Utah Plan to Ensure Equitable Access to Excellent Educators

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Utah Plan to Ensure Equitable Access to Excellent Educators

Section 1: Introduction

The Utah State Office of Education (USOE) submits the following plan that has been developed to assure equitable access for all students to excellent teachers. This plan responds to Education Secretary Arne Duncan's July 7, 2014, letter to State Education Agencies (SEAs), as augmented with additional guidance published on November 10, 2014. Utah's plan complies with (1) the requirement in Section 1111(b)(8)(C) of the Elementary and Secondary Education Act (ESEA) that each state's Title I, Part A plan include information on the specific steps that the SEA will take to ensure that students from low-income families, students of color, English language learners, and students with disabilities are not taught at higher rates than other children by inexperienced, unqualified, or out-of-field teachers, and the measures that the agency will use to evaluate and publicly report the progress of the agency with respect to such steps; and (2) the requirement in ESEA Section 1111(e)(2) that a state's plan be revised by the SEA if necessary. Given the importance of strong leadership, our plan also includes the specific steps that we will take to ensure that students from low-income families, students of color, English language learners, and students with disabilities are not disproportionately attending schools led by inexperienced or unqualified principals.

This plan details our approach to achieving our objective of improving access to excellent educators for all students. Our approach was to examine data, not for the purpose of only finding reasons, or excuses, for inequities, but to determine root causes that could be addressed in proactive ways. This plan is based on analysis of data and stakeholder input based on a theory of action which states,

> ***If*** *a comprehensive and coherent plan for increasing excellence in every classroom is a collaborative effort of the Utah State Office of Education and Local Education Agencies*
>
> ***And if*** *that plan addresses key areas of culture, leadership, teaching, and policy in Utah schools*
>
> ***Then*** *teacher effectiveness will be enhanced so that all students will have equitable access to excellent teaching and leading resulting in higher levels of college- and career-readiness for all students.*

This theory of action led to four key strategies, each with sub-strategies described in Section 4.

1. Teacher preparation and professional learning
2. Leadership enhancement
3. Attention to cultural factors
4. Local data analysis and goal setting

The plan also includes a timeline for implementation, metrics for evaluation, and a plan for monitoring and continued improvement under the guidance of a USOE leadership team continually informed by stakeholder input.

To create this plan, a team of leaders at the Utah State Office of Education, in collaboration with stakeholders, and led by the Director of Teaching and Learning, took the following steps:

1. Reviewed the requirements and began planning for data-review, root-cause analysis, and plan development in collaboration with stakeholders.

2. Reviewed data provided by the U.S. Department of Education (ED) through EDFacts and Utah's Educator Data System to identify equity gaps.

3. Created a one page data sheet to use in conversations with stakeholders regarding inexperience and underqualified teachers in Utah schools.

4. Convened a steering committee of representatives from the following departments at USOE: Administration, Teaching and Learning, Special Education, Federal Programs, Assessment and Accountability, Career, Technical, and Adult Education, Public Relations and Data and Statistics departments to oversee the process and provide recommendations.

5. Conducted meetings with stakeholder groups using the data sheet and a facilitated conversation regarding excellence.

    a. Excellence Steering Committee

    b. USOE Leadership Group

    c. Teaching and Learning Staff

    d. Curriculum Directors

        i. Wasatch Front Curriculum Directors

        ii. Northern Utah Curriculum Consortium (NUCC)

    e. Utah Council of Education Deans (UCED)

    f. Utah Superintendents

g. Charter School Directors

h. Utah Consortium for Education Leadership (UCEL)

i. Utah Human Resource Directors

j. Utah Association of Secondary School Principals

6. Collated and analyzed input from various stakeholder groups regarding inequities and root causes.

7. Collected metrics on current policies and initiatives to address educator excellence.

8. Collected input on potential state initiatives and supports.

9. Synthesized data collection and stakeholder input to define strategies and metrics.

Preliminary Studies of Data and Policy

To begin the process in an informed way, USOE convened an internal workgroup to analyze data submitted by ED and to analyze relevant and available data in Utah's Longitudinal Data System and Utah's Comprehensive Administration of Credentials for Teachers in Utah Schools (CACTUS) database. These systems contain student achievement and demographic data and teacher demographic, placement, experience, and qualifications data. Specifically, we considered:

- Existing state and federal programs impacting teacher recruitment, retention, development, and support.
- Legislation and policy supporting teacher professional learning.
- Current licensure standards and requirements.
- Utah's Effective Teaching Standards and Educator Evaluation System, currently under pilot, but ready for full implementation in fall, 2015.
- Available and relevant data available in Utah's Data Systems, including data on teacher experience and qualifications, and student achievement data.

Section 2: Stakeholder Engagement

Stakeholder engagement is an integral part of any plan development, especially when action by stakeholders is desired as an outcome. For that reason, the USOE began conversations with stakeholders early in the plan development process. Stakeholders included not only school districts and charter schools, but also higher education, and policy makers. Initial input was received at various meetings (Appendix C) and additional input was received via email as various stakeholders reviewed the developing plan at two distinct points, one after the initial draft was prepared in early April, and again after revisions were made based on input in May. This stakeholder involvement will continue through implementation of the plan and will be

expanded to include additional participation from parents by working directly with the Utah Parent Teacher Association (PTA).

Our approach in engaging stakeholders was to use existing meeting structures to engage a variety of organizations where teachers, administrators, and policy-makers were in attendance. This approach maximized the limited availability of staff and engaged a large number of interested parties. Although this resulted in primarily homogenous groups, there was a surprising amount of consistency from meeting to meeting both between groups and over time so it was not necessary to resolve conflicting ideas. During the development of the plan, we shared updates at subsequent meetings ensuring that stakeholders were aware of how the plan was being developed and how their ideas were being used.

To launch the development of the plan, we presented information regarding the program to Local Education Agency (LEA) Curriculum Directors and Human Resource Directors at their regularly scheduled meetings. The purpose of this original introduction was to raise awareness and begin discussions regarding what we might discover in data analysis and what reasons there might be for inequities in student access to excellent teachers.

On January 15 a one and one-half hour webinar was held describing the reasons for and requirements in the plan and to share data with LEAs. The 64 people in attendance included Curriculum Directors, Human Resource Directors, Special Education Directors, and Directors of Federal programs from LEAs across the state. This webinar included an introduction to the requirements and provided LEAs with data for analysis. Preliminary discussions were held regarding possible root causes and solutions. In addition to presenting summary LEA data and examining individual cases with stakeholders, we also provided LEAs with the data by school to facilitate their examination of the distribution of their own teachers. A webcast of the webinar is available at http://schools.utah.gov/CURR/main/Excellence-Plan.aspx. The data is available on the same site and also available in Appendix B.

On January 20, the USOE internal team reviewed the webinar and the state level data. At this meeting Supt. Brad Smith recommended we focus on Teacher Excellence, citing the confusion in the field regarding the difference between equality and equity. The team also gave several ideas for other data collection and began to discuss root causes.

On February 12 the Director of Teaching and Learning met with the Utah Council of Education Deans (UCED) where the conversation about root causes focused particularly on issues of geography and culture. In particular the Deans talked about how cultural and language differences lead to inequities within classrooms and the importance of training teachers to deal with cultural differences. The Deans also discussed inequities resulting from differences in early childhood experiences since Utah does not require all day kindergarten. The Deans shared some of their current efforts in this area, including the use of Focused Interest Groups (FIGS) to prepare their students for teaching in rural areas, and cross-cultural experiences. Due to success seen in existing programs the Deans suggested that Utah consider requiring early childhood licensure in public schools and an effort to recruit more from diverse populations.

During the month of February, we further refined our data and created a display which could be used to drive conversations around equitable distribution of experienced teachers.

Table A: Utah Educator Excellence Plan: Statewide Data at a Glance

	# of Schools	1ST Year Teaching (%)	Std Dev	Less than 3 years teaching (%)	Std Dev	Qualified in Field (%)	Std Dev	Percent first year at school	Std Dev	Percent less than 3 years at school	Std Dev
State Average	**938**	**8.2%**	**0.09**	**21.3%**	**0.15**	**93.7%**	**0.094**	19%	0.16	40%	0.23
Not Title I	629	7.1%	0.0707	18.8%	0.13	93.7%	0.093	17%	0.16	37%	0.22
Title I	305	10.5%	0.104	26.7%	0.174	93.8%	0.087	22%	0.17	47%	0.24
District Title I Schools	230	8.1%	0.081	21.2%	0.132	96.3%	0.089	18%	0.15	39%	0.22
Charter Title I Schools	75	17.6%	0.135	43.3%	0.182	86.2%	0.113	32%	0.3	69%	0.24
Not NESS	848	8.5%	0.082	22.1%	0.148	94.4%	0.081	19%	0.16	40%	0.23
NESS	90	5.7%	0.1	15.2%	0.157	87.6%	0.143	14%	0.16	34%	0.24
District	843	7.2%	0.071	19.1%	0.125	94.7%	0.078	17%	0.14	37%	0.2
Charter School	95	16.6%	0.136	41.5%	0.195	85.2%	0.14	32%	0.25	67%	0.26

Table B: Utah Educator Excellence Plan: District Data at a Glance

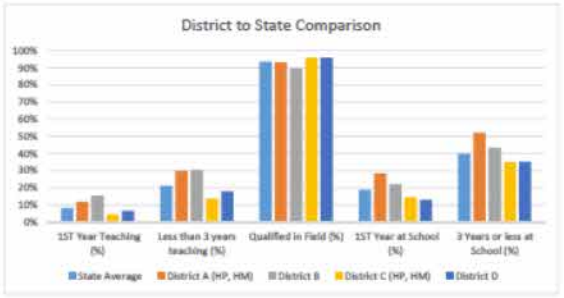
District	Percent first year at school	Percent less than 3 years at school	WEIGHTED FTE	1ST Year Teaching (%)	Less than 3 years teaching (%)	Qualified in Field (%)	FALL ENROLLMENT	FREE AND REDUCED LUNCH (%)	Percent NonWhite (%)	Special Education (%)
ALPINE	19%	42%	3042.728	8.8%	24.9%	94.1%	72522	27.3%	15.2%	11.4%
BEAVER*	16%	37%	71.5	1.9%	9.5%	88.1%	1579	49%	14.6%	14.4%
BOX ELDER*	13%	29%	475.755	6.0%	14.4%	95.8%	11145	42.2%	13.2%	13.2%
CACHE*	12%	28%	632.7218	6.0%	16.3%	96.1%	16036	32.5%	11.8%	13.3%
CANYONS	32%	49%	1488.723	11.8%	26.7%	95.2%	34409	29.2%	23.5%	10.7%
CARBON*	16%	39%	173.915	7.2%	17.2%	92.4%	3374	46.9%	15.4%	17.4%
DAGGETT*	15%	38%	16.7285	12.0%	26.8%	89.3%	219	35.2%	9.1%	12.8%
DAVIS	14%	33%	2822.998	4.8%	15.4%	97.6%	68609	22.9%	15.1%	12.2%
DUCHESNE*	21%	45%	233.5165	12.8%	27.2%	92.2%	5025	32.9%	14.3%	15.7%
EMERY*	6%	23%	131	1.1%	11.1%	94.4%	2309	46.1%	8.8%	18.6%
GARFIELD*	21%	37%	56.269	7.0%	11.8%	86.1%	931	45.4%	7.3%	12.2%
GRAND*	11%	32%	85.541	5.8%	18.5%	78.0%	1454	52.0%	22.6%	14.5%
GRANITE	17%	36%	2959.721	6.2%	17.9%	95.9%	68114	46.6%	45.3%	12.3%
IRON*	13%	24%	409.543	5.8%	13.1%	96.5%	8691	49.1%	16.0%	13.8%
JORDAN	19%	41%	2214.419	9.4%	23.2%	95.0%	52897	25.2%	20.9%	12.3%
JUAB*	7%	22%	100.465	3.0%	15.6%	96.5%	2286	39.2%	6.3%	13.5%
KANE*	22%	36%	68.47	6.4%	13.9%	91.0%	1212	47.9%	7.6%	13.7%
LOGAN	14%	31%	264.349	7.0%	18.0%	97.3%	5994	60.1%	34.6%	14.1%
MILLARD*	6%	16%	140.7498	0.9%	5.7%	97.3%	2864	57.5%	20.3%	17.1%
MORGAN*	14%	30%	107.099	3.7%	15.4%	94.9%	2650	21.7%	4.8%	8.7%
MURRAY	14%	30%	288.8192	4.6%	14.0%	98.2%	6427	34.9%	23.8%	11.5%
NEBO*	19%	42%	1263.67	11.6%	25.0%	92.2%	31240	37.8%	13.6%	13.4%
NORTH SANPETE*	8%	30%	113.747	1.4%	15.1%	96.9%	2405	57.8%	18.0%	12.9%
NORTH SUMMIT*	9%	20%	52.78	5.7%	9.5%	96.1%	995	40.3%	15.1%	11.3%
OGDEN	28%	52%	572.7947	11.8%	30.1%	93.0%	12490	78.0%	55.1%	11.1%
PARK CITY	18%	34%	242.3858	6.1%	11%	91.9%	4632	21.4%	23.4%	8.0%
PIUTE*	8%	21%	24.967	4.0%	16.0%	87.1%	309	74.8%	12.6%	16.2%
PROVO	22%	43%	638.9536	15.5%	30.4%	89.4%	14922	46.7%	34.3%	15.1%
RICH*	6%	32%	30.96	3.2%	15.6%	84.7%	482	54.6%	6.0%	15.6%
SALT LAKE	15%	35%	1132.876	4.6%	13.8%	96.0%	23986	61.6%	58.9%	14.0%
SAN JUAN*	22%	44%	159.2461	9.0%	20.6%	90.4%	3017	70.5%	57.3%	13.1%
SEVIER*	16%	30%	215.9591	5.4%	16.0%	94.2%	4685	54.6%	10.1%	13.2%
SOUTH SANPETE*	13%	34%	168.0404	4.2%	14.6%	95.7%	3178	53.7%	14.3%	15.1%

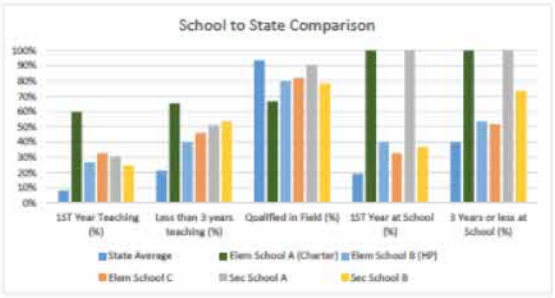
District	Percent first year at school	Percent less than 3 years at school	WEIGHTED FTE	1ST Year Teaching (%)	Less than 3 years teaching (%)	Qualified in Field (%)	FALL ENROLLMENT	FREE AND REDUCED LUNCH (%)	Percent NonWhite (%)	Special Education (%)
SOUTH SUMMIT*	10%	27%	73.835	3.6%	14.5%	89.8%	1495	24.0%	15.1%	11.6%
TINTIC*	6%	13%	15.437	0.0%	0.0%	85.1%	119	48.7%	3.2%	17.3%
TOOELE	13%	35%	653.1781	6.7%	18.0%	95.8%	14125	39.7%	17.7%	12.6%
UINTAH*	22%	51%	314.3335	14.1%	33.2%	90.4%	7587	38.3%	17.6%	11.7%
WASATCH	19%	39%	275.19	10.5%	23.3%	92.4%	5787	35.8%	18.4%	13.3%
WASHINGTON	16%	32%	1243.301	5.4%	14.4%	96.8%	27134	45.5%	18.7%	12.9%
WAYNE*	18%	63%	35.91275	4.2%	14.6%	85.0%	501	49.5%	6.4%	16.0%
WEBER	12%	30%	1332.037	4.9%	13.4%	96.8%	31046	36.3%	17.8%	14.0%

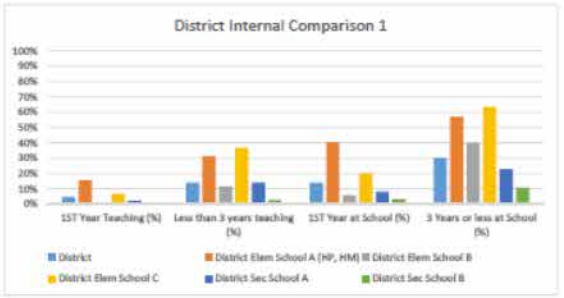
*Rural District

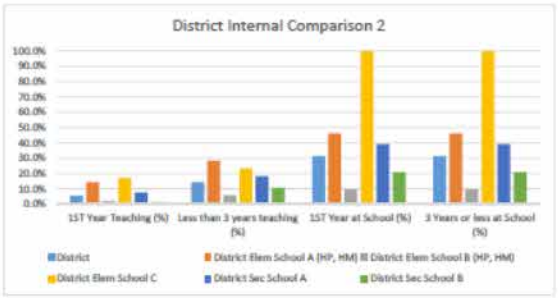
The last page of the document drew on data from specific schools to illustrate how individual school data could be used to illuminate inequities. By focusing on individual schools, we were also able to discuss the relationship between factors involving teacher quality and effectiveness and student achievement, something we would like to explore further as we implement our plan.

Utah Educator Excellence Plan; Data Review Examples









Data Definitions:

Weighted FTE:	Defined as the total teacher FTE at the school
1ST Year Teaching (%):	% of Weighted FTE in 1st year of teaching. Internship years are counted as the first year of teaching for an individuals. Includes out-of-state experience recorded in CACTUS
Less than 3 years teaching (%):	% of Weighted FTE in first three years of teaching experience. Internship years are included as years of experience. Includes out-of-state experience recorded in CACTUS
1ST Year at School (%)	% of Weighted FTE in 1st year of teaching at the individual school
3 Years or less at School (%)	% of Weighted FTE in first three years of teaching at the individual school
Qualified in Field (%)	% of Weighted FTE that are state qualified based on standard licensure or are currently enrolled in the ARL program
Fall Enroll.	Enrollment on Oct. 1, 2013

On March 2 the Teaching & Learning Specialists discussed the Excellence plan in their staff meeting. They defined numerous root causes (see Appendix C) including school-level structures that result in the most at risk students being taught by the least experienced teachers. They also pointed to teacher beliefs about students and communities and principal beliefs about teachers and students as relevant. In addition they cited concerns about physical plants. They cited as a major issue, the teacher preparation programs that do not adequately prepare students for leading classrooms of diversity. Finally, they voiced concerns about the changing nature of teaching, the difficulty in recruiting teachers to the profession and retaining them.

On March, 4 the Utah Association of Secondary School Principals was introduced to the plan at their regularly scheduled meeting. Although the principals had some insight into inequities, they will play a bigger role in the implementation of the plan.

On March 9, 85 Charter School leaders added insight into drivers of inequity from their unique perspectives as non-traditional public schools. Charter school directors pointed to problems in recruiting quality candidates based on misunderstandings of charter school purpose and policies. Because many charter schools are new, they are also more likely to have inexperienced staff and because they are small, they sometimes have difficulty staffing highly qualified teachers in every area. Like other stakeholder groups, they pointed to a need for incentives and acknowledged that there are more opportunities along the Wasatch Front than elsewhere.

On March 11, the Utah Council of Education Deans continued their conversation with additional data. The focus of their discussion was on diversity, especially diversity of the teaching force. They also talked at length about the difficulty in getting students into teacher preparation programs and how the lack of public respect for education is inhibiting recruitment. They suggested pursuing financial support for underrepresented groups going through college.

On March 11, twelve members of the Wasatch Front Curriculum Directors examined data and continued the discussion began by other groups. At this meeting themes began to emerge. A great deal of the conversation centered on issues with perceptions. Teacher perceptions of students and of their working environments were both cited as critical root causes of teachers actually participating in the creation of equity gaps. Additionally, leadership and the increasing difficulty of attracting and retaining teachers were cited as critical areas of concern. The directors thought that perhaps attention to pre-service programs and the creation of leadership pathways might be potential solutions to these issues.

At this point in time the facilitation began to center more around exploring solutions than discussing causes. Data displaying identified inequities in LEAs was shared along with information regarding root causes that had been identified at previous meetings. These data and analysis shifted the conversations so that solutions could be considered.

On March 25, the statewide Curriculum Directors reviewed root causes identified in earlier meetings and began to focus on strategies to address those causes. Root causes were grouped into four categories 1) State and local policies, 2) Leadership, 3) Teaching, and 4) Culture. Suggested strategies included examining pay structures and loan forgiveness and being more intentional with teacher supports including mentoring, Entry Years Enhancement (EYE), and professional development. Once again, they focused on teacher preparation programs, but also expanded the discussion to suggest ways to support leaders.

On March 27, District Superintendents posed strategies for each of the four identified areas. They suggested finding funding to grow teachers locally and providing additional resources for

teachers and students in high needs areas. They encouraged flexibility in teacher training programs and in licensing and also acknowledged the need to change structures locally to provide a systemic continuum of career opportunities for teachers and ensure that all educators have weekly built-in collaboration time.

On April 3, the Human Resource Directors revisited the data one more time and suggested additional support for new teachers who are often clustered in Title I schools and improved support and use of interns. They also requested more focus on early childhood education.

On May 28, 2015, the Coalition of Minority Advisory Committee (CMAC) reviewed Section 1 of the plan, the statewide gap analysis, defined equity gaps, and the strategy to address cultural factors. CMAC members expressed their eagerness to be part of the ongoing work and made several suggestions to ensure the work would be ongoing and sustainable.

On August 5, 2015, USOE conferred with Sarah Jones, Director of Education Excellence and Government Relations for the Utah Education Association (UEA) which is the association representing teachers in Utah. This meeting was the first in what will be ongoing meetings between the USOE and the UEA to include teachers in the implementation of the plan. Sarah has reviewed the plan and has no specific input for changes at this time.

On August 11, 2015, Dawn Davies, President of the Utah Parent Teacher Association, agreed to convene parents in November to review the plan and discuss ways parents can be more involved moving forward. Parents will be given copies of the plan in advance and will give input how best to be involved. Dawn has reviewed the plan and has no specific input for changes at this time.

On August 14, 2015 the Utah Education Association (UEA) submitted written comment on ways to strengthen the Equity Plan. Where possible, these suggestions were incorporated into the revised plan here submitted. Some suggestions will be followed through upon at a later date.

In addition to Utah's focus group input, assistance was also gained from participation in CEEDAR, the Equitable Access Support Group, and the Council of Chief State School Officers (CCSSO).

Section 3: Equity Gaps

Utah has been concerned with providing equitable access to excellent educators for several years. Historically, we have been focused on highly qualified teachers, but in recent years our focus has shifted from qualified to effective. At this time, more than 92% of elementary classes and more than 85% of secondary classes in core academic subjects in Utah fully meet the federal definition of "highly qualified teacher" (HQT) for the 2013-14 school year. The most

common reasons for teachers not having HQT status is based on local conditions, such as teachers teaching multiple subject areas in small, rural schools.

As HQT percentages have risen, student achievement has not kept pace, causing us to consider that additional measures might be important. Furthermore, it is now considered common knowledge that HQT status is not a strong indicator of effectiveness and other measures must be analyzed.

The Utah Statewide Longitudinal Data System allows Utah to continue efforts to provide schools and districts with necessary data to inform instruction and ensure every student receives the most appropriate education possible. This data has been stored in a data warehouse since 1998. Utah's CACTUS (Comprehensive Administration of Credentials for Teachers in Utah Schools) system is a computer database used to maintain official information about Utah Licensed K-12 Educators. It consists of both a central database and user interfaces. CACTUS information includes teacher demographics as well as qualifications, placements, experience, and education. The CACTUS system allows us to drill down to qualifications and experience of teachers along with data regarding current placements and assignment to students. Using these two systems together, USOE data can be parsed out based on schools with higher minority populations, and schools where poverty is a factor. As this data is constantly current, it is a much more reliable source of data than the data reported periodically for other reports. Thus, we chose to look primarily at CACTUS data for our analyses.

These data systems allow us to consider various proxies for teacher effectiveness now, while we are waiting for our Utah Teacher Effectiveness Program to be fully operational in the 2015-2016 school year. That system will categorize teachers as effective, highly effective, minimally effective or not effective based on rater observations, measures of student growth, and stakeholder input. Once the Effectiveness Data is available, we will transition our efforts to examine potential inequities in effectiveness rather than using the proxies of experience and qualifications that are available at this time.

Based on the initial data from the Civil Rights Data Collection, and realizing the data to be less complete and accurate than what is available to us locally, we decided to use Utah's data systems including our CACTUS system which holds all teacher data to examine teacher placements more accurately and completely than is possible from the Civil Rights Data Collection. We began by defining key elements that would help to illuminate potential inequities within the state, including those required by the Department of Education, but also looking at Utah contextual factors such as rural vs. urban dynamics, teacher quality in charter schools, and data within districts.

When initially pulling the data we defined and reviewed the data regarding educators as follows:

Qualified in field:

An individual considered fully qualified, meaning those licensed and endorsed through standard requirements, and those earning standard licensure through Alternative Routes to Licensure (ARL) in their major area.

Educators Out-of-Field:

An out-of-field educator was defined as an educator that is not qualified through standard licensure rules or earning standard licensure through ARL in their qualified area. As individuals can be qualified for portions of their assignment and not qualified for other portions the individual's full-time equivalent (FTE) was used in calculating school wide ratios. We further discriminated the out-of-field educators into three categories as detailed below.

Earning credential in field:

An individual licensed through standard requirements that is working towards earning the standard endorsement on a State Approved Endorsement Plan (SAEP).

Qualified by Restricted Credential:

An individual licensed through LEA-specific licensure requirements or by a restricted endorsement in a Necessarily Small School (NESS).

Not Qualified:

An individual that is not qualified or is qualified by an emergency credential, called a Letter of Authorization (LoA).

Unqualified Educators:

An unqualified educator was defined as an educator that was not qualified through standard licensure requirements. As individuals can be qualified for portions of their assignment and not qualified for other portions the individual's FTE was used in calculating school wide ratios. We further discriminated the unqualified educators into two categories as detailed below.

Qualified:

An individual considered fully qualified for their position through standard licensure requirements.

Restricted/Temporary Qualified:

An individual considered qualified for their position based on meeting any non-standard licensure requirements; including ARL candidates, individuals on SAEPs, individuals with restricted credentials (LEA-specific or NESS restricted), or individuals on a LoA.

Not Qualified

An individual that is not qualified for the position

An initial review of the data found that there was no significant difference in the ratios for out-of-field educators and unqualified educators. We, therefore, focused on the percentage of qualified teachers (neither out-of-field or unqualified) as the most stable and easily understood metric for data analysis and grouped out-of-field and unqualified as one homogenous group.

Inexperienced Educators:
An inexperienced educator was defined as an individual that was in his first year of teaching. Experience outside of Utah was included in the total years of experience for an individual. A year of experience marked as an internship in our database was considered the first year of teaching for an individual. To be consistent with the other data the individual's FTE was used in calculating school wide ratios.

After initial review of the data it was determined that the definition of inexperienced educators only presented one aspect of our concerns surrounding inexperienced educators and school turn-over rates. Based on this conclusion we collected additional data in this area as detailed below; all were based on FTE ratios and counted an internship year as the first year of experience for an individual.

1st year teaching
An individual in his or her first year of teaching.

Less than 3 years teaching
An individual in his or her first, second, or third year of teaching.

1st year at school
An individual is his or her first year of teaching at the school to which he or she is currently assigned.

3 years or less at school
An individual in his first, second, or third year of teaching at the school to which he or she is currently assigned.

To examine distributions of teachers we also considered student level factors:

Students living in poverty
Identified primarily based on free/reduced lunch qualifications, which may or may not include Title I status.

Students of color
Any non-white student

Students with disabilities
Students eligible under the Individuals with Disabilities Education Act (IDEA) and Utah State Board of Education Special Education Rules with an Individualized Education Program (IEP). This does not include students solely on a 504 Plan.

Table C: Statewide Gap Analysis

	Student Count	FTE	% 1st Year Teachers	% Less than 3 years teaching	%Qualified Teachers	%Teachers in First Year at School	% Less than 3 years at a school	% Students in Poverty	% Students Non-white	% Students SWD	School Types
All Schools	558392	24157	7%	19.10%	94.70%	17%	37%	37.40%	23.90%	12.60%	
Schools in Top Quartile for F&R	98864	4758 (23)	8%	21%	95%	18%	38%	74%	46%	18%	75% Reg Elem 16% Reg Second 8% Alternative &SpecialEd
Schools in Bottom Quartile	182747	7358 (35)	7%	19%	96%	17%	38%	16%	12%	12%	68% Reg Elem 28% Reg Second 4% Alternative &SpecialEd
Income Equity Gap			1%	2%	-1%	1%	0%	57%	34%	6%	
Schools in Top Quartile for Minority	139713	6351 (30)	9%	22%	95%	19%	40%	66%	53%	16%	66% Reg Elem 28% Reg Second 2% Alternative &SpecialEd
Schools in Bottom Quartile	123305	5127 (24)	6%	18%	95%	16%	36%	31%	7%	14%	67% Reg Elem 27% Reg Second 2% Alternative &SpecialEd
Minority Equity Gap			2%	4%	0%	3%	4%	35%	46%	2%	
Schools in Top Quartile for SPED	82055	4079 (20)	7%	18%	94%	17%	38%	53%	27%	28%	68% Reg Elem 15% Reg Second 16% Alternative &SpecialEd
Schools in Bottom Quartile	183963	7435 (36)	8%	20%	94%	19%	39%	30%	19%	8%	75% Reg Elem 16% Reg Second 8% Alternative &SpecialEd
SPED Equity Gap			-1%	-2%	0%	-2%	-1%	23%	8%	20%	

Our approach to data analysis had three purposes:

1. To heighten awareness in LEAs regarding potential areas of inequity and to encourage local examination of existing data.
2. To dispel the prevalent myth that an inequity issue did not exist in Utah schools.
3. To find patterns in statewide data that would inform the equity plan.

The Department of Education has defined an equity gap as "the difference between the rate at which low-income students or students of color are taught by excellent educators and the rate at which their peers are taught by excellent educators." (State Plans to Ensure Equitable Access to Excellent Educators, FAQs) Utah's analysis of equity gaps for poverty, minority, and students with disabilities did not reveal any gaps for students with disabilities or students in poverty at a statistically significant level when viewed from a statewide perspective. In fact, the analysis shows that students from low income households are taught by qualified teachers at a higher rate than their peers and that students with disabilities are taught by more experienced teachers overall than other groups.

There is a small gap (4%) for minority students who have higher levels of inexperienced teachers than their peers, but as there is no corresponding gap in qualified teachers, it does not appear that minority students have less access to excellent educators. Additionally, non-white students tend to be concentrated in specific districts; therefore, a targeted approach addressing variability at the local level seemed to be the best approach.

Since the data did not reveal gaps defined by the Department of Education at a significant level to address statewide, and since Utah is committed to ensuring all students have access to excellent educators, we chose to look at other gaps revealed by the data that could be addressed for a wide impact on student achievement. The data used to identify these gaps was the data shared with stakeholders in the original data meeting (see p. 5 and 6) and gaps were identified by stakeholders as described in Section 2.

1. **Inexperience in Charter Schools**
   Data shows a difference in the rate at which students in charter schools are taught by inexperienced teachers, with nearly double the rates of first year teachers (16.6%) and teachers with fewer than three years of experience (41.5%) as traditional district schools (8.2% and 21.3%).
   a. Inexperience is most prevalent in the Provo area, near Brigham Young University, and in Eastern Utah.

   Stakeholders verified this gap during the Charter School Stakeholder meeting and expressed interest in programs that would support inexperienced teachers.

2. **Underqualified teachers in Charter Schools**
   Data shows a difference in the rate at which students in charter schools are taught by teachers qualified in field. (85% qualified in charter schools vs. 93% qualified statewide)

3. **Underqualified teachers in Rural Schools**
   Data shows a difference in the rate at which students in rural areas are taught by teachers qualified in field.
   b. Low rates of qualified teachers are most prevalent in Grand (78%), Rich, Wayne, Tintic, Garfield (all less than 86%), and Beaver (88%), all rural districts as can be seen in Table B .

   Since rural districts tend to have higher poverty rates than larger districts or charter schools, this gap affects students in poverty at higher rates.

4. **Variability at the local level**
   Data shows there is wide variability among school districts in teacher experience with a range of 0% teachers with less than three years of experience (Tintic) to 33% teachers with less than three years of experience (Uintah). Furthermore, a sampling of schools within districts shows a much greater inequitable distribution within districts, than between districts. These factors suggest the need to do much deeper analysis at an LEA level, which is the basis for our fourth targeted area. Curriculum Directors and other stakeholders have expressed interest in this ongoing deeper look into equity at the local level.

Data regarding teacher distribution and experience are valuable for beginning the conversation regarding placing excellent teachers in all classrooms, and it is clear to us that data available from the educator effectiveness project will be essential as we move forward. Arguments regarding the causal relationship, or lack thereof, between inexperienced teachers and low student performance continue to persist.

Based on the data analysis and conversations with stakeholders, we identified over one-hundred potential root causes, which were distilled into four general categories and considered both from a local- and a statewide-perspective.

State and Local Policies

Utah Educators cite several policy factors that impact teacher excellence and equitable distribution, including policies regarding seniority, teacher placement and awarding of incentives.

Utah policies, or lack thereof, regarding early childhood education, result in under-qualified individuals providing services for pre-school children. Furthermore, as full-day kindergarten is optional, children arrive in first grade at varying levels of abilities based on their pre-school experiences.

Utah policies regarding admission to teacher- and leader-education programs and content of teacher- and leader-education programs do not always support recruitment efforts and may be insufficient preparation for educators entering high-needs schools.

Leadership

Utah educators recognize the essential role of leaders in making decisions regarding teacher placement and in providing support for teachers. Where leadership programs support principals as instructional leaders, higher levels of support for teachers are reported and

student gains are evident. Where leaders are considered managers, less attention is paid to equity and effectiveness issues and teachers report less support.

Teachers and Teaching

The heart of the equity and excellence conversation is at the teacher level. Equitable distribution is influenced not only by experience and qualifications, but by proper preparation and ongoing support for teacher development throughout a teacher's career. Recruitment, preparation, and ongoing support are all important to assuring excellence in every classroom.

Culture

Although data does not always reveal cultural elements in discussions of teacher excellence, every stakeholder group identified cultural factors as having significant impact on student access to quality teaching. Teacher beliefs about students, perceptions of parental involvement, and willingness to grow all contribute to quality in the classroom.

Equity Gap 1: Inexperienced Teachers in Charter Schools

Root Causes

Leadership

Charter School administrators are not required to have administrative licensure in the state of Utah. Inexperience in school management or instructional leadership may have an impact on staffing decisions resulting in selecting the economy of inexperience over value in experience. Utah has not invested in professional development for administrators at scale.

Teachers and Teaching

Lack of a career continuum and inadequate professional learning supports in charter schools affect satisfaction and retention of effective teachers. Perceptions of minimal support, lack of incentives, and remedial pedagogies lead to inabilities to hire quality teachers and poor instruction in classrooms. Charter school educators do not have the employment protections common to their non-charter public school peers, and thus do not have an expectation of continued employment. They do not receive the same level of benefits as district employees, especially in terms of retirement, which can lead to equity gaps. Teachers use charter schools as a place to launch a career.

Culture

New teachers are more likely to be recruited into charter schools where there is less support, thus magnifying the inexperience and leading to dissatisfaction with education as a career.

Equity Gap 2: Under-qualified Teachers in Charter Schools

Root Cause

State Policies

Utah policies do not offer Charter School educators the same employment protections as district educators. Educators leave charter schools for more secure employment once they have sufficient expertise to be attractive to hiring districts.

Teachers and Teaching

Perceptions of minimal support, lack of incentives, and remedial pedagogies lead to inabilities to hire highly qualified teachers in charter schools.

Equity Gap 3: Underqualified Teachers in Rural Schools

Root Causes

State Policies

Utah policies regarding admission to teacher- and leader-education programs and content of teacher- and leader-education programs do not always support recruitment efforts and may unintentionally disadvantage students from rural areas

Leadership

Leadership preparation programs may be inadequate to prepare leaders for the changing landscape of education and the challenges unique to rural areas. Professional development for principals has not been adequately addressed in statewide programs.

Teachers and Teaching

Lack of a career continuum and inadequate professional learning supports in rural schools are local factors affecting satisfaction and retention of effective teachers. Rural areas have less access to university programs and fewer resources overall to support teacher preparation and professionalism.

Culture

New teachers are more likely to be recruited into rural areas where there is less support, thus magnifying the inexperience and leading to dissatisfaction with education as a career.

Equity Gap 4: Variability of Equity in Excellence within Districts

Root Causes

Root causes at the local level will be examined through intensive local data analysis and collaboration with the Utah State Office of Education. The reasons for variability and inequities within district are diverse and will require thoughtful and thorough analysis. This analysis will take place after June 1, 2015; however, root cause discussions suggest the following factors should be considered.

State and Local Policies

Local-level Policy Factors

Analysis of equitable distribution within LEAs points to local decisions that may lead to allowing un-qualified and under-qualified teachers to be responsible for instruction. Seniority systems and policies for teacher placement can also lead to inequitable distribution. Where incentives are offered, LEAs report fewer difficulties with staffing high need schools.

State-level Policy Factors

Utah policies, or lack thereof, regarding early childhood education result in under-qualified individuals providing services for pre-school children. Furthermore, as full-day kindergarten is optional, children arrive in first grade at varying levels of abilities based on their pre-school experiences

Leadership

Root causes of inadequate leadership at the local level include lack of support for leader professional development and lack of knowledge of recruitment and hiring practices that would lead to highly effective teachers for all students.

Teachers and Teaching

Local-level teaching factors

Even experienced teachers need support for modern expectations, including diversity of pedagogical skill to address the diverse needs of their students and increased expectations on core standards. Where evaluation systems are seen as systems for discipline rather than systems for support, a culture of growth is more difficult to cultivate and lead to teacher dissatisfaction and turn-over.

State-level teaching factors

Currently prescribed university coursework does not always adequately prepare teachers for the classroom. Utah's high numbers of inexperienced teachers and continued growth in student numbers resulting in the need for additional teachers suggest that the answer lies not in reducing the percentages, but rather in ensuring adequate preparation and support for inexperienced teachers and those teaching out of their area.

Culture

Local-level cultural factors

Conversations with teachers and leaders reveal cultural biases that lead to lower standards in some classrooms than in others. Where teachers lack confidence in their students, even when exhibiting a disposition of caring, less effective pedagogies, such as drill and rote

learning, are more prevalent. Where teachers have confidence in their students, they are more likely to provide learning experiences at greater depths of knowledge. While difficult to measure quantitatively, cultural attitudes clearly play a contributing role in student access to quality instruction.

State-level cultural factors

Public perceptions of education in general sometimes reflect negatively on teaching as a career, inhibiting recruitment efforts. Universities report fewer students entering their programs and the current numbers of pre-service students are insufficient to meet Utah's needs in coming years. Furthermore, lack of diversity in Utah's teaching force suggests that many teachers may not be ready to deal with cultural factors such as poverty, cultural, and language differences and ineffectiveness may result. Finally, inequitable access to resources such as special programs, well-equipped schools, and professional development further exacerbates inequities.

Section 4: Strategies for Promoting Excellence

The Utah State Office of Education recognizes that providing highly effective teachers for all students is a complicated and worthwhile endeavor. Achieving our goal of an excellent teacher in every classroom will require implementation of a comprehensive strategy aligned with other statewide efforts as part of a cohesive and coherent whole. Utah's Plan to Ensure Equitable Access to Excellent Educators, is built on the following theory of action.

> ***If*** *a comprehensive and coherent plan for increasing excellence in every classroom is a collaborative effort of the Utah State Office of Education and Local Education Agencies*
>
> ***And if*** *that plan addresses key areas of culture, leadership, teaching, and policy in Utah schools*
>
> ***Then*** *teacher effectiveness will be enhanced so that all students will have equitable access to excellent teaching and leading resulting in higher levels of college- and career-readiness for all students.*

This theory of action, combined with overlaps in considering root causes of equity gaps leads to four key strategic areas:

1. Teacher preparation and professional learning
2. Leadership enhancement
3. Attention to cultural factors
4. Local data analysis and goal setting

Strategy to address gaps in Inexperience and Qualifications (1,2,3)
Strategy: Teacher Preparation and Professional Learning Inexperience and under-qualified teachers exist not only because of Utah's growing population and low median age, but also because teacher preparation programs are not currently producing enough teachers to fill existing openings and professional development has been insufficient to equip teachers to the extent necessary to retain them. Improving teacher preparation and professional learning will target all four gaps by producing better equipped teachers willing to make a life-time career of education.
Teacher Preparation and Professional Learning Critical Root Causes
Current teacher preparation programs are not producing sufficient numbers of quality candidates for available positions, and existing policies may be inadequate to support teacher recruitment to the degree needed.
Not all teacher preparation programs provide sufficient content and pedagogical knowledge and experience to ensure excellence in the early years of teaching.
Rural areas have less access to university programs and fewer resources for professional development.
Induction programs may be insufficient to ensure teacher satisfaction and retention.
Evaluation systems are not used to help existing teachers become excellent.
Reduced support for professional learning has resulted in lower rates of professional growth overall.
Teacher Preparation and Professional Learning Sub-strategies
Teacher Preparation Improvements USOE will conduct an analysis of existing policy regarding teacher preparation, including policies regarding admissions and required coursework, including an examination of routes to endorsements and licensure. This analysis may result in policy changes that will support greater depth in preparation and provide flexibility where needed to attract and prepare highly effective teachers in all locations.
Teacher Induction Improvements USOE will collaborate with the Utah Council of Education Deans to conduct research on current induction programs and implement improvements.
Professional Development Improvements USOE will conduct an analysis of professional learning opportunities state-wide and will use this data to enhance professional development by developing online courses including those offered through the USOE Professional Learning Series (PLS). USOE will seek additional funding to support professional development that is targeted towards early-years of teaching, effective pedagogy, and content knowledge, including support for mentorship programs in early years of teaching.
State Systemic Improvement Plan to Increase Student Achievement in Middle School Mathematics USOE will improve teaching in all classrooms through the implementation of Utah's State Systemic Improvement Plan (SSIP), including goals to increase teacher knowledge of content and effective instruction in mathematics, expectations and beliefs about the abilities of students with disabilities, and implementing a Multi-Tiered System of Supports (MTSS) in secondary settings.
Measures to Evaluate Progress

Review of all rules and policies related to Teacher Preparation will be completed by October, 2015.
Recommendations for policy revisions will be completed by March, 2016.
Universities will complete teacher education program revision recommendations by September, 2016
Universities will complete analysis of induction programs and recommend improvements by May, 2016.
A survey of Utah's Professional Development structures and accompanying data analysis will be completed by January 2016.
The Professional Learning Series will include elements focused on excellent teaching for all students and will be implemented by Summer 2015 and revised yearly thereafter.
Students of teachers who participate in the Professional Learning Series will have a demonstrable increase in achievement (at least 1% per year) as demonstrated through Student Growth Percentiles and Student Learning Objectives by Spring, 2017.
Recommendations for potential legislation will be submitted to the legislature for the 2016 legislative session.
Increase the percentage of students with Speech/Language impairment (SLI) or Specific Learning Disabilities (SLD) in grades 6-8 who are proficient on the SAGE mathematics assessment by 11.11% over a five year period.
Professional development targeted at leaders will be developed as part of the Professional Learning Series for FY 2016.
A yearly report of teacher qualifications and experience in charter and rural schools will show an increase in experience and a decrease in unqualified teachers each year.

Strategy to address variability within districts (Gap 4) and inexperience in charters (Gaps 1, 2)
Strategy: Leadership Enhancement Variability in equity exists at the local level due to variability in leadership. Utah educators recognize the essential role of the leader in making decisions regarding teacher placement and in providing support for teachers. Where leadership programs support principals as instructional leaders, higher levels of support for teachers are reported and student gains are evident. Where leaders are considered managers, less attention is paid to equity and effectiveness issues and teachers report less support.
Leadership Critical Root Causes
Leadership programs focused on school management lack comprehensive preparation for talent management and instructional leadership.
Access to and requirements for participation in leadership programs result in uneven leadership statewide.
Lack of professional development for administrators results in stagnant leadership and inability to effectively address problems of inequity that have mushroomed in recent years.
Charter school administrators are not required to have administrative licensure.
Leadership Sub-strategies

Effective Use of Evaluation Systems USOE will work with principals to ensure effective use of evaluation systems to support teacher growth in excellence, both by certifying raters, and by providing professional development on supporting teachers which includes the research-based strategies for creating school wide professional leaning communities.
Administrative Licensure Improvements USOE will conduct an analysis of leadership preparation programs, including programs that lead to a career continuum for teachers and will consider revisions to better support appropriate recruitment and preparation in administrative licensure programs and research-based strategies for developing distributive leadership to support the creation of school wide collaborative learning communities, with one anticipated outcomes of strengthening requirements for leadership in charter schools and exploration of an alternative route to licensure for administrators.
Leadership Specialist USOE will hire a Leadership Specialist in Teaching & Learning with job responsibilities including the revision and analysis of the Utah Educational Leadership Standards to include aspects of leadership for equity and excellence and for greater alignment with the refreshed Interstate School Leaders Licensure Consortium (ISLLC) Standards and will use those revised standards for administrator support systems including administrator evaluation.
Principals' Academies USOE sections will align currently existing Principals' Academies to reduce duplication, align efforts, and design research-based learning opportunities for principals and administrative teams. Academies will be used to support principals in a culture of change and to equip them with the knowledge and skill necessary to promote and support excellence and equity in all classrooms by developing collaborative school cultures, including mindsets, dispositions, and practices.
Professional Development for Talent Management USOE will create and deliver professional development specific to talent management that will be made available to Human Resources Directors and administrators.
Measures to Evaluate Progress
100% of supervisors evaluating teachers will be certified as raters by 2017.
The Utah Evaluation System will be used as a tool to increase student achievement by increasing teacher effectiveness as demonstrated by increasing the percentage of effective teachers by 1% each year. (This measure will be re-evaluated when actual effectiveness data is available so a baseline can be established.)
Revision of administrative licensure rules will be completed by September, 2017.
A qualified leadership specialist will be hired by December, 2015.
All academies for principals will be aligned, including alignment to the Utah Educator Leadership Standards, Utah Core Standards, and attention to equity by September, 2017.
An online course for HR Directors focused on talent management will be available by May, 2016.
A yearly report showing retention of teachers will show an overall increase in experience in charter schools, as well as in the system overall.

Strategy to address inexperience and variability. (Gaps 1,3,4)
Strategy: Attention to Cultural Factors Cultural perceptions of teaching result in difficulty attracting and retaining teachers in all schools. Once placed, teachers' unstated assumptions about students and their abilities result in classroom practices that do not always support student learning. School cultures indoctrinate inexperienced teachers into practices that do not support equity.
Attention to Cultural Factors Critical Root Causes
Teacher's stated and un-stated assumptions including lack of confidence in student abilities to learn based on cultural assumptions about poverty, culture, linguistic diversity, and student disabilities, fixed mind-sets, biases regarding student abilities and parent involvement, and perceived desirability of certain schools, classrooms, or geographical locations.
Cultural perceptions of education including negative public perception of education as a viable career leading to decreasing numbers of students entering teacher preparation programs
Lack of diversity in teacher workforce and insufficient preparation to deal with diversity.
Cultural perceptions regarding the importance or lack of importance of early childhood education.
Attention to Cultural Factors Sub-strategies
Teacher recruitment and retention USOE will seek state funding and leverage existing state and federal programs to support teacher recruitment efforts, including student loan forgiveness as a recruiting and retention tool.
Enhancing cultural competence USOE will require enhanced cultural competencies in preparation programs and in professional learning experiences for teachers.
Enhancing cultural awareness and perception USOE will leverage recent research in the impact of cultural factors and perceptions on the classroom and will develop a program to raise awareness of biases and increase expectations for all students.
State Systemic Improvement Plan to Increase Student Achievement in Middle School Mathematics USOE will increase expectations through the implementation of Utah's State Systemic Improvement Plan (SSIP), paying particular attention to raising expectations in middle school mathematics for all students, including those with disabilities and those from poverty settings.
Program placement and resource support USOE will work with LEAs to place desirable programs and equipment in under-resourced schools as a means to attract teachers to rural areas and those impacted by poverty.
Perceptions Campaign USOE will work with LEAs to highlight highly impacted schools that are outperforming others to debunk myths around which students can learn.
Measures to Evaluate Progress
Legislation with programs to recruit teachers will be passed during the 2016 or 2017 session.
A review of preparation programs for evidence of developing cultural competencies will be completed by September, 2016 and resulting rules will be considered by the Board of Education by August, 2017.

An online program focused on eliminating bias and holding high expectations for all students will be made available to educators by May, 2017.
Conduct a survey of existing program placement by May, 2016.
Implement a strategic plan for program placement by September, 2016.
Publicly recognize highly impacted/high achieving schools by 2016.
Multi-year student placement data will show an increase in student placement in higher level and more rigorous classes for students in poverty, those with disabilities, and those with various ethnicities.

Strategy to address variability (Gap 4)
Strategy: Local data analysis and goal setting Variability within districts leads to inequities within systems at a local level. Initial forays into data analysis conducted as part of the preparation for this plan have shown that LEAs are interested in further analysis and support in reducing inequities within their districts and schools
Local Data Analysis and Goal Setting Critical Root Causes
LEAs near universities employ greater numbers of interns, have greater access to new teachers, and have higher turnover rates than LEAs in more stable locations.
Rural LEAs have limited access to highly qualified teachers and are perceived as less desirable.
Large districts have considerable variability within.
Local Data Analysis and Goal Setting Sub-strategies
Targeted Assistance USOE will target approximately five LEAs for focused data analysis, root-cause analysis and local planning to reduce inequities within systems, and will work with community stakeholders including parents, representatives from minority associations, teachers' associations to create and implement plans at a local level.
Legislative Support USOE will collaborate with stakeholders (UEA, USSBA, PTA, etc.) to work with the legislature to develop a pilot program directed at providing incentives to attract and retain teachers in hard to staff schools. Incentives may include scholarships for pre-service education, bringing colleges into rural areas using technology, or increasing benefits such as retirement or housing stipends.
Teacher Evaluation for Improved Instruction USOE will partner with school districts to ensure Evaluation Systems are used to support teacher effectiveness as defined in the Utah Effective Teaching Standards (UETS). Professional development for equity will be included in sessions where student learning outcomes (SLOs) are developed grounded in the latest research-based approaches for turning high poverty schools into high performing schools.
USOE will develop a mechanism to display equity data on the Utah Data Gateway.
Measures to Evaluate Progress
LEAs identified as having internal equity issues will have plans in place by May, 2016. Metrics will be included in those plans for evaluating success.
Legislation directed at providing incentives for teacher recruitment and retention will be introduced and passed in the 2016 Utah Legislative Session.
100% of supervisors evaluating teachers will be certified as raters by 2017.

A monitoring approach for the Utah Evaluation System will be fully in place by September 2018.
The Utah Data Gateway will include equity data by September, 2016.
Internal inequities will be reduced in piloted districts by September, 2016 as identified through CACTUS and local data.

Section 5: Ongoing Mentoring and Support

The Utah State Office of Education is committed to implementation of the Equitable Access to Excellent Teachers plan, including ongoing mentoring and support. It is our design that the plan will be used in conjunction with other efforts to produce a more cohesive system through collaboration and attention to similar goals. Specifically, Title I, Title II, and IDEA funds will be used to support teachers and leaders through professional development. A leadership specialist will be hired by Teaching & Learning to support and monitor the leadership piece of the plan. A team will be established to work with targeted LEAs where significant inequity is present to analyze data and develop plans that meet local needs. We will also forward significant research and results to stakeholders with LEAs.

Existing programs, including the Teacher Effectiveness and Evaluation Project, the State Systemic Improvement Plan, and Multiple Tiered Systems of Support will be leveraged to increase awareness of and provide structure for addressing issues around excellence in all classrooms. Some programs, including Teacher and Leadership Preparation and existing forms of professional development will be analyzed for future improvements. Additionally, state and local policy analysis may lead to the elimination of ineffective or damaging policies and programs.

The USOE Equitable Access to Excellent Teachers team will continue to meet semi-annually to monitor progress and make adjustments to the plan. Utah's data systems will be accessed to review changes in distributions as they become available and to begin to analyze effectiveness data along with measures that were used to create this plan in advance of that availability. By involving all sections at USOE, there is greater confidence that the plan will result in improved access for all students. The first meeting will be held in December, 2015.

In addition, the USOE Director of Teaching and Learning will convene a group of external stakeholders, including teachers, parents, administrators, and others to review the plan, suggest modifications, and monitor progress. The first meeting will be held in November, 2015.

As detailed in Section 4, for each strategy we have a plan to assess implementation success. Data collection will be conducted as new measures emerge and will be used for further plan refinement. Additionally, stakeholders will continue to play a role in providing information to USOE regarding plan implementation and the effectiveness of local efforts.

Local Education Agencies will bear the primary burden for assuring equitable access within their boundaries. Data analysis to date suggests that internal inequity is a more significant problem than is visible from a statewide view. USOE will assist in data collection and analysis and providing targeted supports to increase excellence across the state without encroaching on the authority of local school boards and administration.

On approval from the Department of Education, the Utah Plan to Ensure Equitable Access to Excellent Teachers will be made public via press announcements, Facebook posts, and Twitter. It is also posted on the USOE website along with other pertinent information at http://schools.utah.gov/CURR/main/Excellence-Plan.aspx. As the efforts succeed, additional press releases will be made to announce progress or solicit additional input. In particular, attention will be made to publicizing the work of the local education agencies in increasing access to highly qualified and experienced educators for all students in the state. Additionally, USOE will display equity data on the Utah Data Gateway where the public will be able to access and monitor progress as listed in our strategies. This information will be updated annually beginning in the fall of 2016. Each time the Gateway is updated there will be an accompanying press release and information pushed out through social media.

Conclusion

Utah's Plan to Ensure Equitable Access to Excellent Teachers details our approach to achieving our objective of improving access to excellent educators for all students. This plan is based on analysis of data and stakeholder input based on a theory of action which states,

> ***If*** *a comprehensive and coherent plan for increasing excellence in every classroom is a collaborative effort of the Utah State Office of Education and Local Education Agencies*
>
> ***And if*** *that plan addresses key areas of culture, leadership, teaching, and policy in Utah schools*
>
> ***Then*** *teacher effectiveness will be enhanced so that all students will have equitable access to excellent teaching and leading resulting in higher levels of college- and career-readiness for all students.*

Our data analysis and conversations with focus groups led us to four key root causes and four key strategies.

Root causes:

1. Inexperience in Charter Schools
2. Underqualified teachers in Charter Schools
3. Underqualified teachers in Rural Schools
4. Variability at the local level

Key strategies:

1. Teacher preparation and professional learning
2. Leadership enhancement
3. Attention to cultural factors
4. Local data analysis and goal setting

These strategies will be pursued and monitored over the next three years, at which point the plan will be reassessed and revised as needed to continue ensuring excellence at every level and in every community.

Timeline

Major Activities	Parties Involved	Organizer	Resources Needed	Time Frame	
				Start	Frequency
Teacher Preparation Improvements USOE will conduct an analysis of existing policy regarding teacher preparation, including policies regarding admissions and required coursework, including an examination of routes to endorsements and licensure. This analysis may result in policy changes that will support greater depth in preparation and provide flexibility where needed to attract and prepare highly effective teachers in all locations.					
Review of R277-502, R277-503, R277-504	Board of Education Licensing Utah Council of Education Deans (UCED) Utah Education Association (UEA) UTEAAC	Travis Rawlings	None	Fall 2015	Once formally, ongoing monitoring
Review of existing teacher incentive programs (i.e. Teacher Salary Supplement Program)	Board of Education State Legislature LEA Superintendents UEA Utah School Boards Association (USBA) Teaching & Learning (USOE)	Travis Rawlings	None for review, funding if changes are proposed	Fall 2015	Once

Major Activities	Parties Involved	Organizer	Resources Needed	Time Frame	
				Start	Frequency
Consider rule and policy changes as determined after review.	Board of Education Teaching & Learning (USOE)	Diana Suddreth		Winter 2015/16	Annually and as needed
Universities will analyze individual programs to increase rigor and address equity issues	University Teacher Education Programs	Utah Council of Education Deans (UCED)		8/15	Complete analysis by 9/16
Update report on teacher experience and qualifications	USOE	Kristin Campbell		4/16	Yearly
Professional Development Improvements USOE will conduct an analysis of professional learning opportunities state-wide and will use this data to enhance professional development by developing online courses including those offered through the USOE Professional Learning Series (PLS). USOE will seek additional funding to support professional development that is targeted towards early-years of teaching, effective pedagogy, and content knowledge, including support for mentorship programs in early years of teaching.					
Survey of teachers' perceptions of the Utah Professional Learning Standards-administration	Jeannie Rowland Learning Forward	Jeannie Rowland	Funding for survey administration	5/15	Complete by 6/15
Survey of Utah Professional Learning Standards-data analysis	Jeannie Rowland Learning Forward	Jeannie Rowland	Survey completion	6/15	Complete by 8/15
Develop online courses in content areas for Professional Learning Series	Teaching & Learning Staff	Jennifer Throndsen	Funding for development and implementation	6/15	Yearly development and periodic delivery
Seek funding for professional development targeted towards early-years of teaching.	Teacher Effectiveness Team Superintendency	Linda Alder Sydnee Dickson		6/15	Yearly during January-March

Major Activities	Parties Involved	Organizer	Resources Needed	Time Frame	
				Start	Frequency
	UEA Legislature				
Seek funding for professional development targeted towards effective pedagogy and content knowledge.	Teaching & Learning Staff UEA Superintendency Legislature	Diana Suddreth Sydnee Dickson		6/15	Yearly during January-March
Seek funding for mentorship programs	Teaching & Learning Staff UEA Superintendency Legislature	Diana Suddreth Sydnee Dickson		6/15	Yearly during January-March
State Systemic Improvement Plan to Increase Student Achievement in Middle School Mathematics USOE will improve teaching in all classrooms through the implementation of Utah's State Systemic Improvement Plan (SSIP), including goals to increase teacher knowledge of content and effective instruction in mathematics, expectations and beliefs about the abilities of students with disabilities, and implementing a Multi-Tiered System of Supports (MTSS) in secondary settings.					
Implementation of Utah's State Systemic Improvement Plan (SSIP)	USOE staff MTSS group	Glenna Gallo	Funding	2015	Yearly analysis through 2020
Effective Use of Evaluation Systems USOE will work with principals to ensure effective use of evaluation systems to support teacher growth in excellence, both by certifying teacher observation raters, and by providing professional development on supporting teachers which includes the research-based strategies for creating school wide professional leaning communities.					
Certification of teacher observation raters	Teacher Effectiveness Team Principals Other raters	Linda Alder	Funding	2015	Semi-annually

Major Activities	Parties Involved	Organizer	Resources Needed	Time Frame	
				Start	Frequency
Implementation of Evaluation Systems for all educators, including principals.	Teacher Effectiveness Team District Administrators	Linda Alder	Funding Professional Development	2015	Ongoing
Professional Development for Principals	Teaching & Learning Section Leadership Specialist	Leadership Specialist	Funding	Upon hiring of Leadership Specialist	Ongoing
Administrative Licensure Improvements USOE will conduct an analysis of leadership preparation programs, including programs that lead to a career continuum for teachers and will consider revisions to better support appropriate recruitment and preparation in administrative licensure programs and research-based strategies for developing distributive leadership to support the creation of school wide collaborative learning communities, with one anticipated outcome of the development of an alternate route towards licensure.					
Survey of leadership preparation programs	USOE UCEL UCED UTEAAC UEA	Leadership Specialist	Leadership Specialist	Upon hiring of Leadership Specialist	Complete by June, 2016
Revision of administrative licensure program	Diana Suddreth Travis Rawlings	Diana Suddreth		6/15	Quarterly check-in with UCEL until resolved
Proposed revisions for R277-505	Board of Education UCEL UCED UTEAAC UEA	Travis Rawlings	None	Summer 2015	Once; ongoing monitoring

Major Activities	Parties Involved	Organizer	Resources Needed	Time Frame	
				Start	Frequency
	Teaching & Learning(USOE)				
Leadership Specialist USOE will hire a Leadership Specialist in Teaching & Learning with job responsibilities including the revision and analysis of the Utah Educational Leadership Standards to include aspects of leadership for equity and excellence and for greater alignment with the refreshed Interstate School Leaders Licensure Consortium (ISLLC) Standards and will use those revised standards for administrator support systems including administrator evaluation.					
Hire Leadership Specialist	Linda Alder	Linda Alder	Funding for position	ASAP	
Revise Utah Educational Leadership Standards	Leadership Specialist Linda Alder	Leadership Specialist		Upon hire	Completed by September, 2016
Principals' Academies USOE sections will align currently existing Principals' Academies to reduce duplication, align efforts, and design research-based learning opportunities for principals and administrative teams. Academies will be used to support principals in a culture of change and to equip them with the knowledge and skill necessary to promote and support excellence and equity in all classrooms by developing collaborative school cultures, including mindsets, dispositions, and practices.					
Meeting to align Principals' Academies and learning opportunities	USOE Staff	Diana Suddreth		9/15	Complete alignment by 9/16
Integrate equity into Principals' Academies	USOE Staff with academy oversight	Each organizer will be responsible for his/her own area		9/16	Ongoing
Professional Development for Talent Management USOE will create and deliver professional development specific to talent management that will be made available to Human Resources Directors and administrators.					
Create an online course for HR Directors focused on talent management	Licensing Team	Travis Rawlings Diana Suddreth		9/15	Complete by 5/16

Major Activities	Parties Involved	Organizer	Resources Needed	Time Frame	
				Start	Frequency
Teacher recruitment and retention USOE will seek state funding and leverage existing state and federal programs to support teacher recruitment efforts, including student loan forgiveness as a recruiting and retention tool.					
Approach legislators regarding potential legislation targeted towards teacher recruitment	Superintendency Legislators UEA	Sydnee Dickson		9/15	
Enhancing cultural competence USOE will require enhanced cultural competencies in preparation programs and in professional learning experiences for teachers.					
Survey existing programs for cultural competence used in preparation programs.	Diana Suddreth Utah Council of Education Deans	Diana Suddreth		9/15	Monthly
Consider rule-changes requiring cultural competence components in preparation programs for Utah Teachers.	Diana Suddreth Travis Rawlings Board of Education UCED	Travis Rawlings		9/16	Rules in place by 9/17.
Enhancing cultural awareness and perception USOE will leverage recent research in the impact of cultural factors and perceptions on the classroom and will develop a program to raise awareness of biases and increase expectations for all students.					
Review research on the impact of cultural factors and perceptions on the classroom.	Teaching and Learning	Diana Suddreth	Research	4/2016	Weekly
Conduct data collection to determine the impact of cultural attitudes.	Teaching and Learning PTA	Diana Suddreth	Data collection and analysis	1/2016	Completed by 6/2016
Develop a program to raise awareness of biases and increase expectations for all students.	USOE sections	Diana Suddreth		Spring 2016	

Major Activities	Parties Involved	Organizer	Resources Needed	Time Frame	
				Start	Frequency
State Systemic Improvement Plan to Increase Student Achievement in Middle School Mathematics USOE will increase expectations through the implementation of Utah's State Systemic Improvement Plan (SSIP), paying particular attention to raising expectations in middle school mathematics for all students, including those with disabilities and those from poverty settings.					
See above					
Program placement and resource support USOE will work with LEAs to place desirable programs and equipment in under-resourced schools as a means to attract teachers to rural areas and those impacted by poverty.					
Conduct a survey of program and resource placement in targeted LEAs	Individual content and program specialists USBA	Superintendency		1/16	Complete by 5/16
Create a plan to ensure that programs and resources are placed in under-resourced students to attract teachers.	USOE Staff LEAs USBA	Superintendency		4/16	
Perceptions Campaign USOE will work with LEAs to highlight highly impacted schools that are outperforming others to debunk myths around which students can learn.					
Identify highly impacted/high achieving schools.	USOE Staff	Aaron Brough		10/16	Yearly
Create a program to recognize highly impacted/high achieving schools.	USOE Staff	Mark Peterson		10/16	Monthly meetings leading towards a yearly designation.
Targeted Assistance USOE will target approximately five LEAs for focused data analysis, root-cause analysis and local planning to reduce inequities within systems, and will work with community stakeholders including parents, representatives from minority associations, teachers' associations to create and implement plans at a local level.					

Major Activities	Parties Involved	Organizer	Resources Needed	Time Frame	
				Start	Frequency
Identify LEAs with most significant internal equity issues.	Teaching & Learning	Travis Rawlings Diana Suddreth	Kristin Campbell	6/15	Completed by 7/15
Conduct LEA data meetings with identified LEAs.	Teaching & Learning LEAs USBA	Diana Suddreth	Data	9/15	Completed by 12/15
Provide technical assistance as LEAs develop and implement plans to reduce inequities within their system	USOE LEAs USBA	Diana Suddreth		9/15	As needed
Legislative Support USOE will work with the legislature to develop a pilot program directed at providing incentives to attract and retain teachers in hard to staff schools. Incentives may include scholarships for pre-service education, bringing colleges into rural areas using technology, or increasing benefits such as retirement or housing stipends.					
Identify a legislator interested in teacher recruitment and retention who is willing to carry legislation in 2016.	Superintendency	Sydnee Dickson		7/15	Completed by 12/15
Develop legislation with identified legislator	Superintendency	Sydnee Dickson		Summer, 2015	Completed by 1/16
Teacher Evaluation for Improved Instruction USOE will partner with school districts to ensure Evaluation Systems are used to support teacher effectiveness as defined in the Utah Effective Teaching Standards (UETS). Professional development for equity will be included in workshops where student learning outcomes (SLOs) are developed grounded in the latest research-based approaches for turning high poverty schools into high performing schools.					
Professional development for student learning outcomes will be enhanced with information regarding teacher quality and equity,	Teacher Effectiveness Team Title I Leadership	Linda Alder	Research on successful research-based programs for	7/15	Ongoing part of SLO professional development

Major Activities	Parties Involved	Organizer	Resources Needed	Time Frame	
				Start	Frequency
including research-based approaches for turning high poverty schools into high performing schools.			supporting high poverty schools Time for collaboration with Title I staff members.		for teachers and leaders.
Conduct rater certification training	Teacher Effectiveness Team Collaboration with trained district professional developers	Linda Alder	Additional support from Teaching and Learning Solutions Development support for ongoing online rater re-certification	6/15	Multiple opportunities in each district/region of the state during the 2015-16 school year Online re-certification beginning 2016
Monitor the Utah Evaluation System to ensure attention to teacher effectiveness as defined in the UETS.	Teacher Effectiveness Team PEER Committee	Linda Alder	Staff to assist with data analysis. Access to CACTUS and district data to monitor the components of the system and their relationships.	9/15	Annually

Major Activities	Parties Involved	Organizer	Resources Needed	Time Frame	
				Start	Frequency
			State Board rule to require monitoring and the submission of district data.		
USOE will develop a mechanism to display equity data on the Utah Data Gateway.	Data and Statistics Team Teaching & Learning	Aaron Brough		9/15	
Design a format for displaying equity data on the Utah Data Gateway	Data and Statistics Team	Aaron Brough		9/16	Completed by 5/17
Upload equity data into the Utah Data Gateway	Data and Statistics Team	Aaron Brough		Fall 2017	Yearly

Appendix A: Stakeholder Groups

USOE Team

Aaron Brough	Data and Statistics Coordinator
Kristin Campbell	Research Consultant
Sydnee Dickson	Deputy Superintendent
Kurt Farnsworth	Assessment Development Coordinator
Glenna Gallo	Director, Special Education
Thalea Longhurst	Director, Career and Technical Education
Susan Loving	Transition Specialist, Special Education
Judy Park	Associate Superintendent
Mark Peterson	Director, Public Relations
Travis Rawlings	Licensing Coordinator
JoEllen Shaeffer	Director, Assessment
Brad Smith	Superintendent
Diana Suddreth	Director, Teaching & Learning
Ann White	Director, Federal Programs

Teaching and Learning Staff

Curriculum Directors

Human Resource Directors

Utah Superintendents

Utah Council of Education Deans

Utah Consortium for Education Leadership

Charter School Leaders

Coalition of Minorities Advisory Council

Utah Education Association

Utah Parent Teacher Association

Appendix B: Webinar

Moving Toward Equity: Utah's Equity Plan

January 15, 2015 Data Review

Diana Suddreth, Director Teaching and Learning

Travis Rawlings, Licensing Coordinator

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Agenda

- Today's Purpose
- Background and Research
- Overview of Excellent Educators for All Initiative
- Utah's Data
- Your Data
- Feedback
- Next Steps

Today's Purpose

- To engage stakeholders in examining state and LEA data for the purpose of writing a state Equity Plan
- Receive background information and gain an understanding of why Utah is writing an Equity Plan
- Examine local and state data and analyze patterns and deviations
- Offer ideas, insights, and perspectives
- Improve student access to highly qualified educators regardless

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# of what school they attend

Findings From Research on Equitable Access

The following student groups are less likely to have access to great teachers and school leaders according to virtually every metric available:

- Students of color
- Students from low-income families
- Rural students
- Students with disabilities
- Students with limited English proficiency
- Students in need of academic remediation

Source: Institute of Education Sciences, data from the U.S. Department of Education's Office for Civil Rights

Historical Background

- The 2002 reauthorization of the Elementary and Secondary Education Act, known as No Child Left Behind, called
  for all students to be taught by highly qualified teachers
  by 2006.
- States also were required to create plans to ensure that students from low-income families and students of color are not taught at higher rates than other students by underqualified, inexperienced, or out-of-field teachers.

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Utah's 2006 Plan

Utah's plan for ensuring high quality instruction in all classrooms will employ two central strategies:

1) continued progress in all Utah schools to the 100 percent HQA standard; and

2) careful and thorough data collection that monitors the distribution of teachers to ensure that Utah's poor and minority students are not being taught by inexperienced, unqualified, or out-of-field teachers at higher rates than are other children.

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U.S. Department of Education Excellent Educators for All Initiative

- All states are required to submit equitable access plans by June 2015 that describe the steps that the state will take to ensure that all students have equitable access to excellent teachers.

Plans to Ensure Equitable Access to Excellent Educators must include

- Analysis of state data
- Consideration of root causes of equity gaps
- Engagement of teachers, principals, districts, parents, and community organizations

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State Education Agencies

Shared Vision for Equity → Equitable Access Plan Development → Actionable Steps

↓

Successful Plan Implementation

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Data Analysis

- Is there a problem?
  - It depends on how you define problem…
  - Varying levels of concern
  - Who do we focus on?
- Data Review
  - Impartial
  - State Review vs. LEA review
  - Ongoing
  - Flexible – Add new data

Data Definitions

- Included in the file
- Used 2013-14 Year-end Database
- How to access the file
  - District offices

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Data Definitions

- Percentage of total teacher FTE
  - Educator Categories:
    - Regular Classroom Teacher
    - Special Education Teacher
  - Small N sizes
- Experience
  - % in their first year of teaching
    - Interns years are considered first year of teaching
    - Out-of-state experience entered in CACTUS were included
    - Year with any level of FTE considered a year of experience
  - % in the first 3 years of teaching
    - Same as above

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Data Definitions

- Qualified in Field
  - % Qualified in field
    - Standard Licensure/Qualification
    - Earning Standard licensure through ARL (in field)
  - % Earning credential in field
    - Qualified by SAEP
  - %Qualified by Restricted Credential
    - Qualified by LEA-specific licensure
    - Qualified by restricted endorsement (NESS)
  - % Not in field
    - Not state qualified

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- Qualified by Letter of Authorization

State Level Data – Total and Title I

	WEIGHTED FTE	1ST Year Teaching (%)	Less than 3 years teaching (%)	Qualified in Field (%)	SAEP Qualified (%)	Restricted License (%)	Non Qualified (%)
State Total	**26928.1605**	**8.4%**	**21.8%**	**94.2%**	**0.6%**	**0.4%**	**4.8%**
Charter Schools	2494.87473	17.0%	42.5%	86.7%	0.9%	1.6%	10.8%
Districts	24433.2858	7.5%	19.6%	95.0%	0.5%	0.3%	4.2%
Not Title I	19385.7291	7.4%	19.4%	94.5%	0.6%	0.4%	4.5%
Title I	5422.81016	9.4%	24.9%	95.1%	0.4%	0.2%	4.4%
Targeted Title I	1874.91598	15.7%	37.8%	89.3%	0.8%	1.1%	8.9%

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State Level Data – School Type

	WEIGHTED FTE	1ST Year Teaching (%)	Less than 3 years teaching (%)	Qualified in Field (%)	SAEP Qualified (%)	Restricted License (%)	Non Qualified (%)
ELEM	14581.9196	8.8%	23.1%	95.9%	0.1%	0.3%	3.7%
JRHI	4181.27512	8.1%	21.4%	93.3%	1.0%	0.1%	5.6%
MDINT	1161.93538	6.9%	17.9%	92.4%	1.1%	0.8%	5.8%
SPELM	141.19945	11.8%	27.8%	88.1%	0.4%	0.0%	11.4%
SPSEC	329.82935	8.4%	23.0%	88.8%	0.9%	0.2%	10.5%
SRHI	6287.29632	7.9%	19.6%	91.7%	1.2%	1.0%	6.2%
DISTRICT or UNSPECIFIED	244.70528	6.5%	15.0%	91.7%	0.4%	0.0%	8.0%
Not NESS	25970.044	8.5%	21.9%	93.8%	0.5%	0.3%	4.7%
NESS	885.82454	5.7%	15.7%	87.8%	1.2%	3.6%	8.2%

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Feedback

- What questions do you have about the data?
- What do you notice about how your data compares to state data?
- What are your first impressions regarding your LEAs data that may be outside the norm?
- What are we missing?

USOE Next Steps

- Convene a statewide group to examine root causes
- Convene stakeholders to set priorities and develop a plan of action
- Identify priority LEAs
- Engage stakeholders in implementation
- Engage stakeholders in measuring progress and adjusting

Your Next steps

- Convene local stakeholders to examine data and begin discussing root causes
- Identify current practices. What are you doing for schools with high numbers of inexperienced or unqualified teachers?
- Identify potential changes in practice.

Appendix C: Stakeholder Input Details

On February 12 the Director of Teaching and Learning met with the Utah Council of Education Deans (UCED) where the following were discussed as root causes of lack of excellence.

- Teacher evaluation will be an effective tool to identify inequities.
- Some root causes go beyond the scope of policies, such as general issues associated with poverty.
- Within class inequities in special education classrooms where paraeducators are frequently used for instruction.
- All Universities are all located on the Wasatch Front making access difficult for rural teachers
- Cultural and language differences can contribute to inequities. We need teachers who can communicate with the kids.
- Principals don't see the demographic changes in their own schools. They don't recognize the problem.
- All-day kindergarten is not required in Utah, leading to inequities in early childhood education access and abilities of teachers, especially in early-childhood settings where certification is not required.
- Unwillingness or inability to move teachers out of their comfort areas.

The Deans also shared some of their current efforts.

- Westminster College requires a student experience in Nicaragua for those in graduate program.
- Southern Utah University uses Focused Interest Groups (FIGS) to prepare students from rural areas for college and also get them ready to go back to teach in rural settings.
- Funds of Knowledge programs are used at the University of Utah, Utah Valley University, Brigham Young University, and Westminster College which focuses on understanding the role of culture (Foundations class). They require those components in lesson plans.
- Cross university partnerships have been developed to open more doors for students

Potential Solutions were considered

- Focus on cultural awareness and experiences
    - Expand the Funds of Knowledge Program
    - Use Gary Orfield (UCLA) and Norma Gonzales (Tucson) as resources.
    - Leverage partnership with WestEd to expand cultural awareness
    - Send pre-service teachers to different demographic areas for pre-service experiences
- Require early childhood licensure in public schools
- Recruit potential students from diverse populations
- Market teaching as a profession.

During the month of February, we further refined our data and created a one page display which could be used to drive conversations around equitable distribution of experienced teachers.
The second page of the document drew on data from specific schools to illustrate how individual school data could be used to illuminate inequities. By focusing on individual schools, we were also able to discuss the relationship between factors involving teacher quality and effectiveness and student achievement, something we would like to explore further as we implement our plan.

On March 2 the Teaching & Learning Specialists discussed the Excellence plan in their staff meeting.
They defined root causes:

- Teachers are moved by seniority to teach classes of their choice – which means they teach the upper level classes of those students that are successful (know how to do school well) and they teach the advance courses. The kids that don't know how to do school well and aren't successful end up with the least experienced teachers who also don't know how to do school well.
- Teacher beliefs in students and their abilities to achieve in general. Expectations of students are different based on these beliefs.
- Teachers move around to schools where there is a perception of high parental support.
- When teachers can move/transfer easily and they feel like they don't have the support from administration or high stake pressures teachers have (i.e. performance pay), it doesn't give teachers the incentives to persist where they are.
- Some of the schools that are most impacted and have a need for really great teachers are also some of the schools that are falling apart (the physical building). They are not the priority of the district. Other buildings are being rebuilt yet there are buildings that have mold and other problems that districts just don't make a priority. Teachers want to go to the newer schools. They are not incentivized to stay at the older buildings.
- Teachers are considered to be good teachers if they have an orderly classroom. If things are quiet and look productive they are judged as being productive. Teachers instructing students who can maintain that behavior are seen as higher achieving than those who behave differently. We know that has nothing to do with it, but it is still the way it is.
- What is the definition of effective? Not everyone is on the same page with the definition.
- "One size fits all" model of instruction does not meet the needs of some of our most at-risk populations.
- A major issue is the teacher preparation programs. By the time that they get to methods courses, the only thing they have been taught is being lectured at. Teachers are not being prepared for the 21st century.
- Difficult to find highly qualified teachers in rural areas and to provide ongoing opportunities for collaboration to improve practice.
- Elective courses/time is seen as intervention time for other courses.
- Retention – teachers don't stay.

Strategies in Place for Talent Development:

- Rater certification will be required for administrators evaluating teachers. The certification will raise the stakes for principals so they will have better understanding of the importance of quality teaching.
- A group of university leaders are working together to align their student teaching evaluations with the evaluations that are being used with practicing teachers to promote high quality preparation and seamless transition from preparation to employment.
- Getting teachers more involved in curriculum development; including creating their own textbooks – allows teachers to have a voice. Moving more in the direction of teachers being involved in the curriculum and knowing how to teach it well.
- Title IIA – they are looking at their data and their funds are being used better for bonuses for keeping certification current, recruiting and retaining highly qualified teachers into rural areas. They are really using the funds as they are intended.
- The integration model is a huge step forward but not nearly far enough. We need to help teachers connect the relevance between the different subject areas. We need to break down the silos.
- Teamwork, collaboration, and list-serves.

On March, 4 the Utah Association of Secondary School Principals was introduced to the plan at their regularly scheduled meeting. Although the principals had some insight into inequities, they will play a bigger role in the implementation of the plan.

Utah Association of Secondary School Principals
Executive Board Meeting
March 4, 2015 at 8:45 am
USOE Bldg. Room 241

***Note Start time 8:45 am**

Agenda:

- Part I
- Welcome: Shawn McLeod
- 8:45 am Interview Preparation. Interviews 9:15 am and 9:45 am
- Pat II
- Warmer: Paula Logan
- Minutes;: Shawn McLeod
- Finance: Carl Boyington
- NASSP Conference: Shawn McLeod, Kim Baker, Kip Motta
- Legislative Update: Shawn McLeod and Carl Boyington
- Elections: Carl Boyington
- Summer Conference: Shawn McLeod
- State Coordinator: Kim Baker
- USCA: Charisse Hilton
- USOE: Diana Suddreth
- Board Concerns
- Lunch will be served

On March 9, 85 Charter School leaders added insight into non-equity drivers from their unique perspectives as non-traditional schools. Charter school directors pointed to problems in recruiting quality candidates based on misunderstandings of charter school purpose and policies. Because many charter schools are new, they are also more likely to have inexperienced staff and because they are small, they sometimes have difficulty staffing highly qualified teachers in every area. Like other stakeholder groups, they pointed to a need for incentives and acknowledged that there are more opportunities along the Wasatch Front than elsewhere.

On March 11, the Utah Council of Education Deans continued their conversation with additional data.
The focus of their discussion was on diversity, especially diversity of the teaching force.

Possible root causes discussed included:

- A lack of response to multiple reasons for lack of diversification in the teaching force, including family and social issues.
- Admissions policies that prevent students from entering teaching programs
    - GPA: Some students begin college in a major that is unsuited for them as demonstrated in their low GPA, which in turn prevents them from enrolling in the teacher preparation program.
    - The Praxis entry requirement does not seem to be in the right place. Students do better after they've taken a few courses.
- Lack of public respect for education is inhibiting recruitment.

Potential solutions

- Dixie State University has a night when new grads come back to talk to their professors. Professors answer questions and provide support in a safe environment where no complaining is allowed.
- Financial support for underrepresented groups going through college.

On March 11, twelve members of the Wasatch Front Curriculum Directors examined data and continued the discussion began by other groups. At this meeting themes began to emerge. A great deal of the conversation centered on issues with perceptions. Teacher perceptions of students and of their working environments were both cited as critical root causes of teachers actually participating in the creation of equity gaps. Additionally, leadership and the increasing difficulty of attracting and retaining teachers were cited as critical areas of concern. The directors thought that perhaps attention to pre-service programs and the creation of leadership pathways might be potential solutions to these issues.

At this point in time the facilitation began to center more around exploring solutions than discussing causes. Data displaying identified inequities in LEAs was shared along with

information regarding root causes that had been identified at previous meetings. These data and analysis shifted the conversations so that solutions could be considered.

On March 25, the statewide Curriculum Directors reviewed root causes identified in earlier meetings and began to focus on strategies to address those causes. Root causes were grouped into four categories 1)State and local policies, 2)Leadership, 3)Teaching, and 4) Culture. Suggested strategies included, but weren't limited to the following:

- Stipends for teachers in poverty schools.
- Higher base pay for teachers in high needs schools.
- Use student loan forgiveness as recruiting tool and enhancing forgiveness to retain.
- Be more intentional with mentoring programs.
- Support with time and compensation for coaching for Early Years Enhancement (EYE) teachers. Co-teaching.
- Implement on a larger scale the immersion cohort model of teacher prep. Teaching full time while also taking classes in the afternoons, weekends, and summer. Teachers pay into school system to compensate mentors.
- Raise the number of years required before you can go into leadership. 8-10 years. Require experience in more than one school before moving to a leadership position.
- Professional Learning Communities (PLCs) for principals.
- Create safe environments
- Work with principals to develop their capacity for hiring practices and their ability to develop new teachers.
- Highlight highly impacted schools that are outperforming others to debunk the myths around which kids can learn.
- Additional resources for observation and feedback in impacted schools.
- Provide vision for every child to college and career.
- High quality instruction (not just drill and kill) in highly impacted schools.
- End policies that prohibit addressing cultural factors
- Establishing conditions to attract and retain excellent teachers.
- Mentoring programs for assimilation and retention.
- Don't just increase effectiveness of the teacher, increase effectiveness of the team
- Don't forget self-regulation, self-efficacy and other factors that are student focused. Attend to metacognitive structures. Those should also be nurtured in teachers and be part of teacher preparation.

On March 27, District Superintendents posed the following strategies in the following areas:
Cultural

- Find funding to grow teachers locally
    - Pay for education – incentivize
    - Bring college to students to help them stay in communities
    - Eliminate tier 2 with retirement to retain experienced teachers in schools where it is hard to retain teachers

- Provide additional resources for teachers and students in high needs schools (beyond resources for traditional students).
    - Funding augments community needs
    - Focus efforts on early childhood including all day K and pre-school

Preparation and Access

- Flexibility needed for teachers teaching multiple preps; especially in rural and small settings
- Online programs a better fit at times
    - Utah pre-service programs need to provide coursework through online and EdNet (SUU and USU currently doing this)
    - Revisit licensure qualifications for 6th grade teachers in secondary systems (providing flexibility for those with K-6 licensure.

Teaching and Leadership

- Beginning teachers often in primary grades
    - Provide additional mentoring services
- Provide systemic continuum of career opportunities for teachers
- Ensure all educators have weekly built in collaboration time
    - Response to Intervention (RTI)-Utah Multi-Tiered System of Supports (UMTSS)
    - Principals monitor teams with expectations and accountability
- Work with principals to ensure competency in providing effective feedback to teachers both at pre-service and in-service settings
- Improve Pre-service Preparation programs
    - Some using teaching methods that may no longer be effective
    - Create vision that matches realities of schools

Policy

- Recognizing quality of years vs. just quantity
- How do we define effectiveness in a broader sense?

On April 3, the Human Resource Directors revisited the data one more time and offered the following:

- New teachers clustered in Title I schools should be supported by additional support of quality leaders.
- Increased pay or differential pay in hard to staff places
- Support and use of interns
- More early childhood—less burden on schools

On May 28, 2015 the Coalition of Minority Advisory Committee reviewed the plan during their regularly scheduled meeting.

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COALITION OF MINORITIES ADVISORY COMMITTEE (CMAC)
May 28, 2015
12:00 - 2:00 p.m.
Utah State Office of Education
Boardrooms
East 500 South, SLC
AGENDA

CMAC's Purpose: To be an effective advocacy group for the educational needs of ethnic minority students.

11:45am	Lunch – CMAC Members only
	Please be ready to begin at 12:00 noon
12:00 p.m.	**Welcome** – Freddie Cooper, CMAC Chair
12:05 p.m.	**Cultural Reverence** – Analis Ruiz
12:15 p.m.	**Item #1: Approval of April 23, 2015 Meeting Minutes & Study Session Minutes** – Freddie Cooper
12:20 p.m.	**Item #2: State Equity Plan** – Diana Suddreth, Director Teaching and Learning, USOE
12:50 p.m.	**Item #3: CCGP Needs Assessment Results** – Momi Tu'ua, Ed. Specialist Comprehensive Counseling and Guidance Program (CCGP), USOE
1:05 p.m.	**Item #4: Salt Lake Community College First Generation Student Grant Opportunity** – Cynthia Farley, Associate Dean, Division of Allied Health
1:20 p.m.	**Item #5: Review of Proposed CMAC Participation in Board Committee Meetings** – Member Charlene Lui • Member Hiram Alba and Member Edie Park
1:35 p.m.	**Item #6: Standing Agenda Item – Working Committee Reports** – Freddie Cooper • Updates T.H. Bell Scholarship Committee – Member Jeanie Groves
1:40 p.m.	**Item #7: Chair Report** – Freddie Cooper • Invitation to National MESA Conference at Weber State – Rita Brock, Educational Specialist, USOE • Status of CMAC Opt Out Letter and State Board – Member Charlene Lui & Member Analis Ruiz • Invitation to CMAC members to attend State Board Committee meetings
2:00 p.m.	**Adjourn**

THIS MEETING IS OPEN TO THE PUBLIC. YOU ARE INVITED TO ATTEND.
The next CMAC meeting is scheduled for June 25, 2015 from 12:00 to 2:00pm. at the Utah State Office of Education in the Boardrooms

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Utah Plan to Ensure Equitable Access to Excellent Educators

UEA Feedback

August 14, 2015

1. The data show that equity issues are more pronounced in charter schools yet the report does not present any strategies specifically focused on charters. For example, because charter school administrators are not required to have administrative licensure (p.16) a specific recommendation to require high standards of licensure in every public school could be addressed with the legislature. Additionally, charter school educators have no expectation of continued employment and do not receive the same level of benefits as district employees, especially in terms of retirement, which can factor into equity gaps and could also be addressed.

2. Effective implementation of the evaluation system is a critical factor in improving educator effectiveness. However, the focus on evaluation should not be just on improvement for teachers (p.35) but for every licensed educator, including administrators. Because leadership is critical for the evaluation framework to be successful, a more thorough discussion of providing resources to ensure well-trained evaluators who understand the process and purpose of evaluation is important.

3. No data (other than some anecdotal reports) is presented to support the claim that educators avoid certain schools because of cultural attitudes about student success. Are we certain this is not a resource issue, that educators seek schools where the resources and environment support educator and student success? Focusing on the wrong causal factor would divert scarce resources. Instead, a priority could be to conduct thorough data collection to determine the actual impact of cultural attitudes.

4. More explicit discussion of funding and resources is necessary. For example, restoring the $78 million lost on professional development in 2009 and providing resources to rural or high-needs schools to attract educators. Or, that rural districts lack a property tax base to raise local revenue to offset insufficient state funding and how this hampers the ability to recruit and retain teachers.

5. Teacher and principal preparation is critical. The discussion about strengthening preparation must include not only admission requirements and coursework but also field experience, particularly creating more extensive internship or residency requirements before becoming a teacher or administrator. Strategies to strengthen equity should also consider unintended consequences. For example, not allowing early career or

provisional teachers in Title I schools would make it difficult to staff many schools, not to mention it denies new teachers the chance at loan forgiveness.

6. It's not evident from the timeline of activities (p. 27) listing various committees involved in a review of preparation programs that classroom teachers are part of that process. Their inclusion would bring a critical perspective of preparation programs.

7. A discussion of the administrative licensure program anticipates a possible ARL program for administrators (p. 30). It's not clear how an ARL program would support the goal of improving leader preparation requirements and leader effectiveness. For example, do ARL *teaching* candidates have retention rates or effectiveness levels comparable to traditional routes to licensure? If not, it's not clear why this would be proposed for administrators.

8. There are several references to approaching legislators to sponsor potential legislation for teacher recruitment and retention (p.32 and 34). It would be extremely beneficial to indicate that any such request for legislation be done in collaboration with education stakeholders such as UEA, USBA, etc.

9. Statements about conducting local policy analysis which could lead to the elimination of ineffective or damaging policies or programs encroaches on local governance determining local policies (p. 25). Instead, including statements about reviewing effective *state* policy levers (such as licensure) and sharing best practices with LEAs for local policy which improves recruitment and retention of highly effective educators reinforces the role of local governance in relation to the state agency.

10. Including a process for practicing educators to provide ongoing review, input and modification of the equity plan over time would greatly benefit the proposal.