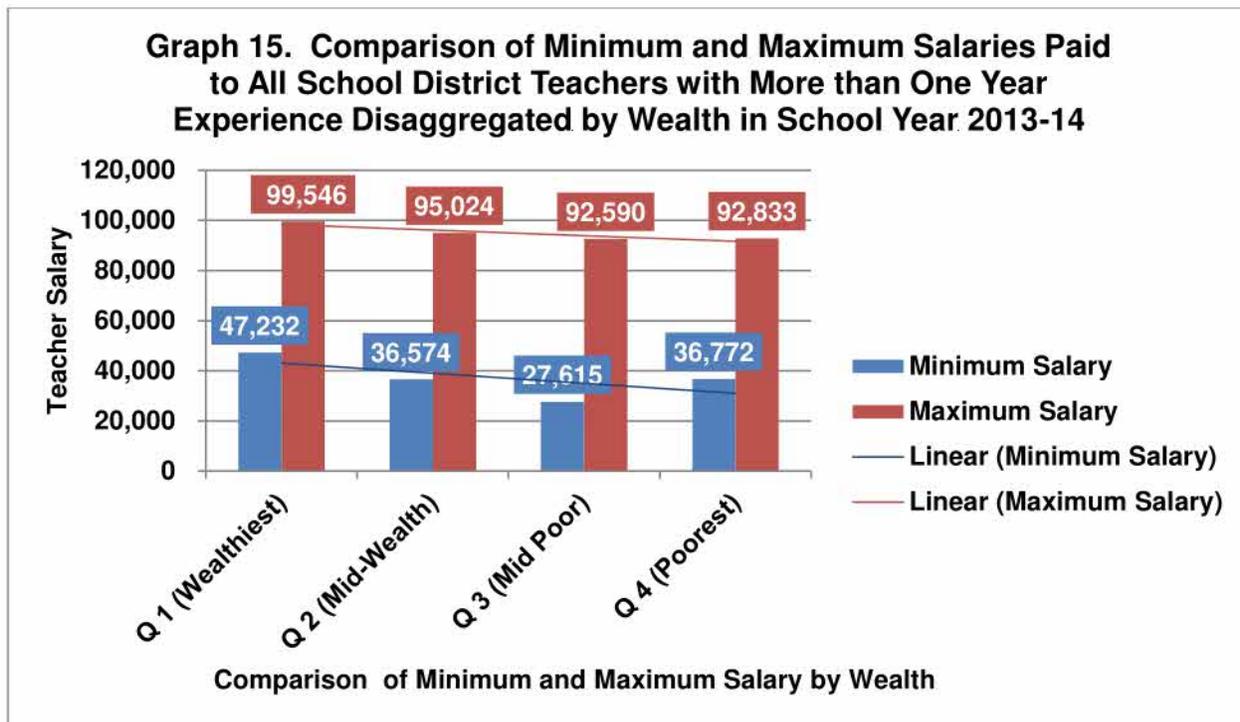


A closer look at the average salaries for teachers, who have more than one year experience, the lowest average salary does not fall among Pennsylvania's poorest schools; instead, the average salary is the lowest (\$59,299.79) in the mid-poor districts where poverty percentages fall within the poverty ranges 40.15 percent to 58.05 percent. Table 11 compares minimum and maximum salaries

paid to teachers with more than one year experience in school year 2013-14 reported in the all school districts sample. Likewise, Graph 15 displays the minimum (represented by the blue bars and the blue trend line) and maximum salaries (represented by the red bars and red trend line) for teachers with more than one year experience in 2013-14 school year.

Table 11. Comparison of Minimum and Maximum Salaries by Wealth and Minority Distributions for Teachers with More than One Year Experience in 2013-14 School Year

Wealth Distribution	Minimum Salary for the All School Districts Sample	Maximum Salary for the All School Districts Sample	Difference between Maximum and Minimum Salary
Wealthiest (0.00%-24.3675%) 701	\$47,232	\$99,546	+ \$52,314
Mid-Wealth (24.3676%-40.15%) 703	36,574	95,024	+ 58,450
Mid Poor (40.151%-58.095%) 701	27,615	92,590	+ 64,975
Poorest (58.096%-100.00%) 701	36,772	92,833	+ 56,061
Total (2,806)	27,615	99,546	+ 71,931
Minority Distribution	Minimum Salary for the All School Districts Sample	Maximum Salary for the All School Districts Sample	Difference between Maximum and Minimum Salary
Highest Minority (34.20%-100.00%) 698	\$40,287	\$95,024	+54,737
Upper Mid Minority (13.45%-34.19%) 697	43,476	99,546	+ 56,070
Lower Mid Minority (5.70%-13.44%) 713	38,458	97706	+ 59,248
Lowest Minority (5.69%-0.00%) 682	27,615	81,719	+ 54,104
Total (2,790)	27,615	99,546	+ 71,931



Teacher Turnover. In addition to analyzing the years of experience teaching, Pennsylvania analyzed teacher turnover. The PIMS October 2013 data reported by all Pennsylvania LEAs was used to analyze teacher turnover.²⁸ LEAs report teachers who are no longer employed in the district; educators who retire, die, resign, or otherwise leave the district are included in the turnover data. The average rate of teacher turnover for Pennsylvania’s school district buildings is 6.2%. The average rate of teacher turnover for Pennsylvania’s wealthiest school buildings is 4.91%, while the average rate of teacher turnover for Pennsylvania’s poorest school district buildings is 8% nearly two times the rate of turnover in the wealthiest district buildings. The average rate of teacher turnover in Pennsylvania’s poorest charter schools is nearly two times as high as the rate in the wealthiest charter schools, 21.40% and 10.84% respectively.

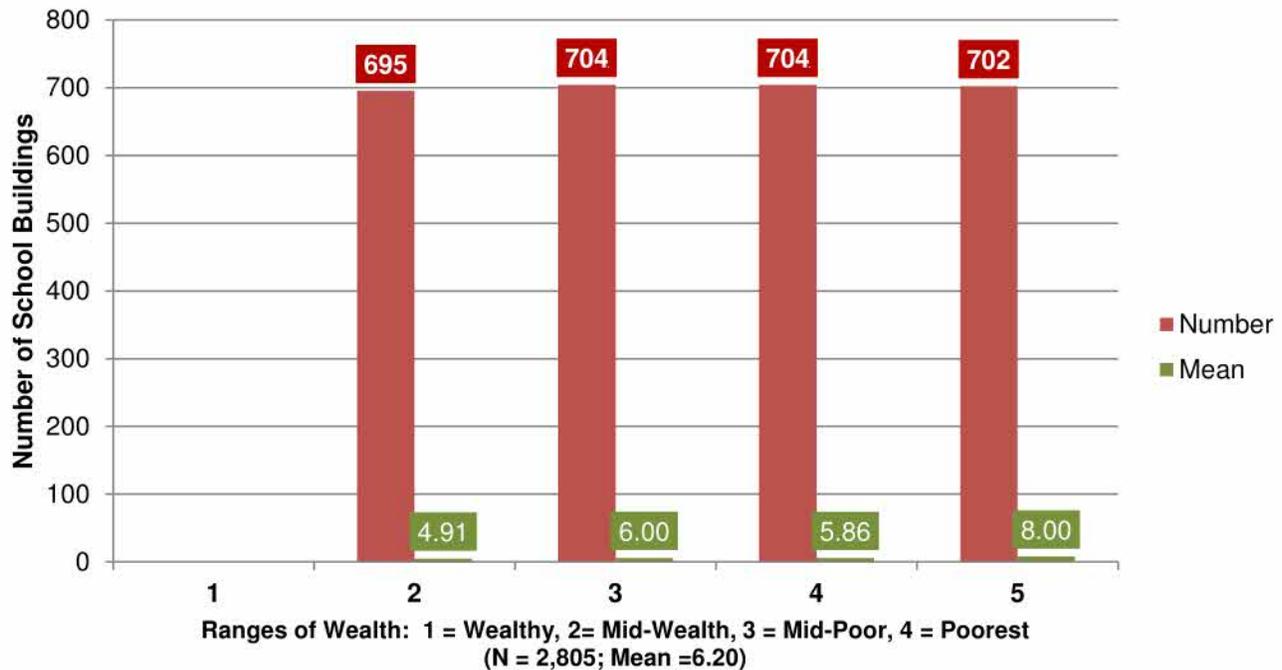
When the minority makeup of the student body is taken into account to analyze teacher turnover, the turnover rate for all of Pennsylvania’s 697 highest minority school district buildings is about 1.4 times higher than it is for Pennsylvania’s 682 lowest minority school buildings. The average rate of turnover for all of Pennsylvania’s 2,792 school buildings taking into consideration the minority composition of the student body is 6.21%. When Philadelphia School District buildings are removed from the teacher turnover analysis, the average rate of teacher turnover is about the same regardless of the minority composition of the buildings, 5.60%, 5.81% and 5.68% respectively. The average rate of teacher turnover in Pennsylvania’s highest minority charter schools is 2.6 times higher than the average turnover rate in the lowest minority charter schools (23.79% and 9.08% respectively). Table 12 reports the teacher turnover rates by wealth and minority for all three school samples for 2013-14 school year. Graph 16 represents the mean percentage of teacher turnover in all school districts by wealth, Graph 17 reports the mean percentage of teacher turnover by wealth in charter schools and Graph 18 presents the mean percent of teacher turnover by minority for all three school samples.

²⁸ PA does not collect the number of days a teacher or principal is absent during a school year or the reasons why teachers or principals leave a school district or charter school.

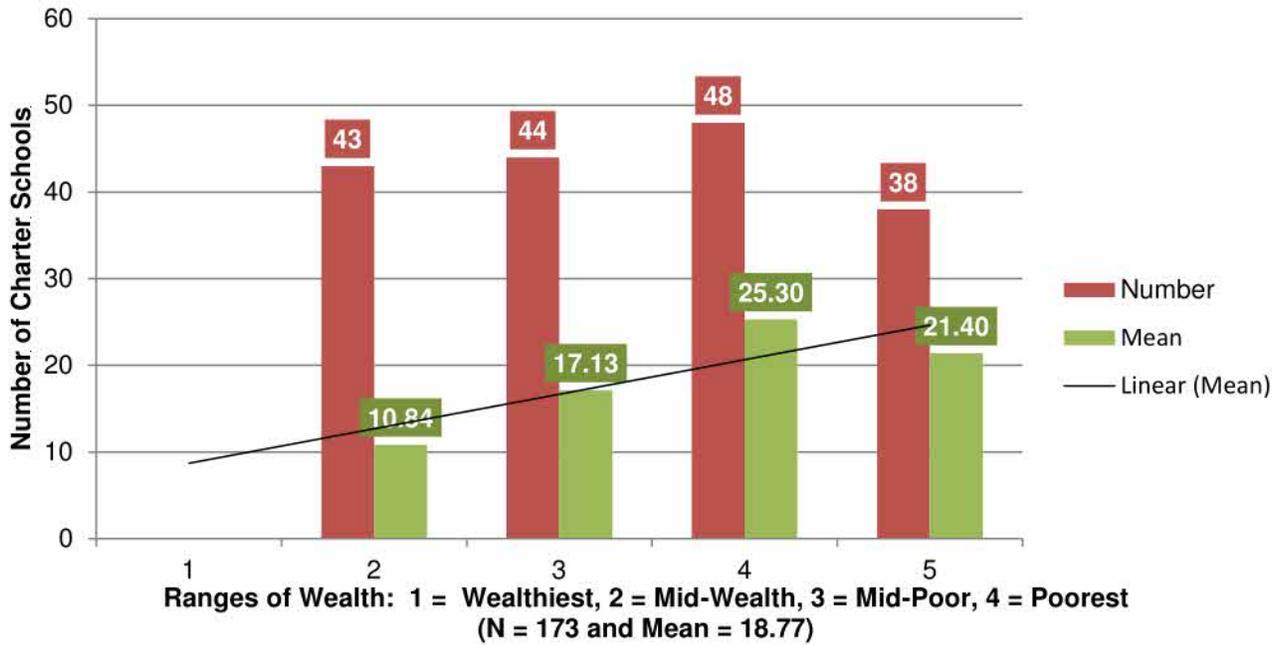
Table 12. Teacher Turnover Rates by Wealth and Minority in School Year 2013-14

Samples	All	Wealthiest	Poorest	All	Lowest Minority	Highest Minority
All School District Buildings	6.2% (2,805 school district buildings)	4.91% (695 school district buildings)	8% (702 school district buildings)	6.21% (2,792 school district buildings)	5.91% (682 school district buildings)	8.10% (697 school district buildings)
School Districts Excluding Philadelphia (498)	5.58% (2,592 school district buildings)	4.83% (641 school district buildings)	5.99% (650 school district buildings)	5.60% (2,580 school district buildings)	5.81% (634 school district buildings)	5.68% (645 school district buildings)
All Charter Schools	18.77% (173 schools)	10.84% (43 schools)	21.40% (38 schools)	18.05% (154 schools)	9.08% (38 schools)	23.79% (38 schools)

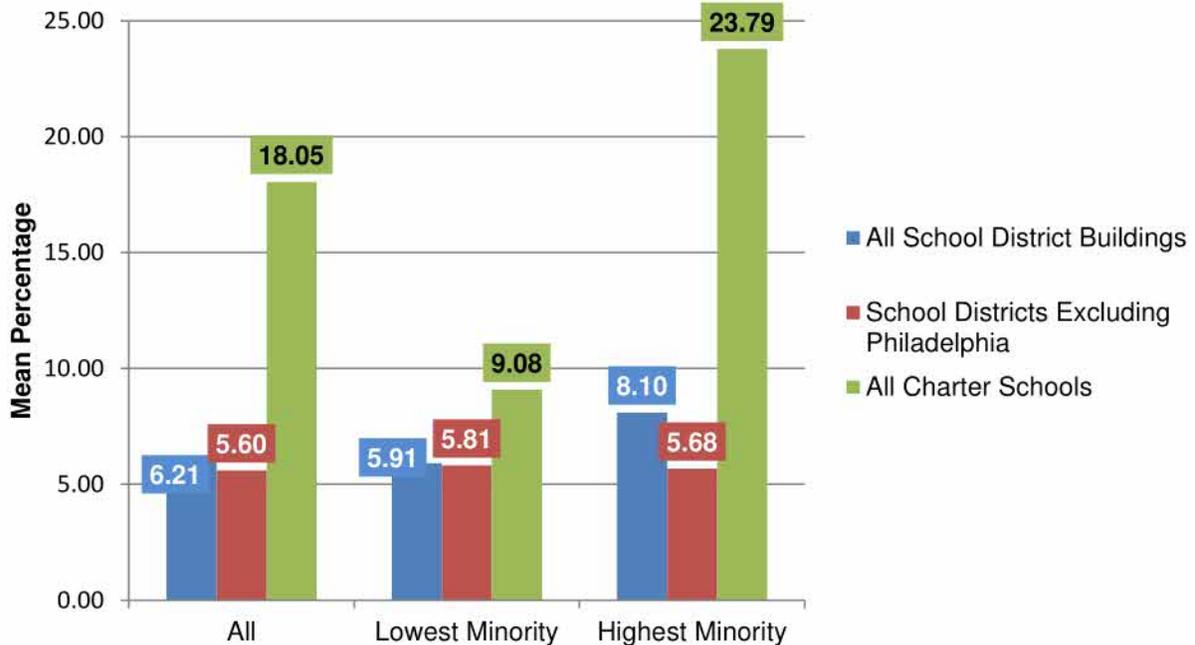
Graph 16. Mean Percentage of Teacher Turnover by Wealth in Pennsylvania School District Buildings in 2013-14 School Year



Graph 17. Mean Percentage of Pennsylvania Charter School Building Teacher Turnover by Wealth in 2013-14 School Year



Graph 18. Mean Percentage Rate of Teacher Turnover by Minority for 2013-14 School Year



Strategic Management of Human Capital. Strategic management of human capital in school districts and charter schools relates to the processes and procedures of recruiting, hiring, retaining and supporting teachers, principals and other staff. Information or data related to school district and charter school management of their human capital is not submitted to PDE. Consequently, it was essential for school human resource administrators to identify gaps that exist when their districts recruit, hire, retain and support effective educators. Some of the equity gaps and root causes identified for recruitment and hiring also were identified as gaps and root causes for school learning

environment. The equity gaps, root causes and ways to measure stemming from the human relations personnel administrators are included in the concept maps that were developed by a representative group of human resource personnel administrators.

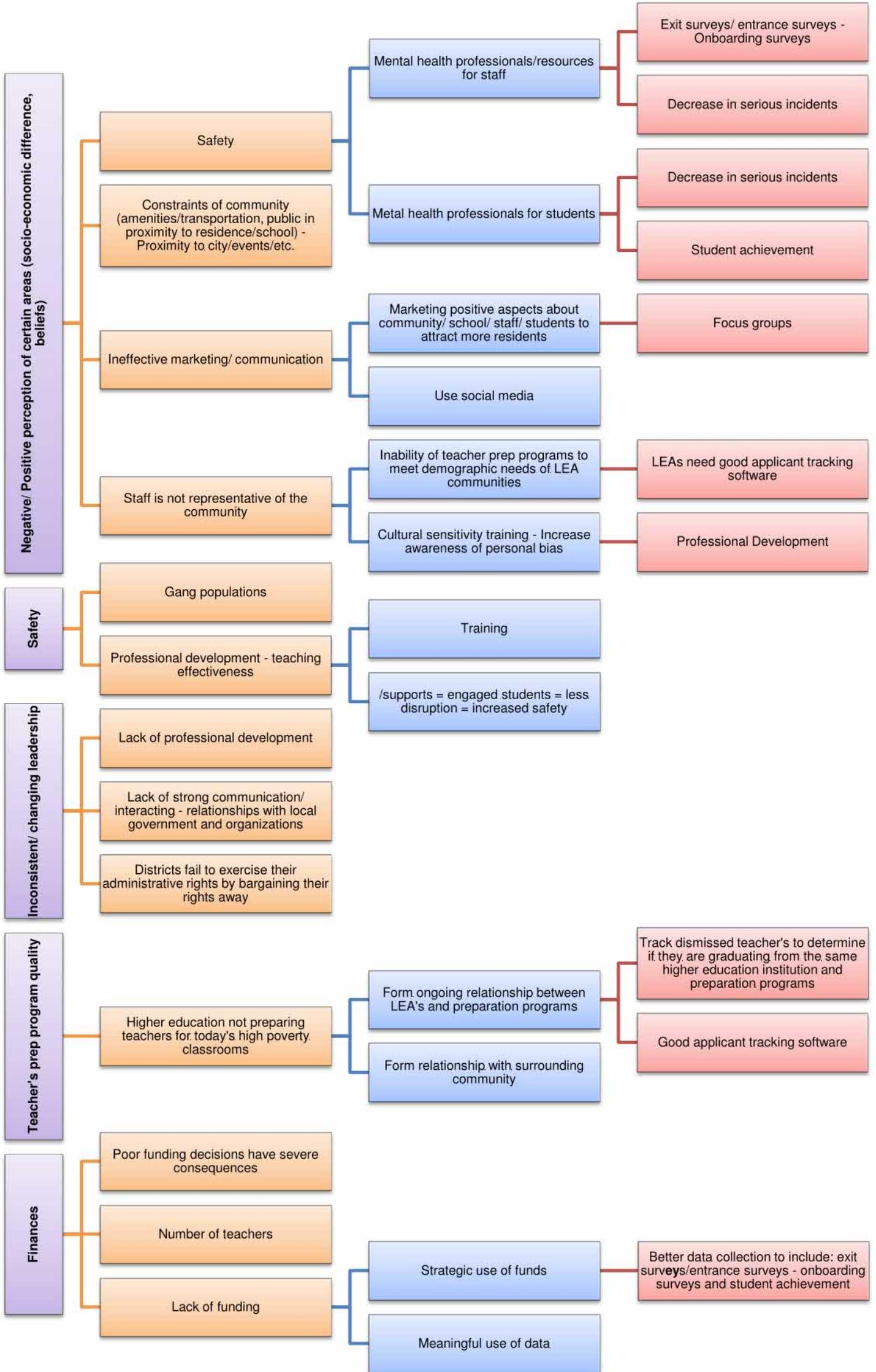
Due to the absence of data and information about a school’s learning environment, PDE convened a working group of volunteer human resource personnel and administrators to assist in identifying equity gaps, likely causes, strategies to remediate the gaps and measures PDE can use to determine progress in remediating identified equity gaps. A listing of the human resource administrators invited to participate in a day-long working session is included in Appendix C; individuals, who attended, are shaded light grey. Appendix D contains the day’s agenda.²⁹

Each of the concept maps (climate, recruiting/hiring and retaining/supporting teachers and principals) developed by school district human resource personnel is included on the following pages. The following colors are used in the maps to designate equity gaps, root causes, strategies and metrics:

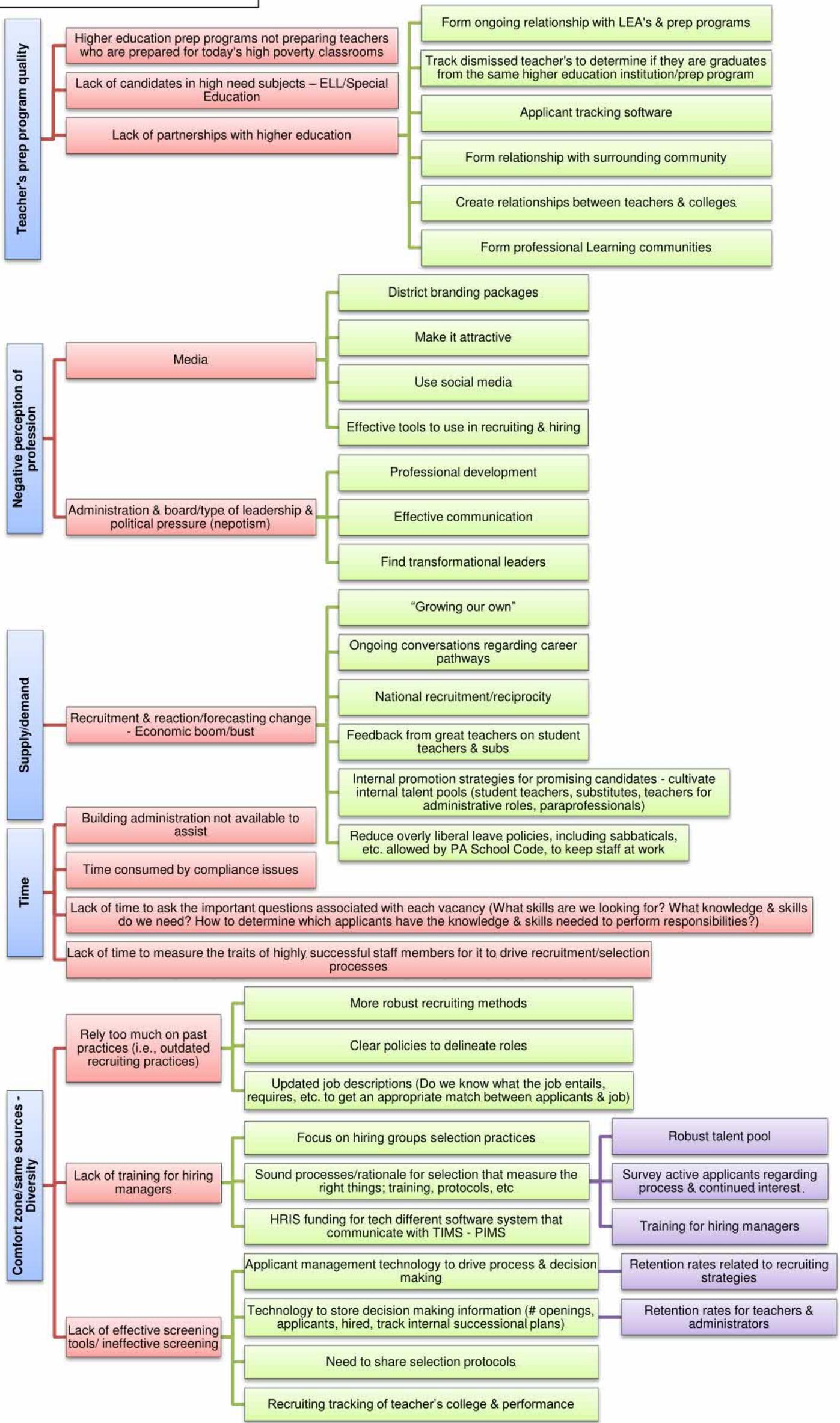
Concept Maps	Colors for Each			
	Equity Gaps	Root Causes	Strategies	Metrics
Climate	Purple	Tan	Blue	Pink
Recruiting and Hiring	Light Blue	Pink	Lemon-Lime	Purple
Retaining and Supporting	Light Blue	Pink	Lemon-Lime	Purple

²⁹ School districts and charter schools report to PDE in areas related to safety; data associated with a school’s learning environment are not part of the PIMS annual data collection. Instead, LEAs report on things like assaults on other students and staff; robbery; terroristic threats; disorderly conduct; possession of weapons; sanctions and adjudication, etc. A copy of Pennsylvania’s Safe Schools – Statewide Report for the 2013-14 school year is included in Appendix F.

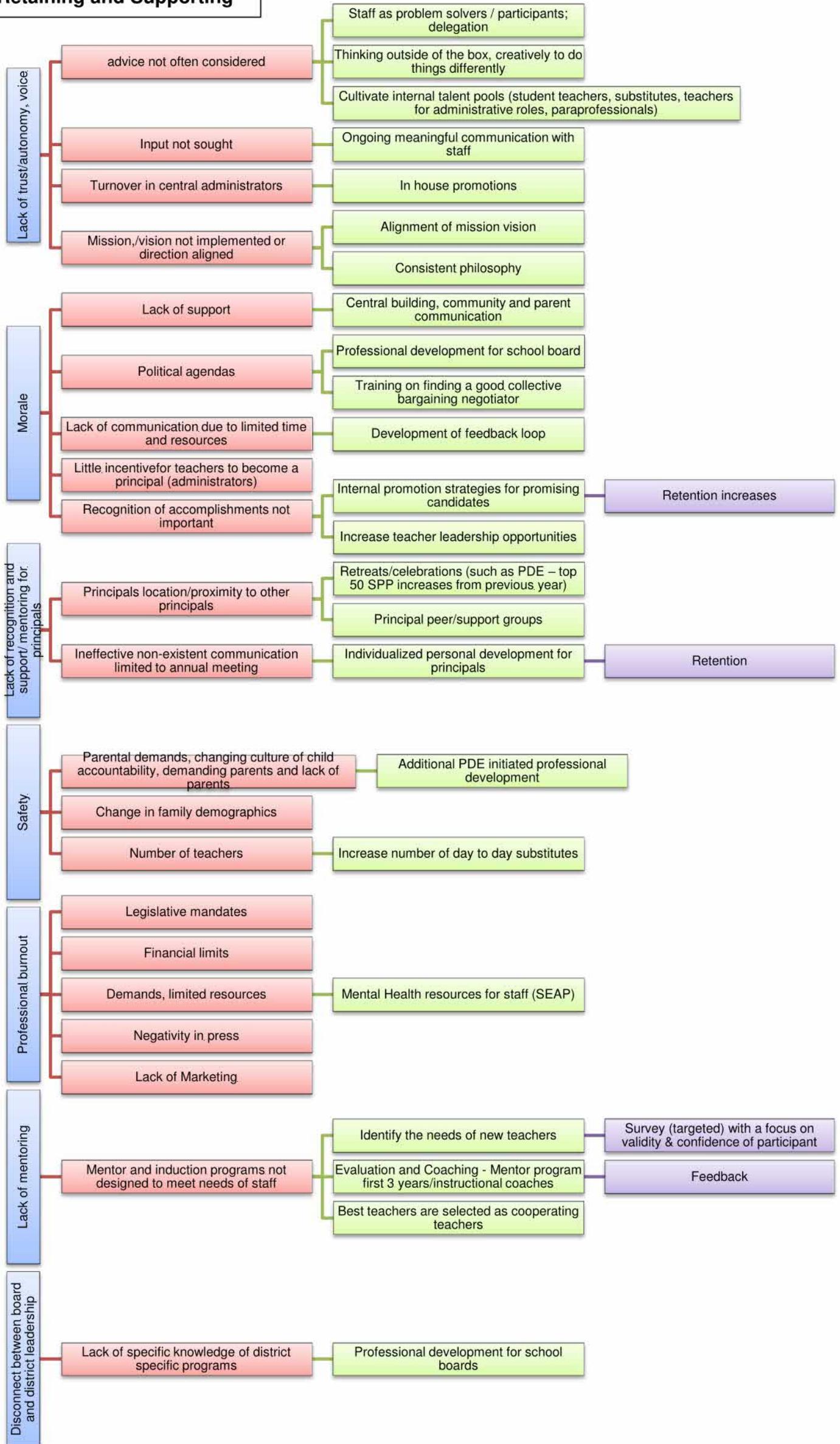
Climate



Recruiting and Hiring



Retaining and Supporting



Educator Effectiveness. The Pennsylvania Legislature passed Act 82 of 2012³⁰ which implemented a new educator effectiveness system for professionals and temporary professionals in Pennsylvania's school districts; none of the provisions of Act 82 of 2012 apply to Pennsylvania charter schools. New evaluation forms were implemented on a staggered basis for each type of educator being evaluated. The new evaluation system was implemented for all classroom teachers in the 2013-14 school year and for principals, school leaders and non-teaching temporary and professional employees during the 2014-15 school year.

Statewide, evaluation data reported by school districts and charter schools, show that 98.40% and 96.99% of all school district teachers and principals respectively who were evaluated during the 2013-2014 school year received a "Satisfactory" rating. The statewide evaluation results show that for charter school teachers and principals who were evaluated during the 2013-14 school year 96.31% and 91.19% respectively received a "Satisfactory" rating. Table 13 below provides a more detailed look at the evaluation results for charter school and school district teachers and principals.

Since the percentages of teachers and principals who received a "Satisfactory" rating were so high, no further analysis was conducted to look at differences between Pennsylvania's wealthiest/poorest schools and highest/lowest minority schools.

Finally, even though 2013-14 school year was the first time teachers were evaluated using performance levels of "Distinguished," "Proficient," "Needs Improvement," and "Failing," school districts were not prepared to report the number of teachers who earned each of these performance levels. Therefore, they were instructed to report the number of teachers and principals who were rated "satisfactory" or "unsatisfactory."³¹ The number of teachers receiving each performance level will be reported for the 2014-15 school year.

For PSSA mathematics and reading in grades 4 to 8, it appears that there is *not* a significant relationship between the poverty level of the school and student growth (as measured by teacher specific reporting). While there may be a small relationship in some grades, there is no relationship between poverty level and student growth in certain grades, while in others the relationship may be a little more pronounced. This little to no relationship when looking at mathematics and reading results in schools of all poverty levels leads to a similar distribution of teacher effectiveness levels, which seems to indicate equity of teacher effectiveness across regardless of a school's poverty level.³²

It is apparent that students in Pennsylvania's higher poverty schools are not making as much progress (as defined by PVAAS teacher specific reporting) in PSSA Science 4 and 8 and the 3 Keystone examinations (Algebra I, biology, literature) compared to Pennsylvania's low poverty schools. In the 3 Keystone examinations this appears to be a gradual relationship, but in science it appears that the highest poverty schools have students making a lot less growth and not as much of a difference among the other groups of schools.³³

³⁰ The overarching goal of Pennsylvania's new educator evaluation system (24 P.S. § 11-1123) is to improve student achievement by focusing on the effectiveness of teacher, principal and non-teaching temporary and professional employees. It is intended that the system will provide summative scores for accountability purposes, inform decisions about tenure or dismissal, identify educators in need of remediation and provide formative feedback to improve practice.

³¹ School districts were informed that for the 2014-15 school year they will be expected to report the aggregate number of teachers and principals who were rated at each of the four performance levels of "Distinguished," "Proficient," "Needs Improvement," and "Failing."

³² These are results from a preliminary analysis of teacher effectiveness (as measured by PVAAS teacher reporting); further analyses and discussion will continue.

³³ Ibid.

Table 13. Pennsylvania's Teacher and Principal Evaluation Results 2013-14 School Year				
	Charter Schools³⁴	Percentage	School Districts	Percentage
Number of LEA's in Pennsylvania	176	100%	499	100%
Classroom Teachers				
Number Identified	4,528	100%	104,504	100%
Number Rated as Satisfactory	4,361	96.31%	102,836	98.40%
Number Rated as Unsatisfactory	69	1.05%	183	.18%
Number Not Rated	98	2.16%	1,485	1.42%
Principals				
Number Identified	172	100%	3,026	100%
Number Rated as Satisfactory	158	91.19%	2,935	96.99%
Number Rated as Unsatisfactory	4	2.32%	21	.69%
Number Not Rated	10	5.81%	70	2.31%

Expenditures Per Student. Recent articles highlight the need for equitable education spending for states to level out the amount of local and state funds that are spent per student to educate students from the poorest and highest minority schools across the nation. In HOMEROOM, the official blog of the United States Department of Education, Secretary Duncan “called on Pennsylvania to step up and fund education.”³⁵

Pennsylvania has a -33.5% difference between the 2011-12 expenditures (minus federal revenue other than impact aid per pupil in membership)³⁶ by high- and low-poverty districts. The following Pennsylvania expenditures were extracted from tables that list all 50 states and the District of Columbia (see Appendix G for a complete table of each state's 2011-12 expenditures based on poverty and race/ethnicity that are ranked from high to low). Based on the U.S. Department of Education's 2011-12 data, Pennsylvania's per student expenditures exceed the average calculated for the entire United States across all of the levels of wealth reported in Table 14; there is a difference between the per student expenditures between Pennsylvania's wealthiest and poorest schools, a pattern that is also similar for the average calculated for the United States. Pennsylvania's expenditures reported in Table 15 exceed the average calculated for the United States in all but one category “Greater than 50% Black Enrollment,” where the per student expenditure is \$753 less than the United States' average.

³⁴ Evaluation system used for evaluating charter school teachers and principals is not comparable to the evaluation system school districts used for their teachers in 2013-14; Pennsylvania's new principal/school leader evaluation system was not implemented until 2014-15 school year and, therefore is not reflected in the table above.

³⁵ **Secretary Duncan: “Step Up and Fund Education”** notice posted on HOMEROOM, the official blog of the U.S. Department of Education <http://www.ed.gov/blog/2015/03/secretary-duncan-step-up-and-fund-education/>.

³⁶ SOURCE: U.S. Department of Education, Office of Planning, Evaluation and Policy Development, unpublished tabulations. Data based on U.S. Department of Commerce, Census Bureau, “Small Area Income and Poverty Estimates,” 2011; U.S. Department of Education, National Center for Education Statistics, Common Core of Data (CCD), “School District Finance Survey (F-33),” fiscal year 2012, Version Preliminary 0d; and U.S. Department of Education, National Center for Education Statistics, Common Core of Data (CCD), “Local Education Agency Universe Survey,” 2011-12, Version Provisional 1a.

Table 14. Pennsylvania's 2011-12 School Year Per Student Expenditures by Poverty Quartile Compared to the United States

(No Adjustment for Students in Poverty)						
2011-12						
State	Total	Low-Poverty Districts	Low-middle Poverty Districts	High-middle Poverty Districts	High-poverty Districts	Percent difference between high- and low-poverty districts³⁷
Pennsylvania	\$11,021	\$12,529	\$11,111	\$11,069	\$9,387	-33.5
United States	\$9,210	\$10,721	\$8,804	\$8,040	\$9,270	-15.6

Table 15. Pennsylvania's 2011-12 School Year Per Student Expenditures by Percentage of Enrollment of Students in Various Racial/Ethnic Categories Compared to the United States

(No Adjustment for Students in Poverty)							
2011-12							
State	Total	Greater than 50% White Enrollment	Greater than 50% Hispanic Enrollment	Greater than 50% Black Enrollment	Greater than 50% Other Racial/Ethnic Categories Enrollments³⁸	Reported Racial/Ethnic Data, All Other Districts	Districts with Greater than 50% Minority Enrollment³⁹
Pennsylvania	\$11,021	\$11,393	\$9,100	\$9,232	Not Available	\$10,940	\$9,562
United States	\$9,210	\$9,406	\$7,754	\$9,985	\$9,598	\$9,519	\$8,986

Note: Per student expenditures reported in Tables 14 and 15 do not include federal revenue other than impact aid per pupil in membership. Data contained in Tables 14 and 15 were reported by the U.S. Department of Education and were not independently verified by Pennsylvania Department of Education; the entire data reported by the U.S. Department of Education is included in Appendix G.

³⁷ Percent difference was calculated by dividing the difference between expenditures in the high-poverty districts from that in low-poverty districts by the expenditures in high-poverty districts.

³⁸ Other includes Asian/Pacific Islander, American Indian and Two or more races.

³⁹ Minority includes Black, Hispanic, Asian/Pacific Islander, American Indian and Two or more race.

While there always have been inequalities among the nation's public schools, the gap in spending between public schools in the poorest and most-affluent communities has grown during the past decade.

Nowhere is that gap wider than in Pennsylvania, according to 2011-12 federal data. School districts with the highest poverty rates receive one-third fewer state and local tax dollars, per pupil, than the wealthiest districts. This spring, Governor Tom Wolf outlined an ambitious plan to address the inequities by proposing significantly higher funding to support Pennsylvania's elementary, secondary, postsecondary, and higher education. Governor Wolf's budget is the first step in a multi-tier, multi-year approach to improve funding for Pennsylvania's educational systems.

In an attempt to increase school district funding, a lawsuit over inadequate school funding was filed in Commonwealth Court. Commonwealth Court said it was Pennsylvania's General Assembly's responsibility to address school funding instead of the court's responsibility. The lower court's decision is being appealed to the Pennsylvania Supreme Court.⁴⁰ Recognizing the need for a new funding formula to support the commonwealth's school districts after the previous formula was abandoned, Act 51 of 2014 created the Basic Education Funding Commission, charged with developing and recommending to the Pennsylvania legislature a new formula for distributing state funding for basic education for Pennsylvania schools. The new formula will take into account relative wealth, local tax efforts, geographic price differences, enrollment levels, local support, and other factors. Approvals are needed by both the legislature and the Governor before a new funding formula can be implemented.

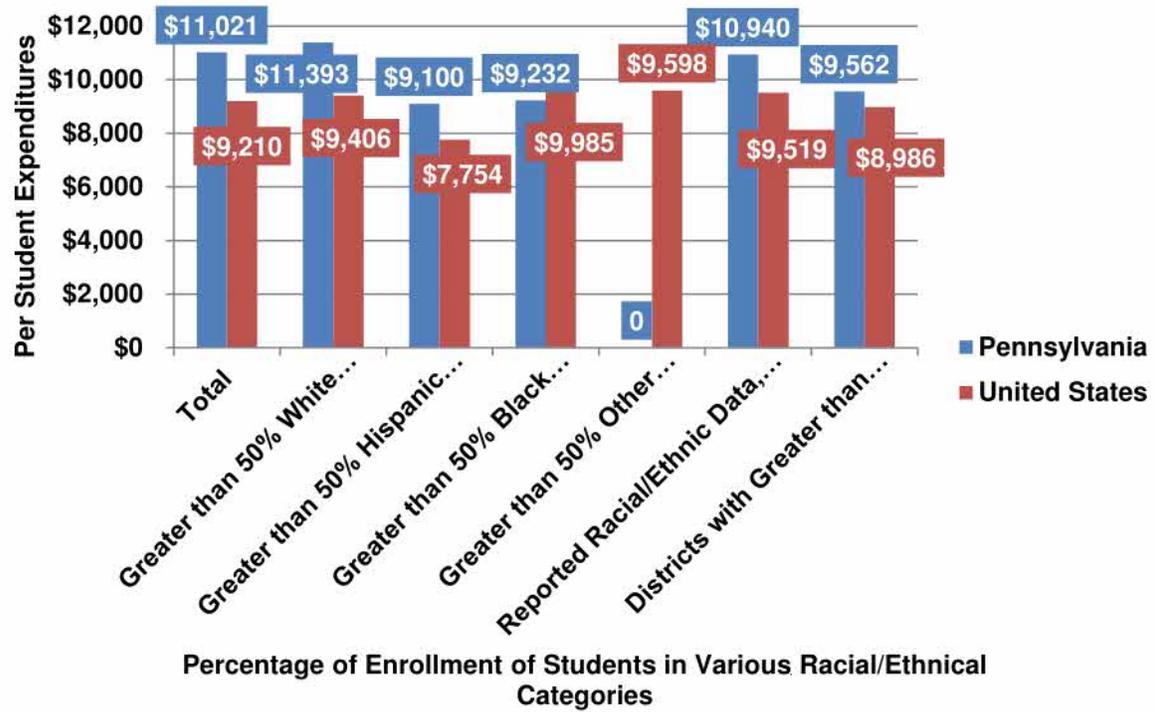
⁴⁰ Eleanor Chute, Commonwealth Court decision on Pa. school funding appealed, Pittsburgh Post-Gazette, May 20, 2015 (see <http://www.post-gazette.com/news/education/2015/05/20/Organizations-appeal-Commonwealth-Court-decision-on-Pennsylvania-school-funding/stories/201505200213.print>)

Graph 19. Comparison of Pennsylvania's 2011-12 Student Expenditures to Student Expenditures for All States Combined Across Wealth



Note: Per student expenditures reported above do not include federal revenue other than impact aid per pupil in membership. The data for the above graph were reported by the U.S. Department of Education and were not independently verified by Pennsylvania Department of Education.

Graph 20. Pennsylvania's 2011-12 School Year Per Student Expenditures Disaggregated by Racial/Ethnic Enrollment



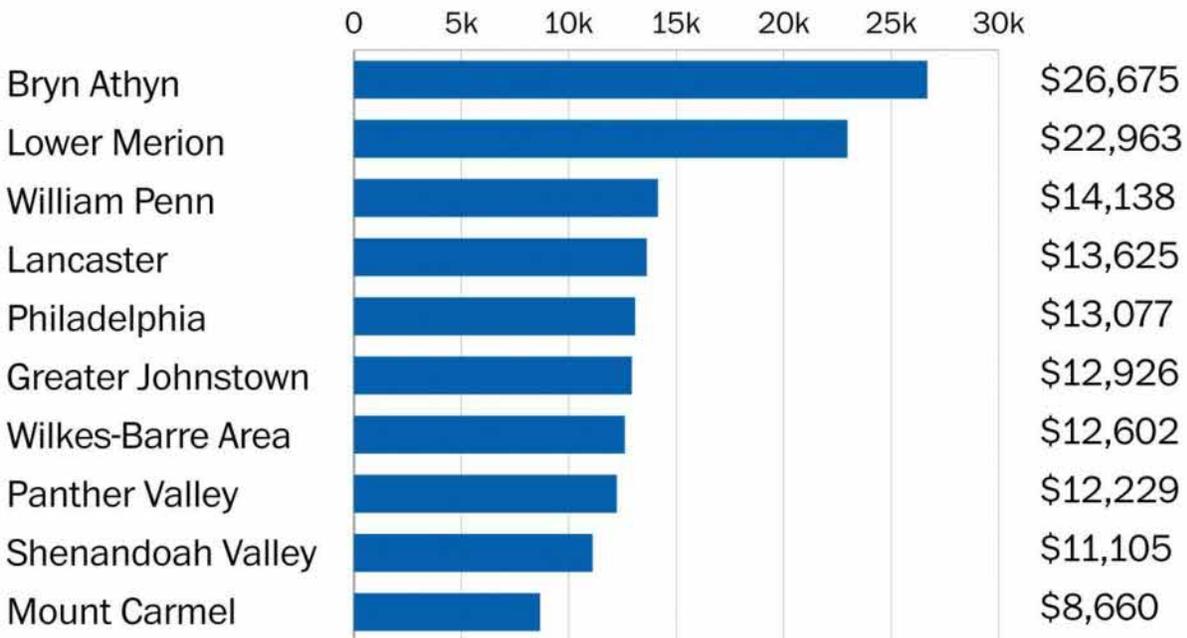
Note: Other includes Asian/Pacific Islander, American Indian and Two or more races. Minority includes Black, Hispanic, Asian/Pacific Islander, American Indiana and Two or more races. U.S. Department of Education data were used to develop Graph 20; data were not independently verified by PDE...

Table 16. Funding Inequality in Pennsylvania

Funding inequality in Pennsylvania

American public schools have always been unequal. Pennsylvania has the biggest gap in the country between spending in its most affluent districts, such as Bryn Athyn, and its poorest, such as Mount Carmel. Several districts in the middle, such as Lancaster and Panther Valley, have sued the state over what they say is inadequate funding.

PER-PUPIL SPENDING ON SCHOOL OPERATIONS



Source: Pennsylvania Department of Education

THE WASHINGTON POST

Note: Bryn Athyn, a small secular community, does not maintain its own schools, but “tuitions out” the small number of students, who choose not to attend their church school.

Spending on school operations — not including school construction or debt payments — ranges from less than \$8,700 per student in a coal country district, one of the state’s lowest-achieving, to more than \$26,600 in a tiny Philadelphia suburb. Philadelphia spends about \$13,000 per student to operate schools, compared to \$23,000 per child in Lower Merion.

Summary of Pennsylvania's Equity Gaps and Root Causes

Although equity gaps do not exist for all of the data sets that were analyzed in conjunction with the preparation of Pennsylvania's equitable access state plan, it is important to note that some of the differences that exist between Pennsylvania's wealthiest and poorest and highest and lowest minority schools helped in the identification of root causes to the bigger equity gaps that can be mitigated. For example, as a collective bargaining state, salary schedules, furloughing of teachers and other employees represented by a union, pay incentives, hours in a work day, work days in a school year, etc. are all determined through collective bargaining that occurs at each one of Pennsylvania's 499 school districts. Consequently, it would be futile for Pennsylvania's equitable access plan to identify salary differences between Pennsylvania's wealthiest and poorest and highest and lowest minority schools, because setting salary schedules is outside the purview and control of the Pennsylvania Department of Education or the Pennsylvania legislative branch. Instead, we could postulate that lower salaries in some of Pennsylvania's schools make it difficult for those schools to recruit, hire, retain and support a highly effective teacher and school leadership teams as a way to inform local communities, businesses and parents.

Pennsylvania has made great strides in reducing the number of 01 emergency permits used to staff teaching, leadership and education specialists positions in schools. Even though Pennsylvania has made great strides in reducing the reliance on 01 emergency permits to staff teaching, leadership and education specialists positions, in school and our current statewide HQT percentage rate is 98.40 per cent, that doesn't suggest that further improvement is needed especially in Philadelphia School District and Pennsylvania's charter schools – especially since all schools were to have 100 percent of their core academic teachers highly qualified by 2006.

Equity Gaps	Root Causes
Students in Philadelphia School District's poorest and highest minority schools are being taught by unqualified, not HQTs (Gap #1)	<ul style="list-style-type: none"> ▪ Philadelphia School District has difficulties recruiting/retaining HQTs who provide direct instruction in core academic subjects (this includes English language learners, special education, alternative education, elementary, middle and secondary grade levels) ▪ Individual bias may preclude teachers from applying for vacancies in Pennsylvania's poorest and highest minority schools, especially since the school's workforce may look different than the local community ▪ Supply of highly qualified core academic subject teachers in and around Philadelphia may be inadequate to fill the district's vacancies ▪ Schools do not cultivate internal talent pools, such as student teachers, substitutes, teachers for leadership positions, paraprofessionals for vacancies

Table 17. Summary of Pennsylvania’s Equity Gaps and Root Causes

Equity Gaps	Root Causes
	<ul style="list-style-type: none"> ▪ Time constraints do not allow the important questions to be asked: <ul style="list-style-type: none"> ○ What skills and knowledge are districts looking for in this position? ○ What skills and knowledge do districts need in the building to fill gaps? ○ How do districts determine which applicants have the knowledge and skills needed to perform responsibilities? ▪ No time to measure characteristics of highly successfully staff for them to drive recruitment and selection processes ▪ Lack of applicant management technology to assist administrators in recruitment and decision making ▪ School safety is a concern ▪ Ineffective marketing and communications that do not portray positive images of school, students, staff and community ▪ Philadelphia School District’s collective bargaining agreement permits teachers to request reassignments based on seniority rather than based on the recommendation of a hiring committee ▪ Schools utilize outdated recruiting practices ▪ Lack of training for managers involved in hiring to ensure they are conducting comprehensive screenings of candidates and selecting the most effective teacher ▪ Lack of effective screening tools
<p>Students in Pennsylvania’s poorest and highest minority charter schools are being taught by unqualified, not HQT (Gap #2)</p>	<ul style="list-style-type: none"> ▪ Pennsylvania’s poorest and highest minority charter schools have difficulties recruiting or retaining HQT who provide direct instruction in core academic subjects (this includes English language learners, special education, alternative education, elementary, middle and secondary grade levels) ▪ Individual bias may preclude teachers from applying for vacancies in Pennsylvania’s poorest and highest minority schools, especially since the school’s workforce may look different than the local community ▪ Pennsylvania’s poorest and highest minority charter schools may not register their non-certified teachers in TIMS for PDE staff to determine whether or not these teachers are highly qualified ▪ Schools utilize outdated recruiting practices ▪ Lack of training for managers involved in hiring to ensure they are conducting comprehensive screenings of

Table 17. Summary of Pennsylvania’s Equity Gaps and Root Causes

Equity Gaps	Root Causes
	<p>candidates and selecting the most effective teacher</p> <ul style="list-style-type: none"> ▪ Schools do not cultivate internal talent pools, such as student teachers, substitutes, teachers for leadership positions, paraprofessionals for vacancies ▪ Time constraints do not allow the important questions to be asked: <ul style="list-style-type: none"> ○ What skills and knowledge are districts looking for in this position? ○ What skills and knowledge do districts need in the building to fill gaps? ○ How do districts determine which applicants have the knowledge and skills needed to perform responsibilities? ▪ No time to measure characteristics of highly successfully staff for them to drive recruitment and selection processes ▪ Lack of applicant management technology to assist administrators in recruitment and decision making ▪ Lack of effective screening tools ▪ Salaries are generally lower for both first year charter school teachers and those with more than one year of service teaching in Pennsylvania’s highest minority charter schools than they are in lower minority schools ▪ Salaries are generally lower for both first year charter school teachers and those with more than one year of service teaching in Pennsylvania’s mid-wealth charter schools than for those teaching in higher poverty schools ▪ The mean for first year charter school teachers was \$18,760 less than the salary for first year teachers in the all school district sample (\$45,221 and \$63,981 respectively) ▪ Salary differences between the charter school sample and the all school district sample could explain why Pennsylvania’s highest minority and poorest charter schools experience higher teacher turnover rates and higher mean percentage rates of core academic courses that are taught by teachers who are not highly qualified.
<p>Seventy-seven (77) percent of all type 01 emergency permits issued in Pennsylvania, excluding all trade/technical subjects,</p>	<ul style="list-style-type: none"> ▪ Limited supply of highly qualified core academic subject teachers pose challenges for Pennsylvania’s poorest and highest minority schools and charter schools to hire teachers who satisfy Pennsylvania’s HQT requirements ▪ Individual bias may preclude teachers from applying for vacancies in Pennsylvania’s poorest and highest

Table 17. Summary of Pennsylvania’s Equity Gaps and Root Causes

Equity Gaps	Root Causes
<p>are issued in core academic subjects, affects Pennsylvania’s highly qualified/not highly qualified percentages; 303 or nearly 35% of the 872 emergency permits are issued in special education; it is important to note that the subjects of mathematics, English language arts and the sciences are all included in Pennsylvania’s System of Statewide Assessment; students are also required to pass Keystone exams in Algebra I, biology and literature in order to graduate from high school beginning in 2017 (Gap #3).</p>	<p>minority schools, especially since the school’s workforce may look different than the local community</p> <ul style="list-style-type: none"> ▪ Limited supply of newly certified special education teachers, who also hold another acceptable certificate, creates a challenge for school districts and charter schools to assign qualified special education teachers to teach children with special needs ▪ Although teacher preparation institutions have been reporting on strategies and steps they are taking to help Pennsylvania overcome supply issues in core academic subjects, especially special education and English language learners, they have not succeeded in increasing the pool of highly qualified teachers ▪ Schools do not cultivate internal talent pools, such as student teachers, substitutes, teachers for leadership positions, paraprofessionals for vacancies ▪ Time constraints do not allow the important questions to be asked: <ul style="list-style-type: none"> ○ What skills and knowledge are districts looking for in this position? ○ What skills and knowledge do districts need in the building to fill gaps? ○ How do districts determine which applicants have the knowledge and skills needed to perform responsibilities? ▪ No time to measure characteristics of highly successfully staff for them to drive recruitment and selection processes ▪ Lack of applicant management technology to assist administrators in recruitment and decision making ▪ School safety is a concern ▪ Ineffective marketing and communications that do not portray positive images of school, students, staff and community ▪ Pennsylvania changed the grade level span of its special education certificate (originally PreK-12) to PreK-8 and grades 7-12 and now requires a special education teacher to hold a second certificate before a new Pennsylvania special education certificate will be issued; changing the grade level span and requiring a second certificate before a new special education certificate will be issued makes it difficult for other states’ certified special education teachers to apply for and be certified in Pennsylvania since the certificates are not

Table 17. Summary of Pennsylvania’s Equity Gaps and Root Causes

Equity Gaps	Root Causes
	<p>comparable to Pennsylvania’s – thus creating a barrier for out-of-state special education certified teachers to obtain Pennsylvania certification.</p> <ul style="list-style-type: none"> ▪ Schools utilize outdated recruiting practices ▪ Lack of training for managers involved in hiring to ensure they are conducting comprehensive screenings of candidates and selecting the most effective teacher ▪ Lack of effective screening tools
<p>Not all schools in Pennsylvania have qualified principals; a total of 21 principals in 2013-14 served on 01 emergency permits (Gap #4)</p>	<ul style="list-style-type: none"> ▪ Poor school climate contributes to hiring/retention challenges in Pennsylvania’s poorest and highest minority schools. ▪ Individual bias may preclude principals from applying for vacancies in Pennsylvania’s poorest and highest minority schools, especially since the school’s workforce may look different than the local community. ▪ Lack of amenities and public transportation in the school’s community contribute to hiring/retention challenges in Pennsylvania’s poorest and highest minority schools. ▪ Few job opportunities for spouses or significant others in and around the school community contribute to hiring/retention challenges in Pennsylvania’s poorest and highest minority schools ▪ School safety is a concern ▪ Ineffective marketing and communications that do not portray positive images of school, students, staff and community ▪ Inadequate funding levels contribute to hiring/retention challenges in Pennsylvania’s poorest and highest minority schools ▪ Lack of sufficient pool of qualified principals even though there are non-traditional principal preparation avenues available in Pennsylvania; skills and knowledge are needed for principals to transform low performing schools ▪ Negative perceptions or beliefs associated with highest minority and poorest schools contribute to hiring/retention challenges in Pennsylvania’s poorest and highest minority schools ▪ Schools do not cultivate internal talent pools, such as student teachers, substitutes, teachers for leadership positions, paraprofessionals for vacancies ▪ Not much incentive is seen for teachers or others to become principals

Table 17. Summary of Pennsylvania’s Equity Gaps and Root Causes

Equity Gaps	Root Causes
	<ul style="list-style-type: none"> ▪ Time constraints do not allow the important questions to be asked: <ul style="list-style-type: none"> ○ What skills and knowledge are districts looking for in this position? ○ What skills and knowledge do districts need in the building to fill gaps? ○ How do districts determine which applicants have the knowledge and skills needed to perform responsibilities? ▪ No time to measure characteristics of highly successfully staff for them to drive recruitment and selection processes ▪ Lack of applicant management technology to assist administrators in recruitment and decision making ▪ Schools utilize outdated recruiting practices ▪ Lack of training for managers involved in hiring to ensure they are conducting comprehensive screenings of candidates and selecting the most effective principals ▪ Lack of effective screening tools ▪ Principals in Pennsylvania’s highest and upper-mid high minority schools were paid at higher levels than principals in lower minority schools; salary differences exist between Pennsylvania’s urban schools (those with higher minority levels) and rural schools (those with low minority levels) ▪ The mean salary for principals in Pennsylvania’s wealthiest (\$113,653.43) and poorest (\$107,484.22) schools were higher than the mid-wealth and the mid-poor samples (\$98,352.59 and \$91,864.05 respectively) implying there are other reasons why some schools cannot hire qualified and highly effective principals
<p>School nurses (a total of 49.01 emergency permits) and guidance counselors (a total of 19.01 emergency permits) are being hired on a type 01 emergency permit; these individuals are unqualified since they do not hold valid, appropriate Pennsylvania certificates (Gap #5)</p>	<ul style="list-style-type: none"> ▪ Poor school climate contribute to hiring/retention challenges in Pennsylvania’s poorest and highest minority schools ▪ Individual bias may preclude school nurses, guidance counselors and others from applying for vacancies in Pennsylvania’s poorest and highest minority schools, especially since the school’s workforce may look different than the local community ▪ Lack of amenities and public transportation in the school’s community contribute to hiring/retention challenges in Pennsylvania’s poorest and highest minority schools ▪ Inadequate funding levels contribute to hiring/retention

Table 17. Summary of Pennsylvania’s Equity Gaps and Root Causes

Equity Gaps	Root Causes
	<p>challenges in Pennsylvania’s poorest and highest minority schools</p> <ul style="list-style-type: none"> ▪ Lack of sufficient pool of qualified nurses and guidance counselors. ▪ Schools utilize outdated recruiting practices ▪ Schools do not cultivate internal talent pools, such as student teachers, substitutes, teachers for leadership positions, paraprofessionals for vacancies ▪ Time constraints do not allow the important questions to be asked: <ul style="list-style-type: none"> ○ What skills and knowledge are districts looking for in this position? ○ What skills and knowledge do districts need in the building to fill gaps? ○ How do districts determine which applicants have the knowledge and skills needed to perform responsibilities? ▪ No time to measure characteristics of highly successfully staff for them to drive recruitment and selection processes ▪ Lack of applicant management technology to assist administrators in recruitment and decision making ▪ Lack of training for managers involved in hiring to ensure they are conducting comprehensive screenings of candidates and selecting the most effective school nurses and guidance counselors ▪ Lack of effective screening tools
<p>Schools have inconsistent leadership or have high rates of turnover (Gap #6)</p>	<ul style="list-style-type: none"> ▪ Lack of professional development ▪ Strong communication and interaction with local government and community organizations ▪ Policies and philosophies are applied inconsistently across the district ▪ School safety is a concern. ▪ School climate is such that teachers, other staff and school leaders are not asked to contribute to or be involved in decision making or they feel their opinions are not valued ▪ Districts fail to exercise their administrative rights by bargaining away some of their rights ▪ Time spent on compliance issues by administrators, teachers, human resource personnel administrators and other staff ▪ Schools do not cultivate internal talent pools, such as student teachers, substitutes, teachers for leadership

Table 17. Summary of Pennsylvania’s Equity Gaps and Root Causes

Equity Gaps	Root Causes
	<ul style="list-style-type: none"> positions, paraprofessionals for vacancies ▪ Time constraints do not allow the important questions to be asked: <ul style="list-style-type: none"> ○ What skills and knowledge are districts looking for in this position? ○ What skills and knowledge do districts need in the building to fill gaps? ○ How do districts determine which applicants have the knowledge and skills needed to perform responsibilities? ▪ No time to measure characteristics of highly successfully staff for them to drive recruitment and selection processes ▪ Lack of applicant management technology to assist administrators in recruitment and decision making ▪ Lower salaries in Pennsylvania’s charter schools may contribute to the high teacher turnover rate
<p>Some teacher preparation programs fail to graduate high quality and well-prepared new teachers for today’s classrooms, including the poorest and highest minority schools (Gap #7)</p>	<ul style="list-style-type: none"> ▪ Many new teachers are not prepared to teach or function in the highest minority and poorest classrooms ▪ Supply of new teachers doesn’t always meet the demand created by vacancies, including inadequate supply of teachers for special education and English language learners ▪ Lack of day-to-day substitutes ▪ Many new teachers are not prepared to teach or function in the poorest schools’ classrooms ▪ Supply of new teachers doesn’t always meet the demand created by vacancies ▪ Lack of on-going relationships/ partnerships with preparation institutions and programs ▪ Pennsylvania cannot adequately forecast school staffing needs due to an absence of data associated with schools’ strategic management of human resources
<p>Inequity of financial resources (Gap #8)</p>	<ul style="list-style-type: none"> ▪ Poor funding decisions have severe consequences, especially when fiscal resources are limited ▪ Inadequate financial resources limit classroom instructional materials, affects the number of teachers and other staff who can be hired, and limits the financial resources that are available for per pupil spending ▪ Need to reduce overly liberal leave policies, such as those allowed by the Pennsylvania School Code (sabbaticals), because a high cost is associated with them ▪ Some school districts do not have sufficient tax bases to

Table 17. Summary of Pennsylvania’s Equity Gaps and Root Causes

Equity Gaps	Root Causes
<p>Incomplete, inadequate or data not easily accessed in a timely manner (Gap #9)</p>	<p>add to their state subsidy and federal funding to increase per student expenditures</p> <ul style="list-style-type: none"> ▪ When the Equitable Access Support Network’s “Equity Plan Readiness/Planning Tool” was completed, it became evident that a number of data metrics essential for conducting analyses to identify equity gaps were not collected as part of PDE’s longitudinal data system. Therefore, an important long-term strategy will be the expansion of relevant data that creates a more complete picture regarding equitable access to excellent educators for Pennsylvania’s poorest and highest minority school students. Work will begin with the PDE’s Center for Data Quality, PDE leadership and stakeholders to identify which data should be collected and when it should begin. Ideally, if PDE could collect data related to the following data metrics, we would be able to conduct a more robust analysis of the differences between Pennsylvania’s wealthiest/poorest and highest/lowest minority schools: <ul style="list-style-type: none"> ○ Teacher and principal turnover data: <ul style="list-style-type: none"> ➢ Collect reasons why teachers and principals leave the profession or move onto another school ➢ Disaggregate turnover data to distinguish between which teachers and school leaders who leave the profession or move onto another school, are effective⁴¹... ➢ Teacher and principal absenteeism ➢ Number of applicants per teaching and principal vacancy, especially to identify teachers for English language learners and special education ▪ Data related to the number or percent of teachers and principals who have specific, measurable professional improvement plans based on their evaluation results ▪ Develop or adopt/adapt an existing school climate survey to begin collecting data related to a school’s learning environment ▪ Having data maintained in two different data systems (Pennsylvania’s longitudinal data system (PIMS) and

⁴¹ However, 22 Pa. Code, Chapter 19, §V(b) restricts the reporting of educator effectiveness data for classroom teachers and principals/school leaders to aggregate results. This regulation is pursuant to Section 1123(i) of the Public School Code 11-1123(i). Because there is a long-standing department policy that restricts data collection to those metrics required by the U.S. Department of Education or state regulation, these changes would require action by the Pennsylvania Legislature and the State Board of Education.

Table 17. Summary of Pennsylvania’s Equity Gaps and Root Causes

Equity Gaps	Root Causes
	<p>Pennsylvania’s teacher management information system (TIMS) does not allow PDE staff to respond quickly to major initiatives such as this state equity plan; new data reports had to be created by computer programmers since existing data reports could not extract the type of data required to easily complete the plan’s comprehensive analysis. There needs to be better interaction between both of these data systems without the reliance on computer programmers; this was also recommended by the human resource personnel administrators during their April 14, 2015 working session.</p> <ul style="list-style-type: none"> ▪ PDE needs more comprehensive information and data to develop trends associated with teachers and leader recruitment, retention, hiring, retention and support to enable better forecasting of future staffing needs in school districts and charter schools (i.e., workforce, shortage and mobility data) ▪ The robustness of and availability of data associated with equitable access to excellent educators will be continually revisited for improvements to made ▪ Create report formats that provide: <ul style="list-style-type: none"> ○ School human resource personnel administrators the names of each traditional/non-traditional certification preparation provider when graduates have their certification pulled by PDE ○ Traditional/non-traditional certification preparation providers summary educator evaluation results for their graduates and whether or not they are able to grow academic achievement in tested subjects (as measured by PVAAS teacher specific reporting)

Section 4. Strategies for Eliminating Equity Gaps, Time Line and Performance Measures

Pennsylvania's poorest and highest minority school buildings struggle to attract and retain effective and excellent teachers and principals who have the knowledge, skills and dispositions needed to raise student achievement for Pennsylvania's poorest and/or minority children. Nine (9) equity gaps and numerous root causes associated with each gap were identified in the previous section. Providing all students access to excellent teachers and leaders is a complicated endeavor for a local control, unionized state as large and diverse as Pennsylvania. School districts struggle with limited pools of qualified candidates to fill teaching, principal and other school staff vacancies. To achieve teacher and leader equity goals requires implementation of comprehensive, multi-faceted strategies that fosters change at the local and state level.

Pennsylvania's theory of action is built around four strategies, starting with strategically improving the management of Pennsylvania's human capital in our schools—especially in the poorest and highest minority schools--to enable them to recruit, hire, retain and support a pool of highly effective, qualified, fully certified teachers, principals and other school staff. Implementation of all strategies will be monitored to identify which are more effective in mitigating Pennsylvania's equity gaps; progress will be reported first to Pennsylvania's equity stakeholders and second to the public; and adjustments will be made if desired results are not achieved.

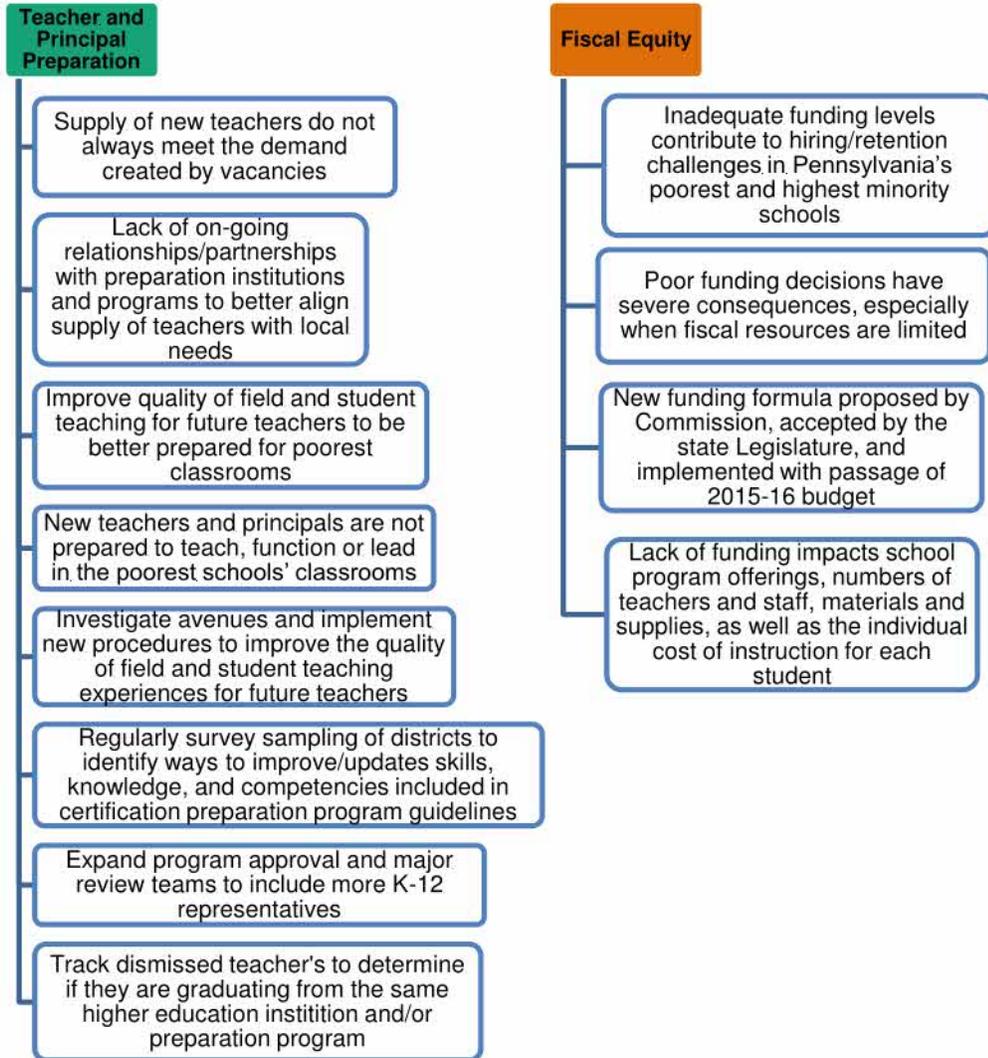
The remaining three strategies are ongoing professional learning; teacher and principal preparation; and fiscal equity. To arrive at the four strategies selected and included in Pennsylvania's theory of action, department leadership met, reviewed, discussed, and accepted/did not accept root causes and activities identified by stakeholders. Root causes were grouped into similar buckets, which allowed staff to identify four strategies (human capital management; professional learning/development; teacher and principal preparation; and fiscal equity) based on predominant, recurring themes. The charts below match root causes with each of the recurring themes that were gleaned from the concept maps on pages 44 to 46, which were also used to associate activities to address Pennsylvania's root causes and equity gaps outlined in Table 18. Table 18 also includes activities associated with data shortcomings that arose during the analysis and preparation of Pennsylvania's equity state plan; performance measures associated with activities are included in a shaded box after each group of activities.

Human Capital Management

- Cultivate true reciprocity agreements with neighboring states to increase pool of principals and teachers
- Lack of time to ask important questions associated with each vacancy
- Ineffective marketing and communications that do not portray positive images of school, students, staff, and community
- Create site on SAS or PDE's equitable access to excellent educators web site to share high quality, proven recruitment, hiring, retention, and support strategies and process tools to enable all schools to improve their ability to hire the best candidates for vacancies
- Negative perceptions or beliefs associated with highest minority and poorest schools contribute to hiring/retention challenges in Pennsylvania's poorest and highest minority schools
- No time to identify characteristics of highly successful staff for them to drive recruitment and selection processes
- School staff not representative of school community
- Constraints of community affect number of applicants for positions
- Lack of effective screening tools to hire best individuals for vacancies
- More robust marketing and use of different venues instead of using outdated recruitment strategies
- To broaden recruitment beyond boundaries of state, need to strengthen reciprocity so it is not so difficult for out-of-state candidates to obtain Pa. certification
- Cultivate internal talent pools: substitutes, paraprofessionals, student teachers, and high school students

Professional Learning/Development

- Lack of professional development opportunities
- Lack of training for managers involved in hiring to ensure they are conducting comprehensive screenings of candidates and selecting the most effective school personnel
- Preliminary results indicate poorest schools are not making as much academic progress in PSSA's science and in Keystone exams
- Focus on teaching effectiveness as a way to improve school safety and decrease serious incidents
- Mentor and induction programs not designed to meet specific needs of staff
- Principal peer/support groups so they do not feel isolated
- Professional development needed for school board members
- Identify the skills that are essential for a good collective bargaining negotiator



Text in Table 18 is color-coordinated to each of the corresponding strategies pictured below in Pennsylvania's theory of action:

Pennsylvania's Theory of Action for Equitable Access to Excellent Educators

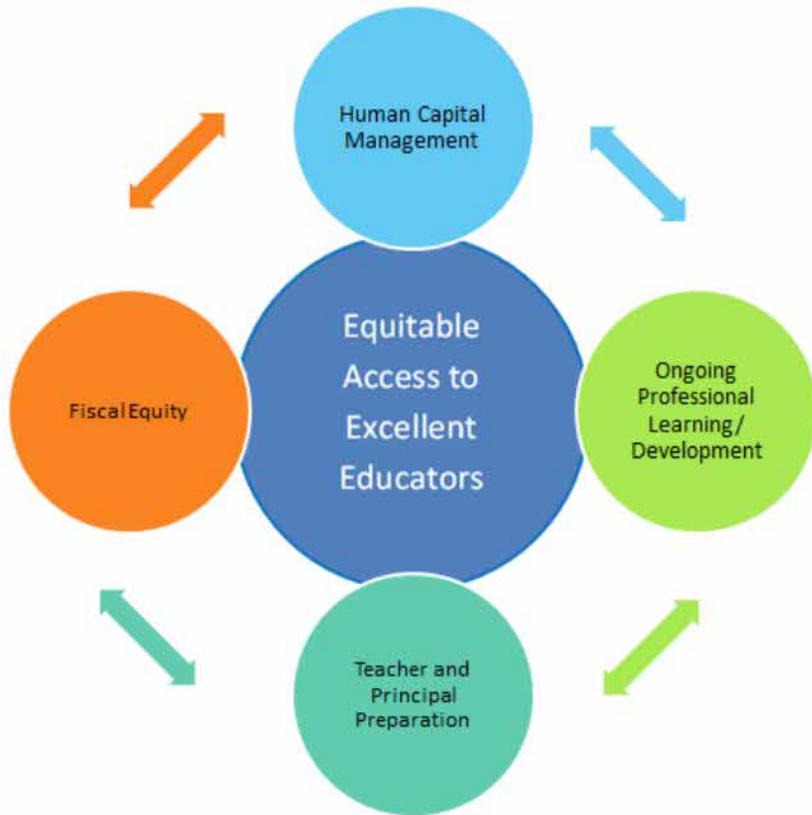


Table 18. Activities that will be Implemented to Mitigate Equity Gaps by Focusing on Root Causes⁴²

Root Causes	Activities	Time Line/Responsible Personnel
<p>Limited pool of qualified Pennsylvania and out-of-state candidates to fill vacancies (targeting equity gaps 1 to 5)</p>	<p>PDE with the assistance of external providers will:</p> <ol style="list-style-type: none"> 1. make available a robust marketing plan that provides effective and innovative recruitment strategies (such as those developed by American Institute for Research), screening tools and selection processes, processes for projecting vacancies and professional development for managers and others involved in the hiring of school principals for all schools, but especially Pennsylvania's poorest and highest minority schools and charter schools⁴³ 2. adapt and expand the robust marketing plan and screening tools to include teachers, guidance counselors, school nurses and other hard-to-staff positions⁴⁴ 3. disseminate The Chicago Public Education Fund's <i>School Turnaround Leaders: Competencies for Success</i> report to Pennsylvania's poorest and highest minority schools and charter schools; competencies for success will be integrated in professional development sessions and posted to PDE's SAS portal and/or educator effectiveness page 4. create a site on Standard Aligned Systems (SAS) or PDE's equitable access to excellent educators web site 	<p>Summer, 2015 Matthew Stem, Donald McCrone, Linda Benedetto and other PDE staff to be determined</p> <p>Winter, 2015-16 Matthew Stem, Donald McCrone, Linda Benedetto and other PDE staff to be determined; school human resource personnel administrators and members of stakeholder group</p> <p>Spring, 2016 and beyond Matthew Stem, Donald McCrone, Linda Benedetto and other PDE staff to be determined; school human resource personnel administrators and members of</p>

⁴² Equity gaps corresponding to each root cause are included in parentheses.

⁴³This strategy, along with other strategies associated with the "limited pool of qualified Pennsylvania and out-of-state candidates" root cause, will increase the number of qualified principals by reducing the number of type 01 emergency permits.

⁴⁴ This strategy, along with other strategies associated with the "limited pool of qualified Pennsylvania and out-of-state candidates" root cause, will increase the number of qualified teachers, guidance counselors, school nurses and other hard-to-staff positions by reducing the number of type 01 emergency permits.

Table 18. Activities that will be Implemented to Mitigate Equity Gaps by Focusing on Root Causes⁴²

Root Causes	Activities	Time Line/Responsible Personnel
	<p>that features high quality, proven recruitment, hiring, retention and support strategies and process tools to enable all schools to improve their abilities to strategically manage their human resources</p>	<p>stakeholder group</p> <p>Begin Winter 2015-16 and quarterly thereafter</p> <p>Matthew Stem, Theresa Barnaby, Christina Baumer, Don McCrone, Linda Benedetto, school human resource personnel</p>
	<p>5. coordinate on-going meetings between Pennsylvania’s approved traditional and non-traditional teacher and principal preparation programs and Pennsylvania’s human resource personnel administrators in an effort to better align Pennsylvania’s supply of teachers and principals with local school needs</p>	<p>administrators and members of stakeholder group</p> <p>Matthew Stem, Donald McCrone, Linda Benedetto and other PDE staff to be determined; school district personnel; school human resource personnel administrators and members of stakeholder group</p>
	<p>6. share proven strategies, such as Philly Plus, to enable Pennsylvania’s poorest and highest minority schools to implement, adopt, or adapt “grow your own” programs and/or implement a Governor’s School with a focus on future teachers in an effort to increase the pool of qualified candidates, who are representative of the local schools’ demographics</p>	<p>Late Fall, 2015</p> <p>Theresa Barnaby, Nancy Cheris, Jamal Wakeem, Don McCrone and Linda Benedetto</p>
	<p>7. meet quarterly with Pennsylvania’s poorest and highest minority schools and charter schools in efforts to reduce their reliance on type 01 emergency permits and to increase their HQT percentages</p>	<p>Fall, 2015</p> <p>David Volkman, Matthew Stem, Theresa Barnaby, Beth Olanoff and other PDE staff to be</p>

Table 18. Activities that will be Implemented to Mitigate Equity Gaps by Focusing on Root Causes⁴²

Root Causes	Activities	Time Line/Responsible Personnel
	<p>8. work with the Pennsylvania legislature to amend the Pa. school code to add two successful years of service in another state for out-of-state principal applicants⁴⁵</p> <p>9. develop and disseminate to district and charter schools human resource personnel administrators and post to PDE's certification website a chart that cross-walks Pennsylvania's certificates to the certificates issued by surrounding states (including, but not limited to, Delaware, New Jersey, Maryland, Ohio, New York, Virginia, etc.) to allow districts to match out-of-state applicants' certification credentials to Pennsylvania's</p> <p>10. cultivate true reciprocity agreements by strengthening state relationships with neighboring states as a way to help ensure that teachers and principals who are prepared in one of the states in the region, but take a teaching or principal position in another of those states, are fully prepared to meet the certification requirements and effectiveness standards of the state in which they teach or serve as a leader.</p> <p>11. revise the local school equity plan template to improve the overall quality of the plans developed by school districts and charter schools</p> <ul style="list-style-type: none"> ▪ revised template will be available on PDE's equitable access to excellent educators web page 	<p>determined</p> <p>Late Fall 2015 Matthew Stem, Theresa Barnaby, Nancy Cheris, Linda Benedetto</p> <p>Late Fall 2015 Matthew Stem, Theresa Barnaby</p> <p>Fall, 2015 Don McCrone, Linda Benedetto</p>

⁴⁵ Current legislation applies to instructional certificates, which does not apply to principals.

Table 18. Activities that will be Implemented to Mitigate Equity Gaps by Focusing on Root Causes⁴²

Root Causes	Activities	Time Line/Responsible Personnel
	<ul style="list-style-type: none"> ▪ local school equity plans will be completed on line so PDE will be able extract and summarize information and data 	
<p>By the end of 2016-17 school year:</p> <ul style="list-style-type: none"> a. each one of Pennsylvania's poorest and highest minority schools will have a qualified, effective school principal b. each one of Pennsylvania's poorest and highest minority charter schools will have a qualified, effective school principal c. Pennsylvania's HQT percentage will reach 99% d. Philadelphia School District's HQT percentage will increase three to five percent e. Pennsylvania's poorest and highest minority charter schools' HQT percentage will increase as a group by three to five percent f. the number of type of 01 emergency permits issued to Pennsylvania's poorest and highest minority schools will decrease by five percent g. each of Pennsylvania's focus and priority schools will be utilizing a new robust marketing plan that provides effective and innovative recruitment strategies (such as those developed by American Institute for Research), screening tools and selection processes, processes for projecting vacancies and professional development for managers and others involved in the hiring of school principals h. at least 10 percent of Pennsylvania's poorest and highest minority schools and at least three percent of Pennsylvania's poorest and highest minority charter schools will be utilizing a new robust marketing plan that provides effective and innovative recruitment strategies (such as those developed by American Institute for Research), screening tools and selection processes, processes for projecting vacancies and professional development for managers and others involved in the hiring of school principals i. school human resource personnel administrators will be able to identify surrounding states that have similar teacher and principal certification requirements as Pennsylvania j. all 499 Pennsylvania school districts and 173 charter schools will have prepared at least one local equity plan and either revised or created a new equity plan based, as appropriate 		
<p>Preliminary results indicate students in Pennsylvania's poorest schools are not making as much academic progress in</p>	<p>PDE with the assistance of external providers will:</p> <ul style="list-style-type: none"> 1. facilitate the delivery of high quality, on-going science professional development opportunities as part of Pennsylvania's 2015 SAS Institute for teachers in Pennsylvania's poorest and 	<p>Planning Begins Summer, 2015 Matthew Stem, Rita Perez, Don McCrone and others Winter, 2015</p>

Table 18. Activities that will be Implemented to Mitigate Equity Gaps by Focusing on Root Causes⁴²

Root Causes	Activities	Time Line/Responsible Personnel
<p>PSSA’s science assessment and in the Keystone exams (Algebra I, biology and literature) as they are in PSSA’s mathematics and English/language arts/reading subjects (targeting equity gaps 1 to 4)</p>	<p>highest minority schools</p> <ol style="list-style-type: none"> 2. develop high-quality on-line learning modules devoted to science content connected to PSSA’s science content 3. emphasize the need for all districts and charter schools, but especially Pennsylvania’s poorest and highest minority schools, to continue to conduct on-going, sustained professional development in mathematics and English/language arts/reading so teachers in these subjects can remain at their current levels or continue to grow their students; academic progress 4. require each of Pennsylvania’s focus and priority schools to utilize their local federal resources to conduct high quality professional development in the tested subjects of mathematics, English/language arts/reading and science. 	<p>David Volkman, Matthew Stem and external providers to be determined</p> <p>Fall, 2015 Pedro Rivera, David Volkman, Matthew Stem, Rita Perez, Susan McCrone, Don McCrone</p>
<p>By the end of 2016-17 school year:</p> <ol style="list-style-type: none"> a. at least three SAS Institutes included professional development dedicated to the sciences, including biology b. each focus and priority school can document and articulate how their federal resources were used to conduct high quality professional development for teachers in state tested subjects of mathematics, English/language arts/reading and science c. each focus and priority school teacher who teaches science content associated with Pennsylvania’s state assessment will complete the on-line learning modules developed to support and enhance teacher science content knowledge d. all districts and charter schools, especially Pennsylvania’s poorest and highest minority schools, will receive at least three annual written reminders about the need to offer on-going, sustained professional development in mathematics and English/language arts/reading so teachers in these subjects can remain at their current levels or continue to grow their students; academic progress 		
<p>Lack of high-quality, effective professional development</p>	<p>PDE with assistance of external providers will develop high quality, effective learning opportunities for:</p> <ul style="list-style-type: none"> ▪ principals to learn effective 	<p>Fall/Winter, 2015 David Volkman, Matthew Stem, Don McCrone, Linda</p>

Table 18. Activities that will be Implemented to Mitigate Equity Gaps by Focusing on Root Causes⁴²

Root Causes	Activities	Time Line/Responsible Personnel
<p>opportunities for teachers, principals, school board members and other school staff (targets equity gaps 1 to 7)</p>	<p>strategies for celebrating strengths and success of their teachers, other staff and their students</p> <ul style="list-style-type: none"> ▪ school district personnel to learn good collective bargaining techniques and strategies ▪ effective marketing and communications strategies that promote positive aspects associated with local school communities, including the effective use of social media ▪ principals, teachers and other school staff related to cultural sensitivities and reducing bias ▪ principals, teachers and other school staff related to what effective, research-based teaching strategies aimed at better student engagement look like when they are implemented correctly ▪ ways to ensure that local mentor and induction programs meet the needs of teachers and other school staff ▪ effective ways to engage the community and parents in student learning ▪ effective strategies for supporting and retaining teachers who are teaching in Pennsylvania’s poorest and highest minority schools ▪ ways for principals to effectively coach and mentor teachers and other school staff who are in need of improving their performance ▪ effective strategies for nurturing a school environment that is conducive for all staff to feel safe and secure and for all students to feel safe so they can achieve 	<p>Benedetto and other PDE staff to be determined; external providers to be determined; professional development topics will be prioritized and developed based on the priority ranking over three to five years</p>

Table 18. Activities that will be Implemented to Mitigate Equity Gaps by Focusing on Root Causes⁴²

Root Causes	Activities	Time Line/Responsible Personnel
	<ul style="list-style-type: none"> greater academic success <ul style="list-style-type: none"> ▪ effective school budgeting (preparing budgets, managing budgets, monitoring expenditures that are disaggregated by student population (English language learners, special education, gifted, etc.) to enable school leaders to be able to address critical school needs 	
<p>By the end of 2016-17 school year:</p> <ul style="list-style-type: none"> a. PDE and/or external contractors will have developed at least six high quality professional development opportunities for principals based on the prioritized ranking of topics b. principals in each focus and priority school will complete successfully six professional development opportunities developed by PDE c. principals in each focus and priority school will be surveyed to document changes they have implemented based on the six professional development opportunities they completed d. at least 25% of principals in Pennsylvania's poorest and highest minority schools and charter schools will report they are utilizing social media to recruit, retain, support, celebrate student and staff achievements e. at least 25% of principals in Pennsylvania's poorest and highest minority schools and charter schools will explain how their school budgets are fiscally equitable for English language learners, special education, poor and minority students 		
<p>Teacher and principal preparation programs fail to graduate high quality and well-prepared new teachers and principals to fill school vacancies or to perform effectively in Pennsylvania's poorest and highest minority</p>	<p>PDE with the assistance of external providers will:</p> <ul style="list-style-type: none"> 1. coordinate on-going meetings between Pennsylvania's approved traditional and non-traditional teacher and principal preparation programs and Pennsylvania's human resource personnel administrators in an effort to better align Pennsylvania's supply of teachers and principals with local school needs 2. investigate avenues and implement new procedures to improve the quality of field and student teaching 	<p>Begin Winter 2015-16 and quarterly thereafter Matthew Stem, Theresa Barnaby, Christina Baumer, Don McCrone, Linda Benedetto, school human resource personnel administrators and members of stakeholder group</p>

Table 18. Activities that will be Implemented to Mitigate Equity Gaps by Focusing on Root Causes⁴²

Root Causes	Activities	Time Line/Responsible Personnel
schools (targeting equity gaps 1 to 5 and 7)	<p>experiences for Pennsylvania's future teachers</p> <p>3. expand program approval and major review teams to include school district representatives to ensure their perspective is considered in the preparation program approval process</p> <p>4. develop a schedule that prioritizes the review of each of Pennsylvania's certification program guidelines</p> <p>5. regularly survey a sample of school districts in an effort to identify ways to improve/strengthen/update skills, knowledge and competencies included in Pennsylvania's certification program guidelines as per the schedule developed in item 4 above</p>	<p>Fall, 2015 Theresa Barnaby, Christina Baumer</p> <p>Winter 2015-16 Matthew Stem, Theresa Barnaby, Christina Baumer</p> <p>Fall, 2016 Matthew Stem, Theresa Barnaby, Christina Baumer, Don McCrone, Linda Benedetto</p>
<p>By the end of 2016-17 school year:</p> <ul style="list-style-type: none"> a. at least eight meetings were held between Pennsylvania's approved traditional and non-traditional teacher and principal preparation programs and Pennsylvania's human resource personnel administrators b. at least one-half of Pennsylvania's approved traditional and non-traditional teacher and principal preparation programs will seriously recruit students for vacancies identified by local schools c. each program review and major review team utilized will have included at least two school district representatives per program d. PDE will revise at least two of its certification program guidelines based on local district survey results 		
Fiscal equity (targeting equity gaps 1 to 6 and 8)	PDE with the assistance of Governor Tom Wolf, Secretary of Education Pedro Rivera, the Pennsylvania Legislature and the committee responsible for recommending a new funding formula for Pennsylvania schools:	Spring, 2015 and annually thereafter Governor Tom Wolf, Pedro Rivera, Pennsylvania Legislature and

Table 18. Activities that will be Implemented to Mitigate Equity Gaps by Focusing on Root Causes⁴²

Root Causes	Activities	Time Line/Responsible Personnel
	<ol style="list-style-type: none"> 1. State funding will increase beginning with the 2015-16 school year 2. Begin to make per student funding more equitable in Pennsylvania's poorest and highest minority schools 	committee responsible for recommending a new funding formula to fund Pennsylvania schools
<p>By the end of 2016-17 school year:</p> <ol style="list-style-type: none"> a. Pennsylvania school districts will receive additional state subsidy authorized through the Commonwealth's budgeting process* b. the gap between per student spending in Pennsylvania's poorest and highest minority schools will shrink by at least 1.5%* c. all focus and priority schools will be able to document that their schools budgets d. at least 25% of principals in Pennsylvania's poorest and highest minority schools and charter schools will be able to document how their school budgets are fiscally equitable for English language learners, special education, poor and minority students <p>* Contingent upon budget approval.</p>		
<p>Incomplete, inadequate or data that cannot be readily accessed (targeting equity gap 9)</p>	<ol style="list-style-type: none"> 1. When the Equitable Access Support Network's "Equity Plan Readiness/Planning Tool" was completed, it became evident that a number of data metrics essential for conducting analyses to identify equity gaps were not collected as part of PDE's longitudinal data system. Therefore, an important long-term strategy will be the expansion of relevant data that creates a more complete picture regarding equitable access to excellent educators for Pennsylvania's poorest and highest minority school students. Work will begin with the PDE's Center for Data Quality, PDE leadership and stakeholders to identify which data should be collected and when it should begin. Ideally, if PDE could collect data related to the following 	<p>Beginning Fall, 2015 and on-going David Volkman, Matthew Stem, Theresa Barnaby, Don McCrone, Linda Benedetto, David Ream, Deb Rodrigues, Sharon Clark and other PDE staff as determined; school human resource personnel administrators and members of equity stakeholder group</p>

Table 18. Activities that will be Implemented to Mitigate Equity Gaps by Focusing on Root Causes⁴²

Root Causes	Activities	Time Line/Responsible Personnel
	<p>data metrics, we would be able to conduct a more robust analysis of the differences between Pennsylvania’s wealthiest/poorest and highest/lowest minority schools:</p> <ul style="list-style-type: none"> ▪ Teacher and principal turnover data: <ul style="list-style-type: none"> ○ Collect reasons why teachers and principals leave the profession or move onto another school ○ Disaggregate turnover data to distinguish between which teachers and school leaders who leave the profession or move onto another school, are effective⁴⁶ ○ Teacher and principal absenteeism ○ Number of applicants per teaching and principal vacancy, especially to identify teachers for English language learners and special education ▪ Data related to the number or percent of teachers and principals who have specific, measurable professional improvement plans based on their evaluation results <p>2. Develop or adopt/adapt an existing school climate survey to begin collecting data related to a school’s learning environment</p>	

⁴⁶ However, 22 Pa. Code, Chapter 19, §V(b) restricts the reporting of educator effectiveness data for classroom teachers and principals/school leaders to aggregate results. This regulation is pursuant to Section 1123(i) of the Public School Code 11-1123(i). Because there is a long-standing department policy that restricts data collection to those metrics required by the U.S. Department of Education or state regulation, these changes would require action by the Pennsylvania Legislature and the State Board of Education.

Table 18. Activities that will be Implemented to Mitigate Equity Gaps by Focusing on Root Causes⁴²

Root Causes	Activities	Time Line/Responsible Personnel
	<p>3. Having data maintained in two different data systems (Pennsylvania’s longitudinal data system (PIMS) and Pennsylvania’s teacher management information system (TIMS) does not allow PDE staff to respond quickly to major initiatives such as this state equity plan; new data reports had to be created by computer programmers since existing data reports could not extract the type of data required to easily complete the plan’s comprehensive analysis. There needs to be better interaction between both of these data systems without the reliance on computer programmers; this was also recommended by the human resource personnel administrators during their April 14, 2015 working session.</p> <p>4. PDE needs more comprehensive information and data to develop trends associated with teachers and leader recruitment, retention, hiring, retention and support to enable better forecasting of future staffing needs in school districts and charter schools (i.e., workforce, shortage and mobility data)</p> <p>5. The robustness of and availability of data associated with equitable access to excellent educators will be continually revisited for improvements to made</p> <p>6. Create report formats that provide:</p> <ul style="list-style-type: none"> ▪ School human resource personnel administrators the names of each traditional/non-traditional certification 	

Table 18. Activities that will be Implemented to Mitigate Equity Gaps by Focusing on Root Causes⁴²

Root Causes	Activities	Time Line/Responsible Personnel
	<p>preparation provider when graduates have their certification pulled by PDE</p> <ul style="list-style-type: none"> ▪ Traditional/non-traditional certification preparation providers summary educator evaluation results for their graduates and whether or not they are able to grow academic achievement in tested subjects (as measured by PVAAS teacher specific reporting) 	
<p>By the end of 2016-17 school year:</p> <ul style="list-style-type: none"> a. New data metrics will be integrated into PIMS to provide more comprehensive data concerning teacher and principal turnover, reasons why teachers and principals leave the professional or move onto another school, absenteeism of teachers and principals, etc. b. Information related to school climate and learning environment will be available for the first time c. New report formats will be available for school human resource personnel administrators and traditional/non-traditional certification preparation providers to generate in TIMS d. PDE will have more information available to better forecast future staffing needs in schools e. The ability to link data between TIMS and PIMS will be simplified by the addition of a data mart f. Statutory and regulatory changes allow PDE to link teacher and principal evaluation results to teacher and principal turnover and to provide feedback to traditional/non-traditional certification preparation providers regarding the effectiveness of graduates and their ability to grow academic achievement of students in state tested subjects 		

Appendix H lists the names, titles, and offices of the individuals who are listed in Table 18.

Section 5. Ongoing Monitoring and Measuring Progress

The comprehensiveness of the activities and the time line associated with them demonstrates Pennsylvania's commitment to ensuring the long-term success of ensuring that Pennsylvania's poor and minority students 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).

Title I, Part A and Title II, Part A federal funds and administrative funds will be used to provide technical assistance especially in Pennsylvania's focus and priority schools and poorest and highest minority schools. Specific activities will allow PDE to provide additional assistance to districts and charter schools that have the largest equity gaps associated with inexperienced, unqualified, or out-of-field teachers. The resource account that was created during the development of Pennsylvania's equitable access state plan will continue to be monitored by two PDE staff as part of a formal feedback loop. Federal program monitors and the federal regional coordinators assigned to specific regions of the state, will monitor districts in several ways. First, they will confirm that each LEA has developed a local equity plan based on local data. Second, federal program monitors will determine whether or not LEAs are implementing strategies and activities that are contained in their local equity plans. Third, LEAs that do not have a local equity plan or are not implementing it in a way that is consistent with its plan will be cited and required to develop, submit and implement a corrective action plan. Currently, priority schools are monitored every year, focus schools are monitored every other year, while all other schools are on a four-year monitoring cycle. Changes to the monitoring schedule are likely in light of the new Uniform Grants Guidance (UGG), which requires states to take into consideration risk factors, such as waste, fraud and abuse, new staff/staff turnover at local education agencies, etc., but those decisions have not yet been made.

At the end of each school year PDE staff will revisit each of the data metrics included in Pennsylvania's equitable access state plan to determine whether progress is being made in each gap and root cause identified in Section 4. The data contained in this state plan serves as the beginning point against which all future analyses will be compared. Whenever new data metrics become available, they will be used as a benchmark for comparing future data analyses. If performance measures that are incorporated into Table 18 in Section 4 are not met, different strategies and activities will be discussed with stakeholders and school human resource personnel administrators. When strategies and/or activities are revised, Pennsylvania's equitable access to excellent educators will be updated and submitted to the United States Department of Education.

Section 6. Publicly Reporting Progress on Pennsylvania’s Equitable Access to Excellent Educators

Pennsylvania will utilize the following channels of distribution to publicly report state progress at least annually in mitigating equity gaps between the state’s poorest and highest minority schools:

1. A new web page dedicated to Pennsylvania’s Equitable Access to Excellent Educators state plan will be created as soon as the plan is approved by the United States Department of Education;
2. Information will be shared via social media, including the PDE’s Twitter and Facebook accounts;
3. PDE’s press and communications office will publish press releases for distribution of progress data to Philadelphia, Pittsburgh, York, Harrisburg, Allentown, Reading, Scranton, Erie, Johnstown and rural areas of the state;
4. An executive summary will be prepared and distributed to each stakeholder member, who will be asked to post the summary on their web page, included synopses in newsletters and/or journals to inform the local school community and parents; Pennsylvania’s approved preparation programs will also receive a copy of the executive summary;
5. The executive directors of appropriate Pennsylvania education organizations and associations will also receive an executive summary along with a request that the summary be distributed to its membership;
6. As new public venues become available, they will be investigated for their appropriateness to post information related to Pennsylvania’s progress in mitigating its equity gaps and root causes; and
7. Pennsylvania’s equity resource account will be retained and publicized for the public to provide feedback (RA-EDEQUITY@pa.gov).