

State Efforts to Promote Equitable Access to Effective Teachers

Prepared by

Andrew Wayne
Courtney Tanenbaum
Delphinia Brown
Andrea Boyle

American Institutes for Research
Washington, D.C.

Prepared for

Policy and Program Studies Service
Office of Planning, Evaluation and Policy Development
U.S. Department of Education

2017

This report was prepared for the U.S. Department of Education under Contract Number ED-04-CO-0025/0001 with American Institutes for Research. Andrew Abrams served as contracting officer's representative for this report. The views expressed herein do not necessarily represent the positions or policies of the Department of Education. No official endorsement by the U.S. Department of Education is intended or should be inferred. In addition, any mention of trade names, commercial products, services, or organizations in this report does not imply endorsement by the U.S. Department of Education.

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John B. King, Jr.
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Office of Planning, Evaluation and Policy Development

Amy McIntosh
Deputy Assistant Secretary
Delegated Duties of Assistant Secretary

Policy and Program Studies Service

Jennifer Bell-Ellwanger
Director

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Content Contact

Andrew Abrams
202-401-1232
andrew.abrams@ed.gov

Contents

Executive Summary	iv
Policy and Research Context	iv
Research Questions and Study Design	vi
Findings.....	vi
Conclusion.....	viii
I. Overview and Introduction	1
Policy Context	3
Research Questions and Study Design	6
II. Monitoring Equitable Access to Qualified and Effective Teachers Among Schools	7
Challenges Related to Using Measures of Teacher Quality to Monitor Equitable Access to Qualified and Effective Teachers Among Schools	11
State Updating of Equity Plans	12
Chapter Summary	12
III. Developing Multiple Measures of Teacher Performance	15
State Status and Reasons for Developing Measures of Teacher Performance	15
Key Features of State Measures of Teacher Performance	23
Chapter Summary	25
IV. State Strategies for Promoting Equitable Access to Qualified and Effective Teachers	27
Strategies to Promote Equitable Access to Qualified and Effective Teachers	27
Use of Teacher Quality Measures in Targeted Strategies	29
Chapter Summary	33
V. Summary and Conclusions	35
References	37
Appendix. SEA Interview Protocol	39

Exhibits

Exhibit 1	Key Terms Related to Teacher Quality Used in This Report	2
Exhibit 2	Number of States Monitoring Equitable Access to Qualified and Effective Teachers Among Schools and the Quality of the Teacher Workforce, by Measures of Teacher Qualifications, 2011–12	9
Exhibit 3	Among States Using Performance Measures to Monitor Equitable Access to Qualified and Effective Teachers Among Schools and the Quality of the Teacher Workforce, Types of Measures Used, 2011–12.....	9
Exhibit 4	Number of States, by Number of Times They Updated Their Equity Plan Since First Being Approved by the Department, Fall 2011	15
Exhibit 5	Status of State Efforts to Develop and Implement Multiple Measures of Teacher Performance, 2011–12	19
Exhibit 6	Among States That Had Adopted or Were in the Process of Developing Multiple Measures of Teacher Performance, Number of States Providing Reasons for Developing Such Measures, 2011–12.....	24
Exhibit 7	Number of States Targeting Certain Strategies towards High-Poverty and/or High-Minority Schools to Promote Equitable Access to Qualified and Effective Teachers, by State, 2011–12.....	30

- **Teacher Qualification Measures.** *ESEA* generally defines the term “highly qualified teacher” (HQT) as a teacher who holds a bachelor’s degree, state certification, and demonstrated subject-matter knowledge (Section 9101(23)). *ESEA* also requires each state to develop a state plan that describes the “specific steps that the State educational agency will take to ensure that poor and minority children are not taught at higher rates than other children by inexperienced, unqualified, or out-of-field teachers, and the measures that the State educational agency will use to evaluate and publicly report the progress of the State educational agency with respect to such steps” (Section 1111(b)(8)(C)).
- **Teacher Performance Measures.** Recent programs and initiatives such as Race to the Top, Teacher Incentive Fund (TIF), and the 2011 *ESEA* Flexibility initiative have encouraged annual evaluation of teachers using measures of student achievement growth and measures of teacher practice. In this report, a state that was using both measures of student achievement growth and measures of teacher practice to rate teachers on at least three performance levels in 2011–12 is said to be using multiple measures of teacher performance.

The *American Recovery and Reinvestment Act of 2009 (ARRA)* reinforced the *ESEA* requirements regarding equitable access to qualified and effective teachers. In *ARRA*’s Race to the Top competitive grant program, applicants earned additional points for proposing strategies that addressed inequities in access to qualified and effective teachers. *ARRA* also boosted funding for the Teacher Incentive Fund (TIF), a competitive grant program first authorized in 2006 that supports state and district efforts to retain effective teachers in schools with high proportions of poor students. Supplemental compensation for high-performing teachers in grant-funded schools is a key retention strategy promoted through the program.

Research shows that most teachers already meet the federal HQT definition (U.S. Department of Education 2013). At the same time, a recent study of 10 large districts in seven states found that the extent of differences in teacher quality among schools — measured by teachers’ contributions to student achievement — differed widely from district to district (Glazerman and Max 2011). States and districts have started conducting similar analyses (see, e.g., Lemke, Thomsen, Wayne, and Birman 2012; Tennessee Department of Education 2007).

In 2006, the U.S. Department of Education provided guidance on the specific criteria and evidence the Department would use in monitoring state efforts to ensure that disadvantaged and minority students are not taught by unqualified teachers at greater rates than other students and called for evidence of states’ written “equity plans.” In this report, we use the term “equity plans” to refer to states’ written plans for meeting the requirements of the law related to equitable access to teachers.

More recently, in June 2015, the Department required each state to submit a “State Plan to Ensure Equitable Access to Excellent Educators,” as part of the “Excellent Educators for All” initiative that had been launched in July 2014. Under these plans, states are required to take steps to ensure that students from low-income families and students of color are not taught by inexperienced, unqualified, or out-of-field teachers at higher rates than other students. To support states’ work to develop and implement these plans, the Department launched the Equitable Access Support Network (EASN). Through the EASN, as well as through the Department’s Regional Comprehensive Centers, Regional Education Labs, and Equity Assistance Centers, states can access supports such as regional meetings, topical communities of practice, tools and resources to support implementation, and state-specific coaching and support. These more recent state plans — and the policies they reflect — are beyond the scope of this report.

schools and in low-poverty schools.¹⁷ The Department also requires states to include similar comparisons in their state report cards (required under Title I, Part A). Interviews with state officials and a review of the most recent state CSPRs available at the time of this study confirmed that all states were in compliance with these reporting requirements and were using HQT as a measure in their efforts to monitor equitable access to qualified and effective teachers among schools and in their efforts to monitor the quality of their teacher workforce overall.

Officials from 22 states reported that, in addition to the HQT status of teachers, their states used at least one more measure of teacher qualification — teacher experience¹⁸ — to monitor equitable access among schools to qualified and effective teachers. In addition, officials from 34 states reported using this measure to monitor the quality of their teacher workforce overall (Exhibit 2).

Exhibit 2
Number of States Monitoring Equitable Access to Qualified and Effective Teachers Among Schools and the Quality of the Teacher Workforce, by Measures of Teacher Qualifications Used, 2011–12

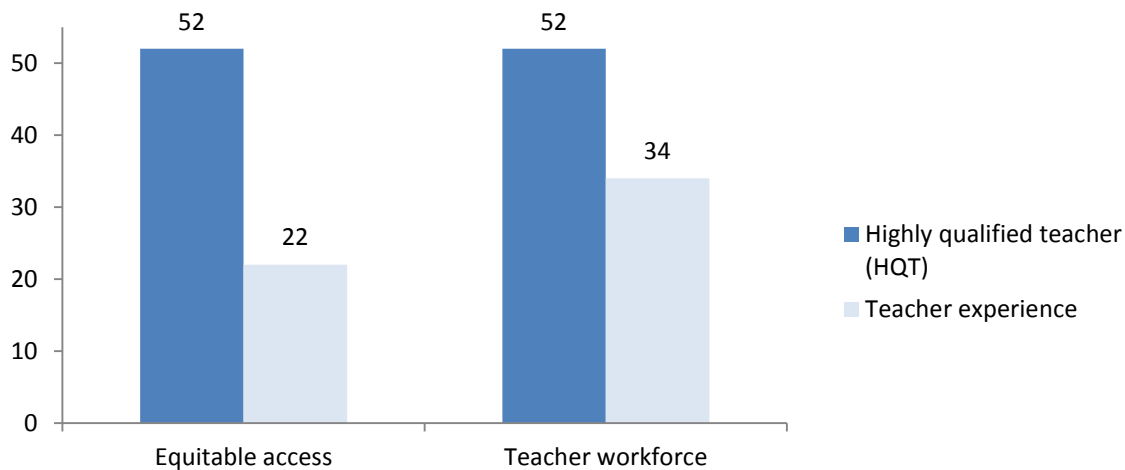


Exhibit reads: In the 2011–12 school year, officials from all 50 states, the District of Columbia, and Puerto Rico reported monitoring equitable access to qualified and effective teachers who were designated as highly qualified under ESEA.

Note: $n = 50$ states, the District of Columbia, and Puerto Rico.

Source: Interviews with state officials, 2011–12.

¹⁷ ESEA Section 1111(h)(1)(C)(viii) defines *high-poverty schools* as “schools in the top quartile of poverty in the state” and *low-poverty schools* as “schools in the bottom quartile of poverty in the state.”

¹⁸ According to interview data, state definitions of inexperienced teachers ranged from teachers in their first year of teaching to teachers with fewer than five years of teaching experience. State officials also reported tracking experience differently. In some cases, states measured experience on the basis of the total number of years in the teaching field, regardless of where such teaching occurred; others measured years of experience only by years of teaching in the current state.

or schools in school improvement status. In addition, officials from 25 states described using measures of teacher qualifications to examine equitable access to qualified teachers between schools in urban and rural districts or among schools in regions in their state.

Challenges Related to Using Measures of Teacher Quality to Monitor Equitable Access

Among state officials, the most frequently reported challenge in using teacher quality measures to monitor equitable access to qualified and effective teachers among schools was related to collecting and managing data.

As reported earlier, all 50 states, the District of Columbia, and Puerto Rico reported using at least one measure of teacher quality to monitor equitable access to qualified and effective teachers among schools in 2011–12. Officials from 18 states cited challenges in using various measures of teacher quality for this purpose that were related to the collection and management of such data.

Three examples highlight the types of challenges described by state officials. The official from Alaska indicated that although the state collected data on measures of teacher qualifications, it was difficult to conduct the types of equitable access analyses they sought because of the initial design of the state’s data system. This state official explained,

“When the data system is not originally set up for [a particular type of analysis], you are always playing catch up with the state data system in order to get the data you need to make comparisons... The state has faced challenges and tried to make it so that they have the data they need to do these analyses, but it will be an ongoing process.”

Similarly, the official from Connecticut reported that the state was in the process of building a new, more robust data system that would address the limitations of the existing system, namely that it did not require districts to enter the level of detail about teachers and new teacher hires that would facilitate more accurate monitoring of the extent to which students in different types of schools had equitable access to teachers who met certain quality measures. The official from Michigan described similar challenges and said,

“The state has concerns about the accuracy and quality of HQT data that are reported by districts. HQT is a moving target since teachers change positions, particularly with the current high rates of mobility.”

Officials from 11 states reported challenges related to the resistance from teachers and administrators to analyze and report on whether students in different types of schools had equitable access to teachers on the basis of teacher performance measures. For example, officials from Louisiana and Illinois indicated that using teacher performance measures to evaluate and assess teacher quality and equitable access to qualified and effective teachers among schools reflected a shift in paradigm to which teachers and administrators were still adjusting. Officials from Mississippi and Missouri described needing to change teachers’ and administrators’ perceptions that teacher performance measures would not be used for punitive purposes but to support improved instructional practice and student outcomes.

State Updating of Equity Plans

Between 2007 and 2011, the Department conducted monitoring visits to approximately one quarter of all states during which states were asked to provide evidence of implementing their equity plans, including any measures and public reporting efforts related to their progress in implementing the plan as well as any updates they had made to their plans. This section examines the extent to which states had updated their equity plans, based on interviews conducted in fall 2011.

Officials from 37 states reported that their states had updated their equity plans at least once since their plans were first approved by the Department.

Among the 37 states that had updated their equity plans at least once since first having their plans approved by the Department, officials from 18 states reported that they had updated their equity plans one to two times, and officials from 15 states reported that their states had updated their equity plans three or more times (Exhibit 4). States described making changes to their equity plans that ranged from updating tables with more recent data to revising the description of the state’s strategies for monitoring and promoting equitable access to qualified and effective teachers among schools serving high and low proportions of poor and/or minority students.

Exhibit 4
Number of States, by Number of Times They Updated Their Equity Plan Since First Being Approved by the Department, Fall 2011

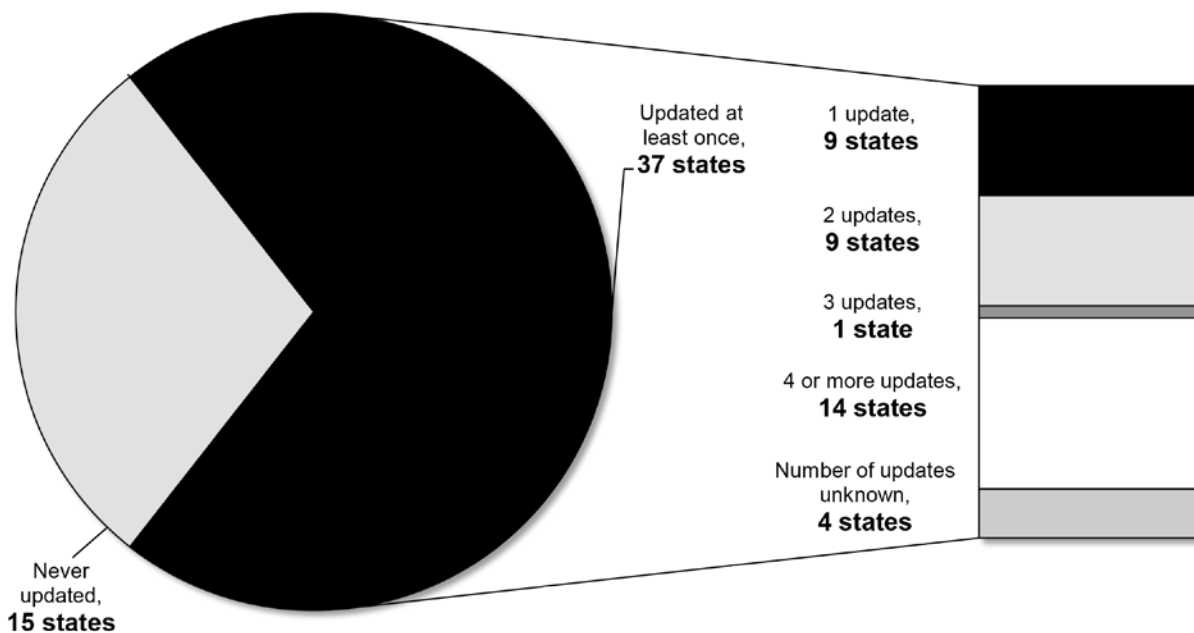


Exhibit reads: As of fall 2011, officials from 37 states reported that they had updated their equity plans at least once since initial approval.

Note: $n = 50$ states, the District of Columbia, and Puerto Rico.

Source: Interviews with state officials, 2011–12.

Chapter Summary

The findings presented in this chapter indicate that all states used HQT as a measure for monitoring equitable access to qualified teachers among schools and to monitor the quality of the teacher workforce overall in 2011–12. Twenty-two states used a measure of teacher experience for monitoring equitable access to qualified and effective teachers among schools, and 34 states used this measure to monitor the quality of the teacher workforce overall. Four states used at least one measure of teacher performance to monitor equitable access among schools, and officials from two of these states remarked that using performance measures revealed larger inequities in access to qualified and effective teachers than were detected by using measures of teacher qualifications alone. Regardless of the measure used, all states examined equitable access to qualified or effective teachers between high-poverty and low-poverty schools.

III. Developing Multiple Measures of Teacher Performance

This chapter focuses on states' efforts, as of 2011–12, to develop and implement multiple measures of teacher performance to assess teacher quality. This chapter also explores the key features of the performance measures that states had developed or were developing, as well as the reasons state officials described as influencing their state's decision to develop these types of measures.

Key Findings

- Most states reported they were using multiple measures of teacher performance to rate teachers among at least three performance levels in 2011–12 (six states) or that they were developing such measures (38 states).
- Most state officials reported wanting to improve on existing practices for assessing teacher quality as a reason for developing measures of teacher performance (38 states).
- State measures of student achievement growth were primarily based on standardized student achievement test data.
- State measures of teacher practice were based primarily on the results of classroom observation.

State Status and Reasons for Developing Measures of Teacher Performance

For the purposes of this report, states were categorized according to their efforts in the 2011–12 school year to develop and implement multiple measures of teacher performance to rate teachers among at least three performance levels. The criteria used to determine whether a state had implemented or was in the process of developing multiple measures of teacher performance were based on policy initiatives and guidelines for teacher evaluation systems, including the *ESEA Blueprint for Reform* (U.S. Department of Education 2010), the *ESEA Flexibility* policy document,¹⁹ and the TIF program guidance.²⁰ The criteria used in this study to categorize states also were informed by the key components of a comprehensive evaluation system identified by the National Center for Teacher Quality (NCTQ 2011). The data presented in this chapter represent state efforts prior to the Department's 2012 implementation of the fall 2011 *ESEA Flexibility* initiative. The three categories of states and the criteria that were used to categorize states are as follows:

1. **States that were using multiple measures of teacher performance as part of their teacher evaluation systems.** States in this category had officially adopted both measures of student achievement growth and measures of teacher practice as part of their teacher evaluation system policies and were using these measures in the 2011–12 school year to rate teachers

¹⁹ See <http://www2.ed.gov/policy/elsec/guid/esea-flexibility/index.html>.

²⁰ See <http://www2.ed.gov/programs/teacherincentive/faqs2012.pdf>.

among at least three performance levels. States in this category were beyond the development and pilot-testing phase of implementation of these measures.

2. **States that were developing multiple measures of teacher performance as part of their teacher evaluation systems.** States in this category had recently passed legislation or state initiatives requiring the development of multiple measures of teacher performance, or were pilot-testing multiple measures of teacher performance in 2011–12, which included at least three rating levels of teacher performance.
3. **States with no actions related to the development or implementation of multiple measures of teacher performance in 2011–12.** These states were not using and had no plans in the 2011–12 school year to develop multiple measures of teacher performance that included both measures of student achievement growth and measures of teacher practice to assess teacher quality and to rate teachers among at least three performance levels.

As of fall 2011, when data were collected for this study, six states were using multiple measures of teacher performance and 38 states were in the process of developing such measures.²¹ Eight states reported that they were neither using nor developing such measures (Exhibit 5).

Six states reported that they were using multiple measures of teacher performance as part of new teacher evaluation systems.

Officials from these six states reported that their state had adopted measures of student achievement growth and measures of teacher practice and was using these measures to rate teachers among at least three performance levels in 2011–12. According to these officials, each of their state’s teacher evaluation systems required that teacher effectiveness be annually rated on the basis of multiple measures of teacher performance. The measures being used by these six states varied but exhibited some similarities in certain requirements and key features.

With respect to measures of student achievement growth, three of the six states relied on value-added models in which student achievement growth is used as a means for assessing teacher performance. The other three states used alternative methods for calculating and measuring student achievement growth, including student learning objectives (SLOs).²² With respect to measuring teacher practice, all six states

²¹ States were categorized as implementing multiple measures of teacher performance in 2011–12 if they had adopted measures of both student achievement growth and teacher practice to rate teachers among at least three performance levels and the measures were being used statewide. This definition is consistent with the requirements of the 2011 ESEA Flexibility initiative (see “ESEA Flexibility Policy Document” available at <http://www2.ed.gov/policy/elsec/guid/esea-flexibility/index.html>). Our counts are lower than those of Hallgren et al. (2014), who used different criteria and reported that 30 states used two or more performance measures to evaluate teachers in 2011–12. Hallgren et al. included states that *had policies in place* in 2011–12 to use such measures to rate teachers’ performance, even if such policies had not been fully implemented, and they included states that rated teacher performance using just two performance levels.

²² An SLO is a measurable, long-term, academic goal informed by available data that a teacher or teacher team sets at the beginning of the year for all students or for subgroups of students (Lachlan-Haché, Cushing, and Bivona 2012).

were similar in that they used formal classroom observation forms and scoring rubrics to document evidence of teacher performance in the classroom and to rate teachers' practice.

Exhibit 5
Status of State Efforts to Develop and Implement Multiple Measures of Teacher Performance, 2011–12

Implementing multiple measures of teacher performance	Developing multiple measures of teacher performance	No actions to develop or use multiple measures of teacher performance
<p>6 states</p> <p>District of Columbia Florida Idaho South Carolina Tennessee Wyoming</p>	<p>38 states</p> <p>Alaska Arizona Arkansas Colorado Connecticut Delaware Georgia Hawaii Illinois Indiana Iowa Kentucky Louisiana Maryland Massachusetts Michigan Minnesota Mississippi Missouri Montana Nebraska New Hampshire New Jersey New Mexico New York North Carolina Ohio Oklahoma Oregon Rhode Island Texas Utah Vermont Virginia Washington West Virginia Wisconsin</p>	<p>8 states</p> <p>Alabama California Kansas Maine North Dakota Pennsylvania Puerto Rico South Dakota</p>

Exhibit reads: Officials from six states reported that they were using multiple measures of teacher performance to rate teachers among at least three performance levels in the 2011–12 school year.

Note: $n = 50$ states, the District of Columbia, and Puerto Rico.

Source: Interviews with state officials, 2011–12.

Specific examples of how three of these six states were using multiple measures of teacher performance to assess teacher effectiveness in 2011–12 are provided below.

- **Tennessee** required districts to implement annual evaluations that were based on student achievement growth (50 percent) and teacher practice (50 percent, based primarily on classroom observations). For the student achievement growth measure, 35 percent was based on the Tennessee Value-Added Assessment System (TVAAS) and the remaining 15 percent was based on other measures of student achievement selected by the principal and teacher. For teachers in tested grades and subjects, the TVAAS growth score was based on students in their classes; for teachers in untested grades and subjects, the growth score was based on averages across all students in the school for whom test score data were available. The “other measures of student achievement” were based on attainment of targeted levels of student achievement rather than student growth.
- **Florida** required districts to rate teachers using four levels of effectiveness based on student achievement growth (up to 50 percent) and teacher practice (the remaining portion of the rating). A value-added measure of student achievement growth was used for teachers of tested grades and subjects when three years of data were available. At the time of this study, the state had developed a value-added model for the state standardized assessments in reading (grades 4–10) and mathematics (grades 3–8) and was developing value-added models for end-of-course tests for high school algebra I, biology, geometry, and U.S. history. For teachers of untested grades and subjects, the state required districts to use district-developed assessments, with the approval of the state. Measures of teacher practice were based on classroom observations; districts were also permitted to include parental input in calculating this measure.
- **South Carolina** required districts to use measures based on 10 performance standards.²³ These performance standards reflected both measures of student achievement growth and measures of teacher practice. The state required all teachers to use student unit work samples as measures of student achievement growth. Teachers of tested grades and subjects were required to document student growth on standardized tests of achievement. For teachers of untested grades and subjects, the unit work samples did not have to include student scores on standardized tests of achievement.

The student unit work sample was one of 10 performance measures — corresponding to the 10 performance standards — against which teachers were assessed and that were combined to result in a summative performance rating. The other performance measures focused on instructional planning, instructional practice, classroom environment, and professionalism. Evidence of teacher practice was collected through classroom observations and walk-throughs, teacher self-assessments, and lesson plan documentation.

²³ The 10 performance standards included long-range planning; short-range planning of instruction; planning assessments and using data; establishing and maintaining high expectations for learners; using instructional strategies to facilitate learning; providing content for learners; monitoring, assessing, and enhancing learning; maintaining an environment that promotes learning; managing the classroom; and fulfilling professional responsibilities.

Thirty-eight states reported being in the process of developing multiple measures of teacher performance.

The 38 states that fell within this category of development in 2011–12 varied in their stage of development. Nearly half of these states (17) had just recently passed state legislation or state initiatives that required the development and implementation of measures of teacher performance to rate teachers among at least three performance levels. These 17 states were in the early stages of convening task forces, exploring the research, or examining other state policies to inform their own development of multiple measures. The following states are two examples:

- **Michigan.** Legislation passed in 2011 required creation of a teacher performance rating system with four performance levels — Highly Effective, Effective, Minimally Effective, and Ineffective using multiple performance levels. A Governor’s Council on Educator Effectiveness was tasked with making recommendations for measuring educator effectiveness at each of these performance levels.²⁴
- **New Mexico.** A task force was established in April 2011 to help the state develop teacher quality measures based on teacher performance. The new system for evaluating teachers that was recommended by the task force would change the state’s binary assessment of teacher quality to a five-category rating system to assess teacher performance. According to the state official interviewed, these performance measures would include value-added models based on student achievement growth to examine school and teacher effectiveness (50 percent of the total score), as well as observations of teacher practice (25 percent) and locally adopted, state-approved performance rating systems (25 percent). For teachers in untested grades and subjects, the value-added measure of student achievement growth would be replaced by a measure of the school’s effectiveness, based on an A-F grading system (25 percent) and an increased percentage for the local performance rating systems (raised from 25 percent to 50 percent).²⁵

In addition to the 17 states in the early stages of developing measures of teacher performance, 15 states were in more advanced stages of developing multiple measures. These 15 states were in the process of pilot testing or gradually implementing proposed measures in 2011–12. Officials from these 15 states indicated that their states would be using the results of these pilot tests to refine their teacher evaluation system guidelines for using measures of student achievement growth and teacher practice.

State pilot tests varied greatly in scope, ranging from statewide implementation to implementation in a small subset of districts or schools. For the most part, states that were pilot testing or gradually implementing measures of teacher performance in 2011–12 were not attaching any consequences to the performance ratings. Some states, however, were using their pilot tests of measures to also pilot

²⁴ In 2013, the Michigan Council for Educator Effectiveness provided its recommendations for measuring educator effectiveness using three performance levels — Professional, Provisional, and Ineffective. *Michigan Council for Educator Effectiveness: Final Recommendations* (July 2013), available at <http://archive.freep.com/assets/freep/pdf/C4208979723.PDF> (accessed April 23, 2015).

²⁵ *New Mexico Effective Teaching Task Force: Final Report and Recommendations* (August 2011), available at <http://ped.state.nm.us/ped/TTFDocuments/NM%20TTF%20Report%20FINAL.826.pdf> (accessed April 23, 2015).

test pay-for-performance systems, in which case the teachers participating in the pilot test were eligible to receive compensation based on their performance-level ratings. Below are some examples of the variation in states' approaches to pilot testing new measures of teacher performance.

- **Delaware** had developed multiple measures of teacher performance that included measures of student achievement growth and measures of teacher practice. In 2011–12, the state required all its districts to implement these new performance measures but treated the school year as an “interim” or “development” year. According to the Delaware state official, the state was still in the process of formulating a policy regarding how to weight the student achievement growth and teacher practice measures to create an overall teacher effectiveness rating for each teacher. Therefore, teachers would receive an overall rating based on these new performance measures for the 2011–12 school year, but there were no consequences associated with the rating. The state planned to use the results of the 2011–12 field testing year to finalize requirements and guidance for weighting and using multiple measures of teacher performance as an official part of teacher evaluation systems beginning in 2012–13.²⁶
- **New Jersey** was in the process of pilot testing multiple measures of teacher performance at the time of this study. According to the New Jersey state official, the state planned to roll out a new teacher evaluation system statewide after pilot testing the measures in a subset of districts. In 2011–12, 19 of New Jersey’s School Improvement Grant (SIG) schools were participating in the state’s pilot test program. For the 2011–12 pilot, teachers of tested grades and subjects would be evaluated as follows:
 - Fifty percent of a teacher’s score would be based on student achievement, based on student growth on state-approved assessments or performance-based evaluations (25–45 percent of the total score); a state-approved, schoolwide performance measure (5 percent); and an additional performance measures determined by the district (optional, up to 20 percent).
 - The remaining 50 percent of a teacher’s score would be based on teacher practice, based on a state-approved teacher practice evaluation framework and measurement tools to collect and review evidence of teacher practice, including classroom observation as a major component (25–47.5 percent), and at least one additional tool to assess teacher practice (2.5–25 percent).
- **West Virginia** was also piloting multiple measures of teacher performance in a subset of schools in 2011–12, including all 22 of its SIG schools and five non-SIG schools. As part of this pilot, 5 percent of teachers’ summative performance ratings were based on school-level student achievement growth on the state standardized achievement test. The remainder of their rating was based on student achievement growth on nonstandardized, classroom-based assessments and on the results of several classroom observations designed to assess teachers’ practice regarding adherence to the state standards. According to the West Virginia state official, the intent of the pilot was to formulate a statewide policy for the use of multiple measures of teacher performance.

²⁶ Delaware updated its evaluation guide for teachers in August 2013. This revised guide included student growth targets as a performance measure for the 2013–14 school year.

State-Reported Reasons for Developing Measures of Teacher Performance

Most state officials described wanting to improve on existing practices for assessing teacher quality as a reason for developing measures of teacher performance.

As reported earlier, six states were using multiple measures of teacher performance to rate teachers among at least three performance levels, and an additional 38 states were in the process of developing multiple measures of teacher performance. The officials from these 44 states described reasons for their states’ decisions to develop and implement such measures that fell into three main categories: (1) improve existing practice for assessing teacher quality; (2) align state-level practices for evaluating teachers with recent federal program guidelines; and (3) make their state more competitive for a federal grant (Exhibit 6).

Exhibit 6
Among States That Had Implemented or Were in the Process of Developing Multiple Measures of Teacher Performance, Number of States Providing Reasons for Developing Such Measures, 2011–12

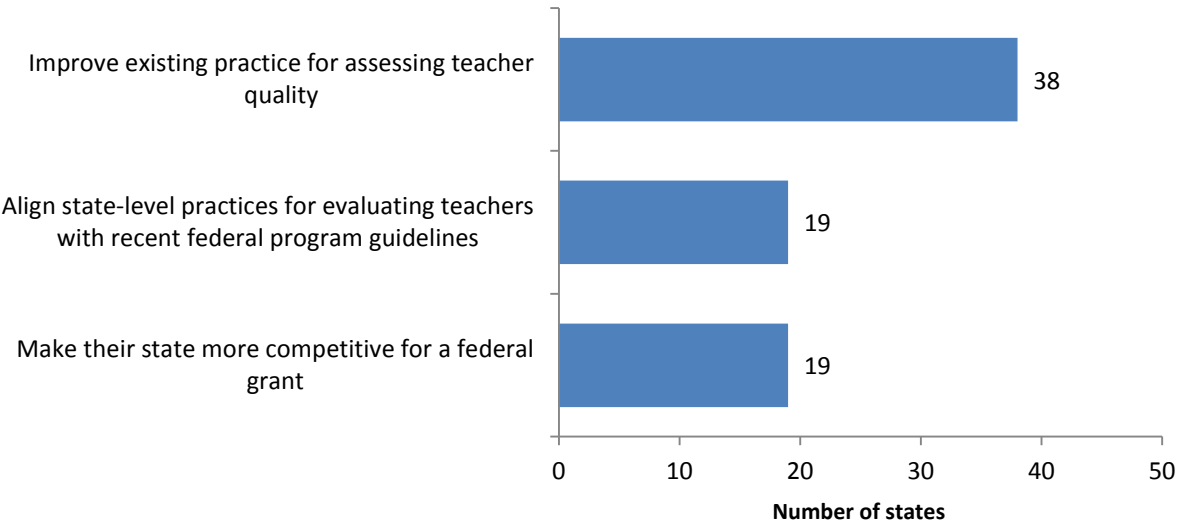


Exhibit reads: Among the 44 states and jurisdictions that had implemented or were in the process of developing measures of teacher performance, officials from 38 states reported a desire to improve on current practice as a reason for developing these measures in the 2011–12 school year.

Note: *n* = 43 states and the District of Columbia.
 Source: Interviews with state officials, 2011–12.

The 38 state respondents who reported developing measures of teacher performance out of a desire to improve current practices for measuring teacher quality offered different explanations for why their former systems were not sufficient. These explanations included, but were not limited to, a perception that their current measures did not adequately distinguish or differentiate effectiveness among teachers; the perception of inconsistency among the ratings teachers were receiving and student performance; and a perception that existing measures were too narrow and did not accurately capture teacher performance. As one state official remarked, “Knowledge of content is important, but teachers

still need to be able to teach kids.” This official explained that, despite research on the importance of a teacher’s content knowledge, state data did not indicate a correlation between a teacher’s HQT status and his or her performance in the classroom. As a result, the state had decided to develop measures of teacher quality that included not just measures of teacher qualifications but measures of teacher performance, which could be used to better support teachers and promote quality instruction in the classroom.

Officials from 19 states said the desire to make their states more competitive for a federal grant, such as Race to the Top or TIF, factored into their states’ decisions to develop teacher performance measures. Similarly, officials from 19 states reported developing measures of teacher performance that resulted from their states’ efforts to align their practices with recent federal program or policy guidelines. Officials from nine states indicated that both of these factors played a role in their states’ decisions. For example, the official from Wisconsin noted that, in the process of applying for a Race to the Top grant, the state realized that it needed to develop a system for evaluating teachers that relied more on measures of teacher performance than on teacher qualifications. Although the state did not receive a Race to the Top grant, Wisconsin decided to move forward with developing these types of measures. Similarly, the official from Michigan noted that the state had passed legislation to reform the state’s teacher evaluation system with the intent of increasing the state’s chances of being awarded a Race to the Top grant. Michigan was not awarded a grant, but this legislation remained in place and the state decided to advance its efforts to develop new measures of teacher performance.

Officials from Arizona, Massachusetts, and Mississippi, three states that had been awarded state-level TIF grants, reported that their TIF-related activities had informed their state’s development of new teacher evaluation system policies — policies that would require the use of multiple measures of teacher performance, not just in TIF-participating districts but statewide.

None of the state officials who were interviewed for this study reported that promoting equitable access to effective teachers was a major factor for developing these types of measures; however, officials from four of the states that were using multiple measures of teacher performance in 2011–12 indicated that they would be using these measures to examine equitable access to qualified and effective teachers among schools. Officials from two states that were using at least one measure of teacher performance to monitor equitable access to qualified and effective teachers among schools reported seeing larger inequities in access among schools using performance measures than when using measures of teacher qualifications alone.

In eight states, officials reported no state actions in 2011–12 to develop or implement measures of teacher performance based on student achievement growth.

Officials in these states described various reasons for not developing such measures, including state laws prohibiting the use of such measures (two states); a history of strong local control over teacher evaluation systems (one state); lack of a data system that linked student data with teacher data (one state); a desire to further explore the validity of summative teacher performance measures (two states); or a decision to focus state activities in 2011–12 on refining one type of performance measure, specifically measures of teacher practice (two states).

For example, state officials from Pennsylvania noted that existing law barred them from using student achievement growth data as a measure of teacher performance. They explained that the state education agency was advocating legislation that would allow the state to use student achievement data

as part of the teacher evaluation system, but that as of 2011–12, this legislation had not moved forward. Similarly, the state official from California explained that legislation had been introduced that would have changed California’s teacher evaluation measures to include measures of student achievement growth, but this legislation was currently stalled. The California official added that some teachers and administrators had expressed concern about using student achievement growth for evaluating teacher performance.

Maine’s state official noted that recent state legislation had lifted policy barriers that had previously prohibited the use of student achievement growth to evaluate teachers. Nevertheless, the state was intending to move cautiously in developing measures of teacher performance. This official noted,

“I think there’s some question about how to [develop and use these measures] legitimately and with some reliability and validity, how you gather these data for the nontested grades, and how you intersect all of the other factors that can have an impact on student success ... There are still a lot of questions out there about how to use multiple measures and what are valid and reliable measures.”

Among the eight states that were not developing measures of teacher performance based on student achievement growth, officials from four states reported that their state had, however, adopted or was piloting measures of teacher performance based on teacher practice.

Key Features of State Measures of Teacher Performance

State measures of student achievement growth were primarily based on standardized student achievement test data. However, 15 states also permitted or planned to permit the use of nonstandardized student assessment data as an additional indicator of growth.

As illustrated in the state examples provided earlier, states that had implemented or were in the process of developing multiple measures of teacher performance based their measure of student achievement growth primarily on standardized student achievement test data. However, officials from 15 states reported permitting or planning to permit the use of student achievement data based on nonstandardized assessments as an additional measure of student achievement growth. States described the types of nonstandardized assessments that would be allowed as student work samples, end-of-course or end-of-grade tests, district tests, and classroom-based assessments.

For example, Rhode Island was in the process of developing guidance for the use of nonstandardized assessments, in addition to standardized achievement test data, as a measure of student achievement growth at the time of this study. The nonstandardized assessment data were based on SLOs that were established at the local level by teachers and school administrators. State officials described these SLOs as specific, measurable goals for students’ learning based on demonstration of growth over the course of at least one semester or one full school year. The SLOs were to be based on prior student learning data and aligned to state standards, as well as any school or district priorities. SLOs could be specific to an individual teacher or to an entire grade level. However, even in cases where common SLOs were established for a grade level, each teacher would still be evaluated only on those SLOs based on their own assigned students’ performances.

States varied in their approaches to using measures of student achievement growth to assess the performance of teachers of untested grades and subjects, and most states had not developed guidelines

for using standardized student achievement growth data to measure the performance of these teachers. Among the six states that had implemented multiple measures of teacher performance in 2011–12, officials from two (Florida and Tennessee) reported having guidelines in place that required the use of standardized student achievement data for evaluating teachers of untested grades and subjects. Among the 38 states that were in the process of developing multiple measures of student achievement, officials from six states (Idaho, North Carolina, Louisiana, Massachusetts, Michigan, and West Virginia) indicated that they had developed or were in the process of developing guidelines that required the use of standardized achievement data for this purpose.

As an example of the type of guidelines that states had developed or were developing, an official from Florida explained that the use of teacher performance measures based on student-level standardized achievement growth data was a “nonnegotiable” for all teachers. At the same time, the state provided districts with some discretion in how this measure was applied to teachers of untested grades or subjects. For instance, in the case of a special education teacher who worked across classrooms, the state would permit the district to measure this teacher’s performance on the basis of a grade-level achievement growth measure or a school-wide growth measure, rather than on an individual student growth measure. Similarly, another Florida official described how the state offered guidance to districts in determining whether and how to link standardized test data to teachers of untested grades and subjects, depending on the extent to which the teacher’s grade level (e.g. an untested grade like kindergarten) or subject area (e.g., art, physical education) was expected to contribute to student outcomes on standardized assessments in tested grades and subjects.”

State measures of teacher practice were based primarily on the results of classroom observation. Officials from 10 of the 44 states that had implemented or were developing an observation-based measure of teacher practice also reported taking into account, or planning to take into account, evidence of teacher practice on the basis of portfolio assessments.

Officials from all of the states that had implemented or were developing multiple measures of teacher performance reported that formal classroom observations, using an observation form and scoring rubric, served as the primary mechanism for collecting measures of teacher practice. In all of these states, trained principals or assistant principals were primarily responsible for conducting classroom observations and completing the teacher practice ratings. In some instances, states allowed other identified and trained staff, such as school content specialists and district leadership staff, to conduct these observations.

Officials from 10 states reported that they allowed or intended to allow portfolio assessments as additional evidence of teacher practice. South Carolina was one state that included portfolio assessments in its teacher evaluation system in addition to formal classroom observation procedures. Components of these portfolio assessments included a course syllabus that included a section on the identified instructional needs of the students (e.g., if students with disabilities were in the class, what were their needs and how would they be addressed), a student unit work sample, a written reflection on every observed lesson, and a teacher self-assessment.

Chapter Summary

At the time of this study, states were in various stages of developing multiple measures of teacher performance. Six states were using multiple measures of teacher performance to rate teachers on at least three performance ratings in 2011–12, and many more jurisdictions (38 states) were developing or refining their teacher evaluation systems to include multiple measures of teacher performance. The most frequently reported reason that states cited for developing measures of teacher performance was the desire to improve on current practices for evaluating teachers. States that had implemented or were developing measures of student achievement growth were largely basing the measure on standardized student achievement tests for teachers of tested grades and subjects. Classroom observations, conducted by evaluators who had completed training described by officials as rigorous and intensive, served as the primary mechanism for collecting data and rating teachers on measures of teacher practice.

IV. State Strategies for Promoting Equitable Access to Qualified and Effective Teachers

This chapter describes strategies that states reported using in 2011–12 to promote equitable access to qualified and effective teachers, focusing on strategies that targeted the needs of schools with high percentages of poor and/or minority students. The strategies that states reported using can be divided into three broad categories: *monetary incentives* that were conditional on teaching in a school with high proportions of poor and/or minority students; *specialized professional development programs* that were targeted on meeting the needs of teachers currently working in such schools; and *recruitment and preparation programs* that were targeted on preparing future teachers and attracting them to such schools.

Key Findings

- Offering monetary incentives was the most common strategy that states reported using to promote equitable access to qualified and effective teachers in schools serving high proportions of poor and/or minority students (24 states).
- Other state-reported strategies for promoting equitable access to qualified and effective teachers in these types of schools were specialized professional development (14 states) and teacher recruitment and preparation programs (14 states).

Types of Strategies Used By States

In 2011–12, 30 states reported implementing at least one of three strategies — monetary incentives, specialized professional development, or teacher recruitment and preparation programs — to promote equitable access to qualified and effective teachers in schools serving high proportions of poor and/or minority students. Officials from eight of these states reported implementing two types of strategies and officials from another eight reported implementing all three.

This report is not exhaustive of all the strategies that may be used to promote equitable access to qualified and effective teachers among schools. The 22 states that did not report having strategies that specifically targeted high-need schools or teachers in high-need schools may have been implementing other strategies that targeted all schools or teachers statewide. For example, states may have been implementing strategies such as delegating hiring to the school rather than district level, or providing monetary incentives statewide to teachers who meet certain qualifications or performance measures, not just those in schools serving high proportions of poor and/or minority students.

States most frequently reported the use of monetary strategies to promote equitable access to qualified and effective teachers.

Officials from 24 of the 30 states reported providing monetary incentives, such as higher salaries, bonuses, or forgiveness of student loans, as one of their strategies for teachers who agreed to teach or were already teaching in schools with high percentages of poor and/or minority students. Officials from 14 states reported implementing specialized professional development, and officials from a different set

of 14 states reported using targeted recruitment and preparation programs as strategies for improving equitable access (Exhibit 7).

Exhibit 7
States Targeting Certain Strategies towards High-Poverty and/or High-Minority Schools to Promote Equitable Access to Qualified and Effective Teachers, 2011–12

State	Monetary incentives	Professional development	Recruitment and preparation
Total	24	14	14
Arizona	X	X	X
Arkansas	X		
California	X		
Connecticut	X		
Delaware	X		X
District of Columbia		X	
Hawaii	X		X
Illinois	X		X
Indiana	X		X
Louisiana			X
Maine	X	X	X
Massachusetts	X		
Mississippi	X	X	X
Missouri ^a	X		
Nebraska	X		
New York	X	X	X
North Carolina	X		
Ohio	X		X
Oklahoma		X	
Puerto Rico	X		
Rhode Island		X	
South Carolina	X		X
South Dakota	X	X	X
Tennessee	X	X	
Texas	X	X	
Utah	X	X	X
Virginia		X	
West Virginia		X	
Wisconsin	X	X	X
Wyoming	X		

Exhibit reads: Officials from 24 states and jurisdictions reported using monetary incentives in the 2011–12 school year to promote equitable access to qualified and effective teachers in high-poverty and/or high-minority schools.

^a Missouri reported targeting monetary incentives to promote equitable access to qualified and effective teachers in low-achieving schools.

Notes: $n = 28$ states, the District of Columbia, and Puerto Rico. Examples of monetary incentives include higher salaries, bonuses, or forgiveness of student loans. States that did not report having strategies that specifically targeted high-need schools or teachers in high-need schools may have been implementing other strategies that targeted all schools or teachers statewide.

Source: Interviews with state officials, 2011–12.

The remainder of this chapter describes whether and how states were using measures of teacher quality in the design and implementation in their targeted programs and activities.

Use of Teacher Quality Measures in Targeted Strategies

Monetary Incentives

Using monetary incentives such as recruitment bonuses and performance pay to recruit and retain highly qualified and effective teachers for high-need schools. One strategy is the use of monetary recruitment incentives targeted specifically to teachers who have demonstrated success in raising student test scores (“value added”).

Among the 24 states with monetary incentives for teachers in high-need schools, 13 states offered incentives to teachers with certain qualifications, seven states offered incentives to teachers rated effective on the basis of teacher performance measures, and four states offered incentives to both types of teachers.

Among the 24 states that described using monetary incentives as a strategy for promoting equitable access to qualified and effective teachers in 2011–12, officials from 13 states reported that incentives were offered to teachers who met specific qualifications and agreed to teach in schools serving high proportions of poor and/or minority students. In these states, monetary incentives were offered to teachers with qualifications such as National Board Certification status, certification in a specific subject area, or a specific number of endorsements or years of teaching experience.

Officials from seven states reported that their states had programs in place that included performance-based monetary incentives for teachers who were identified as effective on the basis of measures of teacher performance. For example, Delaware was offering retention bonuses to teachers in high-need schools who met at least a “Satisfactory” rating on four standardized measures of teacher practice and an “Exceeds” rating on measures of student achievement growth. As another example, North Carolina was providing certified staff members in historically low-performing schools a \$1,500 annual incentive on the basis of student-growth data over one school year. For 2011–12, the student-growth measure was based on school-level data. For 2012–13, the state planned to use a student-level achievement growth measure tied to individual teachers.

Four states reported having multiple monetary incentive programs in place, with at least one program that provided such incentives for teachers who met certain qualifications and at least one that provided performance-based monetary incentives for teachers. For example, South Carolina had a student loan forgiveness program that offered incentives to teachers on the basis of qualification measures. The state was also implementing the South Carolina Teacher Advancement Program, which included performance-based monetary incentives for teachers who were rated highly using multiple measures of teacher performance.

South Carolina’s Teacher Loan Program was intended to entice talented and qualified students into the teaching profession, and specifically into high-need teaching positions, including positions in high-need schools. The program provided tuition loans for students in teacher education programs (either traditional programs or South Carolina’s alternative certification program) who ranked in the top 40 percent of their high school graduating class and performed at or above the state average on a college entrance examination. Career changers and teachers in the alternative certification program who demonstrated the potential for success in the classroom on the basis of their qualifications (i.e., bachelor’s degree from a U.S. Department of Education accredited college or university, passing score on a subject area examination, passing score on the American Board’s Professional Teaching Knowledge examination) also were eligible to

participate. Available loan amounts ranged from \$1,000 annually to an aggregate maximum of \$60,000. A student's loan would be canceled by teaching in South Carolina public schools in an area of critical need, including geographic or subject area. The cancellation rate was 20 percent or \$3,000, whichever was greater, for each full year of teaching in a critical subject or high-need geographic area. For teachers in a critical subject in a critical geographic area, loans were canceled at the rate of 33 percent or \$5,000, whichever amount was greater, for each year of full-time teaching.

Maine's Schools for Excellence Initiative

Eighteen high-poverty schools that were providing performance bonuses to teachers on the basis of measures of student achievement were participating in this initiative in 2011–12. Teachers in schools participating in this initiative were not only eligible for performance bonuses but were also provided with ongoing professional development delivered through the National Board for Professional Teaching Standards and an opportunity to earn their National Board Certification. The purpose of the initiative was to recruit and retain teachers in high-need schools through monetary incentives and to support teachers in earning these incentives through professional development.

Maine also had programs that included monetary incentives for both qualified and effective teachers. The state offered an annual \$3,000 stipend to National Board Certified teachers in high-need schools in the state. The state also had an initiative targeting teachers who were serving in schools that were both high-poverty and were implementing teacher evaluation systems that awarded performance bonuses to teachers based on evidence of student achievement (see text box "Maine's Schools for Excellence Initiative").

Officials from nine states described factors limiting and/or facilitating the potential effectiveness of their states' provision of monetary incentives in promoting equitable access.

Among the 24 states using monetary incentives as a strategy for promoting equitable access to qualified and effective teachers, officials from nine states described factors that they perceived as limiting and/or facilitating the effectiveness of the strategy in meeting their goals. Officials from six states cited challenges, officials from two states cited facilitating factors, and one state described both challenges and facilitating factors. For example, some of these officials citing challenges reported having insufficient personnel, time, and resources to effectively advertise the initiatives and implement them fully. As another example, officials from two states (Arizona and Texas) indicated that the schools in their states with the greatest need for qualified and effective teachers were not eligible for the incentives. In Texas, the only schools eligible for the grant program that provided incentives to teachers were those that were high-poverty *and* had demonstrated high performance. High-poverty schools with histories of low performance were not eligible to apply.

Officials also described challenges in recruiting teachers to regions or schools that were especially depressed and had a history of low performance, even with the provision of monetary incentives. As the state official from Arkansas remarked,

"Not a lot of people sign up for any of the state's targeted programs despite the large amounts of money involved. Frankly, the [region of the state] is not a desirable place to live for teachers, principals

and their families because of high-crime, high-poverty, [low-achieving] school system, [and the] area is economically depressed.”

Officials from two other states, Delaware and North Carolina, did not indicate any challenges associated with offering monetary incentives as an effective strategy for promoting equitable access to qualified and effective teachers, but they did offer comments about factors facilitating their implementation of these strategies. As with Tennessee, the officials from these two states reported that the Race to the Top grant was supporting their efforts to develop and implement performance-based compensation systems for teachers in high-need schools that could help promote greater access to qualified and effective teachers in high-need schools.

Specialized Professional Development Programs

State officials reported that professional development offerings often were available to all teachers in the state or district, regardless of the type of school at which teachers worked and regardless of how teachers fared on any measures of teacher quality. However, officials from 14 states reported providing professional development that was specifically focused on promoting equitable access to qualified and effective teachers among schools. These professional development offerings were specialized in their content (i.e., content focused on strategies for working with and improving academic outcomes for students in schools serving high proportions of poor and/or minority students) and/or in the amount provided (i.e., a greater amount of the same type of support that teachers in all schools received). In some cases, states incorporated analyses of teacher quality or analyses examining the distribution of qualified and effective teachers among schools in order to better target such professional development.

States described targeting specialized professional development to teachers on the basis of teacher performance results, and/or on the basis of analyses indicating areas in which teachers meeting certain qualifications were in short supply.

Officials from six states reported using measures of teacher performance to determine how and to whom specialized professional development activities would be targeted. Officials from four of these states were providing specialized professional development through the support of competitive grants, such as state-awarded TIF grants. As discussed previously, TIF grants are designed to support districts’ efforts to improve the outcomes of students in high-poverty schools. One required component of the grant is specialized professional development for teachers. The professional development provided with the support of TIF is designed to address the identified needs of the teachers on the basis of multiple measures of teacher performance. Officials from two other states reported using school-level student achievement growth data to direct and differentiate professional development opportunities for staff in high-need schools. For example, West Virginia was directing professional development on how to establish and implement professional learning communities in schools that had been identified for improvement. The intent of this professional development was to improve teacher practice in these schools, thereby helping promote equitable access to qualified and effective teachers.

Officials from other states described providing specialized professional development on the basis of measures of teacher qualifications. These states had identified critical teacher shortage areas, particularly in schools serving high proportions of poor and/or minority students. For example, states described shortages of teachers certified to teach English learners, shortages of special education teachers, and shortages of highly qualified teachers overall in specific regions, districts, or schools. These

states were targeting professional development to address these shortages and promote equitable access to qualified teachers with these certifications and qualifications among schools.

Texas, for example, had a competitive grant program that prioritized districts with high percentages of out-of-field teachers. Only districts that met a high-poverty threshold were eligible to apply for the grant, which provided awarded districts with an intensive summer professional development training (two to four weeks) focused on content and an academic-year professional development program that blended training in both content and discipline-related pedagogy. Similarly, Virginia prioritized schools with the highest numbers of teachers who had not obtained HQT status in selecting participants for a professional development program for which only disadvantaged schools were eligible.

The Southside Virginia Region VIII No Child Left Behind Partnership Office

This office served as a regional center of professional development and was created in collaboration with 12 school divisions in the state to provide a host of activities related to teacher quality, including individualized mentoring for teachers and instructional technology. According to the Virginia state official, school divisions in this region have traditionally served high percentages of students in poverty and have experienced challenges in recruiting and retaining high-quality teachers because of the rural locale and poor economic conditions of the region.

Three states specifically directed professional development to support teachers working in rural regions. According to state officials, rural districts in their states were more challenged than other districts in recruiting and retaining teachers who were highly qualified and certified in the content areas they were teaching. In addition, teachers in rural districts did not have the same access to professional development opportunities as teachers in more urban centers, exacerbating inequities in access to qualified and effective teachers between urban and rural schools. Utah established an online professional development platform specifically for teachers in rural settings to address these inequities in access. This platform helped teachers working in rural schools to participate in professional development at the same rate as teachers working in schools in more urban settings. Utah also was using this professional development platform to help rural school teachers obtain required teaching credentials. Similarly, Virginia was aiming support at teachers working in rural regions of the state through a specialized regional office (see text box “The Southside Virginia Region VIII *No Child Left Behind* Partnership Office”).

Teacher Recruitment and Preparation Programs

Some state programs for recruiting new teachers into the profession and preparing them to teach may focus on the needs of schools serving high proportions of poor and/or minority students, including recruiting and training teachers to fill specific gaps in high-need schools.

Officials from 14 states described implementing targeted teacher recruitment efforts or having teacher preparation programs that were intended to promote equitable access to qualified and effective teachers among schools.

States using these types of strategies often described having systematic processes through which teacher candidates were screened based on whether they met certain initial qualifications for either

enrolling in an alternative certification program or being placed in a school that served high proportions of poor and/or minority students.

For example, two states described activities they were undertaking with support of a Transition to Teaching (TTT) grant, a discretionary grant program that funds efforts to recruit and retain highly qualified midcareer professionals through alternative-route certification programs for teachers who commit to teaching in high-need schools for at least three years. Maine described using TTT funds to support the work of the Regional Education Collaborative Network, an outreach alternative certification program designed specifically to help overcome shortages of highly qualified special educators, particularly in rural and high-need schools in the state. New York used TTT funds to support development of a competitive grant program for institutions of higher education to develop teacher preparation programs that offer a substantial amount of teaching experience and fieldwork in high-need classrooms and schools. These programs aimed to fill teacher shortage areas that the state had identified in high-need schools, including special education and English as a second language.

As another example, officials from three states highlighted partnerships with The New Teacher Project (TNTP), and an official from one state described a state partnership with Teach for America (TFA) as targeted efforts their states were taking to help fill identified gaps in their teacher workforces. TNTP and TFA are nonprofit organizations that partner with states and districts to recruit new teacher candidates into the profession, to provide these individuals with alternative routes to certification, and to prepare them to serve in disadvantaged schools.

Louisiana, for example, partnered with TNTP to promote equitable access to qualified and effective teachers in six high-poverty districts with schools that were particularly hard to staff. Louisiana leveraged this partnership with TNTP to support its Statewide Staffing Initiative to develop and maintain a centralized pipeline of teachers and leaders to help fill educator vacancies. The initiative aimed to cultivate strong teacher applicants who could fill vacancies in high-poverty districts. Under this program, the state recruited highly qualified teacher candidates and interviewed them by telephone. Educators whom the state ranked highly on the basis of meeting HQT requirements and on their interview performance were strategically identified to fill district and school vacancies. As of fall 2011, 40 districts had participated or were participating in the program and the state initiative had helped fill 250 of 600 posted vacancies. The state also had met two of the goals for the program: (1) that 95 percent of vacancies would receive at least one pipeline referral; and (2) that 33 percent of vacancies would be filled by a pipeline referral.

Officials from four other states described state-funded “grow your own” targeted efforts to promote equitable access to teachers with HQT status and certification in hard-to-staff subject areas among schools. For example, Mississippi had established a Future Educators Association to encourage middle and high school students to become teachers in high-need schools, and South Dakota was working to establish such an association. The official from South Dakota indicated that its program would specifically focus on building the pool of teacher candidates for schools located on or near tribal reservations.

Chapter Summary

Respondents in 30 states described having strategies in place in 2011–12 that were specifically intended to promote equitable access to qualified and effective teachers in schools serving high proportions of poor and/or minority students. The strategies described by the officials from these states fell into one or

more of the following categories: monetary incentive programs, specialized professional development programs, and teacher recruitment and preparation programs. States described using measures of teacher quality, including measures of teacher qualifications and/or measures of teacher performance, in the implementation of these three types of targeted strategies. States' use of measures of student achievement growth and measures of teacher practice was most prevalent in state-level initiatives that included monetary incentives. States with initiatives that focused on recruiting and attracting new teachers to schools serving high proportions of poor and/or minority students frequently described using measures of teacher qualifications in the implementation of these strategies.

V. Summary and Conclusions

Since the 2001 reauthorization of *ESEA*, federal education programs and policies have increasingly focused on teacher quality as a means for closing achievement gaps, in part by directing states to measure teacher qualifications and performance and promote equitable access to qualified and effective teachers among schools. Recent federal policies have encouraged annual evaluation of teachers using multiple measures, including both student achievement growth and teacher practice, among at least three performance levels.

This report found that, in 2011-12, all states monitored equitable access to qualified and effective teachers among schools using measures of teacher qualifications, and a few states reported using measures of teacher performance for this purpose. Among the four states that reported using at least one measure of teacher performance to monitor equitable access among schools, officials from two of the states reported that these measures indicated larger inequities between higher-need and lower-need schools than were previously detected using measures of teacher qualifications alone.

Most states reported that they were either using multiple measures of teacher performance to rate teachers among at least three performance levels in 2011–12 (six states) or were in the process of developing such measures (38 states).

Many states were implementing strategies to promote equitable access to qualified and effective teachers in schools serving high proportions of disadvantaged students, including offering monetary incentives (24 states), providing specialized professional development (14 states), and through teacher recruitment and preparation programs (14 states). States may also have been implementing other strategies that were not examined in this study, such as delegating hiring to the school rather than district level, or providing monetary incentives statewide to teachers who meet certain qualifications or performance measures, not just those in high-need schools. These types of state strategies to promote equitable access among schools may require further research.

Since the time of this data collection, states have likely continued their implementation of teacher performance measures and strategies for promoting equitable access to effective teachers. Future research should examine the further evolution of these state practices and the extent to which the distribution of such teachers has changed.

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Appendix SEA Interview Protocol

SEA Title II Administrator Interview Protocol October 2011

Prepared By:

American Institutes for Research

Prepared For:

U.S. Department of Education

Contract No. ED-04-CO-0025-0021

According to the Paperwork Reduction Act of 1995, no persons are required to respond to a collection of information unless it displays a valid OMB number. The valid OMB control number of this information collection is 1875-0260. The time required to complete this information collection is estimated to average 120 minutes. If you have any comments concerning the accuracy of the time estimates(s) or suggestion for improving this form, please write to: U.S. Department of Education, Washington, 20202-4651. If you have comments or concerns regarding the status of your individual submission of this form, write directly to:

Policy and Program Studies Service, Office of the Deputy Secretary, US Department of Education, 400 Maryland Avenue, SW, Washington, DC 20202.

SEA Interview Protocol

SEA:	Interviewer:
Interviewee(s):	Date/Time:

Note to Interviewer:

- *Instructions to interviewers appear in italics.*
- *ALL CAPS indicates that the interviewer needs to select or fill in a word or phrase.*
- *Numbered and lettered questions are all meant to be asked. Bulleted items are possible responses and may be used as probes — the interviewer would not necessarily ask about all of these.*
- *Because of the open-ended nature of some questions, the respondent may answer a later question in the course of answering an earlier question.*

Introduction

Thank you for taking the time to speak with me today. Just as a reminder, this interview is for the Equitable Distribution of Effective Teachers study, which is funded by the U.S. Department of Education. There's considerable evidence that disadvantaged students are less likely to be taught by high-quality teachers. Under the *No Child Left Behind Act*, federal legislation has used teacher qualifications, such as having a college degree or state certification, to measure teacher quality. Federal policy is now moving toward using measures of teacher effectiveness and encouraging the use of student achievement in those measures.

This study examines state and local efforts to develop measures of teacher effectiveness and to ensure that schools that serve high proportions of disadvantaged students have high-quality teachers. The study is intended to inform future federal policy making in these areas.

We'll use the terms teacher quality, teacher qualifications, and teacher effectiveness frequently during this interview. Just to clarify, when we talk about teacher quality during this interview, we are referring to the general concept only. We also refer to two types of "measures of teacher quality." We call these:

- **"Measures of teacher qualifications,"** which includes characteristics of teachers that are thought to be related to teacher quality, such as highly qualified teacher status or years of experience; and
- **"Measures of teacher effectiveness,"** which includes measures that use data on student achievement or instructional practice.

Our questions are about your state's policies or practices. You signed a consent form which stated that our reports will associate your responses with your state but not with you as an individual. In addition, to capture the large amount of data your responses will provide, your interview will be recorded. The audio record may be shared with others within our evaluation team for purposes of analysis but will not be shared outside the evaluation team. We know that state officials are very busy, so we've made an effort to collect as much information as possible through available documents. We'll sometimes reference that information during the course of the interview to confirm that our information is correct. This interview will take about two hours, including time for follow-up.

Do you have any questions before we begin?

Overview

1. To begin with, can you tell me your title and a little about your responsibilities in the state related to teacher quality. *Probe for relevant responsibilities regarding:*
 - Federal programs
 - ESEA Title II
 - Race to the Top
 - Data systems
 - Teacher education, accreditation, or licensure
 - Other responsibilities
2. *If interviewer is unable to find definitions of high-quality or effective teachers online, ask:* Does your state have a definition of what it means to be a “high-quality” teacher? Is that definition the same as HQT or does it go beyond it in any way? An “effective teacher”? If yes to either, ask a and b:
 - a. How long have you used these definitions?
 - b. Are your definitions currently undergoing any revisions?
3. *If interviewer is able to find definitions of high-quality or effective teachers online, ask:*
 - a. I found the following definition of a “high-quality” teacher on your state’s Web site: _____ . Is this the definition that the state currently uses?
 - b. I found the following definition of an “effective” teacher on your state’s Web site: _____ . Is this the definition that the state currently uses?
 - c. How long have you used these definitions?
 - d. Are your definitions currently undergoing any revisions?
4. I’m interested in how your state approaches teacher quality in general. What are your top two or three approaches for improving the quality or effectiveness of teachers in your state? To give you an overview, the remainder of our interview will focus on three core areas:
 - (1) How the state measures teacher quality.
 - (2) How the state examines differences in teacher quality across different types of schools.
 - (3) Targeted actions the state is taking to ensure an equitable distribution of teachers.

The interview will conclude with some questions about the role federal programs and policies may be playing in your state’s actions around equitable distribution, including some questions about processes for state and local equity plans.

Do you have any questions before we move forward with the rest of the interview?

Measures of Teacher Qualifications and Teacher Effectiveness

5. We know that states are required through the CSPR to report data on the percentage of classes taught by highly qualified teachers and the percentage of classes taught by certified general education teachers who have not demonstrated subject competency as part of the Consolidated State Performance Reports. We see you [WERE/WERE NOT] able to report such data for 2009–10.

Did you collect and report the data for 2010–11 and do you plan to collect and report the data for 2011–12?

6. Are there any other measures of teacher qualifications that you tabulated in 2010–11 or that you will be tabulating in 2011–12? We are particularly interested in measures that apply to the whole teaching force, not just new teachers. *[See list below.]*

Interviewer will confirm, for 2010–11 and 2011–12, which of the following measures the state is using:

- a. Percentage of inexperienced teachers
- Percentage of teachers with degree higher than bachelor’s
 - Percentage of teachers who graduated from teacher preparation programs that were highly-rated, assuming that the state rates the quality of preparation programs
 - Rate of teacher absenteeism
 - Rate of teacher turnover
 - Other measures (e.g., credentialing exam scores, time-to-passage for licensure)
7. We are also curious about any other measures of teacher qualifications that may exist in a state database but are not tabulated. Are you aware of any such indicators? *Interviewer will record any specific indicators.*

As I mentioned earlier, federal policy is moving toward measuring teacher quality using measures of effectiveness. One of the objectives of this study is to determine what states and districts are doing now with respect to such measures, using student achievement data, teacher observations, or some combination of measures.

8. During the 2011–12 school year, is the state promoting the use of student achievement data, data based on demonstrations of instructional practice (such as observations or portfolios), or a combination, to measure teacher quality? *If yes, ask a and b.*
- a. Does the state require all districts to use the same measures, or does the state provide guidelines for the districts to create such measures?
- b. Just briefly, for what purposes are these measures used?
- Teacher evaluation
 - Teacher compensation
 - Other

Measures of Effectiveness Using Data on Student Achievement

Questions for states that have measures that use student achievement data

If state does not have a measure that uses student achievement data, skip to the subsection “Measures of Effectiveness Using Data on Instructional Practice.”

I’d like to learn about how student achievement is used to measure teacher quality. My questions are mostly about the use of scores from standardized tests, although I’ll ask a question at the end about nonstandardized tests. When I say “standardized,” I mean that the same test is used, under the same testing conditions (e.g., the SAT-9 or your state test, *[NAME]*). Also, when I say “tested grades and

subjects," I mean any grades or subjects that are given a standardized student achievement test that you use to measure teacher quality.

Let me start by asking you to provide an overview of how you use student achievement data from standardized tests to measure teacher quality.

(Interviewer should ask the items below, if not addressed by the interviewee in his/her response)

9. Ask a-c: For teachers in tested grades and subjects, does your state base your [TEACHER QUALITY MEASURE / GUIDELINES FOR A TEACHER QUALITY MEASURE] at least in part on...
 - a. Analyses of standardized test data using scores from all students in that teacher's school? (Yes/No)
 - b. Analyses of standardized test data using scores from all students in that teacher's grade? (Yes/No)
 - c. Analyses of standardized test data using scores from that teacher's assigned students? (Yes/No)
10. I want to make sure I understand how your state may use student achievement data to measure teacher quality in subjects and grades that are not tested. Does your state require the use of, or provide guidelines for districts to use, student achievement data from standardized tests or other measures of student achievement to measure teacher quality in untested subjects and grades? If yes, please describe what tests are used and how the data are analyzed for these teachers.

(Interviewer should ask items 11 and 12 below, if not addressed by the interviewee in his/her response)

11. Does your state base your [TEACHER QUALITY MEASURE / GUIDELINES FOR A TEACHER QUALITY MEASURE] for teachers of untested subjects at least in part on...
 - a. Analyses of data from an achievement test in another subject, using scores from all students in that teacher's school? (Yes/No)
 - b. Analyses of data from an achievement test in another subject, using scores from all students in that teacher's grade? (Yes/No)
 - c. Analyses of data from an achievement test in another subject, using scores from that teacher's assigned students? (Yes/No)
12. Does your state base your [TEACHER QUALITY MEASURE / GUIDELINES FOR A TEACHER QUALITY MEASURE] for teachers in untested grades at least in part on...
 - a. Analyses of data using scores from all students in that teacher's school? (Yes/No)
 - b. Analyses of another configuration of students (please explain)? (Yes/No)

Thank you. I also have a couple of questions that apply more generally.

13. In general, do you have any [MEASURES / GUIDELINES FOR MEASURES] that use student achievement data from assessments that are not standardized assessments? *If yes, identify exactly how and when data from nonstandardized assessments are used (e.g., use in grades/subjects without standardized achievement tests?) and describe any guidelines about the required features of nonstandardized assessments.*

14. In general, do the measures we've discussed focus on achievement status at a point of time, or on changes in achievement?
15. Is there anything else you'd like to tell me about how your state measures teacher quality using student achievement data?

Measures of Effectiveness Using Data on Instructional Practice

Questions for states that have measures that use instructional practice data
If state does not have a measure that uses instructional practice data (observations, portfolios, or other practice data), skip to the subsection called "Developing Measures of Effectiveness."

Now I'd like to talk about your policies regarding use of data on instructional practice to evaluate teachers.

16. Does your state require specific measures of instructional practice, or does it instead provide guidelines to districts about using instructional practice measures to evaluate teachers?

If the state requires districts to use specific measures or provides guidelines to districts, ask:

17. First, is instructional practice data given more weight for teachers in untested grades, or in untested subjects, than it is for teachers of tested grades or subjects?
18. Could you just briefly describe the nature of any [MEASURES / GUIDELINES FOR MEASURES] that use data on instructional practice? And, does the description differ across the applicable grade levels and subject areas? Confirm whether state uses a-c.
 - a. Classroom observations (Yes/No)
 - b. Portfolio assessment (Yes/No)
 - c. Other assessment that uses data on instructional practice (Yes/No)
19. *If state uses or has guidelines on classroom observations, ask a-e: Who conducts the classroom observations?*
 - a. School principal (Yes/No)
 - b. School-based content-area specialist (e.g., department chair) (Yes/No)
 - c. District-based content-area specialist (Yes/No)
 - d. Other district-based staff (Yes/No)
 - e. Other. Obtain explanation (Yes/No)
20. Does your state have policies regarding the training of those who gather these data and determine the instructional practice ratings?
 - a. The state provides training directly to those who observe/rate
 - b. The state sets parameters regarding the training of those who observe/rate
21. Does your state set parameters regarding the qualifications of those who observe/rate teachers? If yes, please explain.

22. While we have examined information available online, do you have any additional documentation about this that I can access on the internet, or could you send me a copy? I'd like to see any forms that show how instructional practice is documented. For example, is there a standard observation form or a description of what should go into a portfolio? *If found in extant documents, confirm that the documents are up-to-date.*

Developing Measures of Effectiveness

Questions for states that have any measure of teacher effectiveness

Ask Question 19 and Question 20 if the state has either a measure that uses student achievement, a measure that uses demonstration of instructional practice, or both.

I'd like to learn about why you developed these [EFFECTIVENESS MEASURES / GUIDELINES FOR EFFECTIVENESS MEASURES], and what your experience with them has been.

23. Why did you develop these [MEASURES / GUIDELINES] and what year did you begin using them? Probe for separate responses, as applicable, regarding (1) measures that use student achievement and (2) measures that use instructional practice.

- Because of dissatisfaction with other measures
- Other measures did not distinguish adequately among teachers
- Because of grant requirements/to obtain a grant
- Because of federal requirements/policies
- Other reasons

24. Are there any state initiatives underway to refine the [MEASURES / GUIDELINES], or implement them in a better way? Probe for separate responses, as applicable, regarding (1) measures that use student achievement and (2) measures that use instructional practice.

Questions for states that DO NOT have measures that use student achievement data and/or measures that use demonstration of instructional practice

25. Are there any state initiatives underway to develop a measure of teacher effectiveness that uses student achievement or a measure of effectiveness that uses demonstration of instructional practice? Are there any initiatives underway to develop guidelines for districts to develop such measures?

26. *If initiatives are underway, ask a-b and probe for separate responses, as applicable, regarding (1) measures that use student achievement, and (2) measures that use instructional practice.*

- a. Please describe the initiatives.
- b. Why is the state undertaking initiatives in this area?
 - Because of dissatisfaction with existing measure
 - Existing measures do not distinguish adequately among teachers
 - Because of grant requirements/to obtain a grant
 - Because of federal requirements/policies
 - Other reasons

27. *If initiatives are not underway, ask a and probe for separate responses, as applicable, regarding (1) measures that use student achievement and (2) measures that use instructional practice.*
- a. Why is the state not undertaking actions in this area?
 - Not considering because satisfied with existing indicators of teacher quality
 - Not considering because of state law
 - Not considering because of cost
 - Not considering because of insufficient staff expertise
 - Not considering because of insufficient staff time
 - Not considering because of likely resistance
 - Not considering because of likely changes to federal policy
 - Other challenges to developing such measures

Using Teacher Quality Data to Determine Differences Across Schools

28. We know that most states use their highly qualified teacher (HQT) measure(s) to look at the distribution of teachers across schools, and we know what measures of teacher quality you collect (*Interviewer should refer back to measures identified as collected and tabulated in response to Question 6*). Do you use any of these teacher quality measures to look for differences in the teachers at different types of schools, such as high-poverty schools or schools with high minority populations? *Ask a-b.*
- a. Do you use any teacher qualification measures to look for differences in the teachers at different types of schools?
 - b. Do you use any teacher effectiveness measures to look for differences in the teachers at different types of schools?
29. We talked about looking at teachers from different types of *schools* across your state. Do you use measures of teacher qualifications or teacher effectiveness to look for differences in teachers between different types of *districts* in your state?
30. On the basis of the measures you collect: Ask a-d. For breakdowns that are available in extant documents, instead confirm that those breakdowns are the most up-to-date reports available.
- a. How would you quantify the differences in teacher quality between high and low poverty schools? *Probe to discover differences in each measure identified in question 24.*
 - b. How would you quantify the differences in teacher quality between high and low minority schools? *Probe to discover differences in each measure identified in question 24.*
 - c. How would you describe differences in teacher quality between urban, suburban, and rural schools?
 - d. *For states that use teacher effectiveness measures to look across schools:* Compared to using teacher qualifications, such as highly qualified teacher status, does using teacher effectiveness measures change your understanding of whether disadvantaged students have high-quality teachers? Whether such teachers are distributed equitably across schools?
31. What factors, if any, have hindered using the measures you mentioned (i.e., teacher qualification or effectiveness measures in addition to HQT) to examine the distribution of teachers across different types of schools or districts?

- a. What have been the challenges? Multiple challenges may apply. Probe until interviewee cannot recall other challenges.
- Challenge collecting the data
 - Challenge establishing the validity/quality of the measure
 - Challenge incorporating the measures into a data system that allows disaggregation by school type (e.g., low-poverty and high-poverty schools)
 - Challenge determining criteria for what is “equitable”
 - Challenge reporting the data
 - Resistance to using the data
 - Challenges specific to rural districts
 - Other challenges

Strategies to Ensure High-Quality Teachers for Disadvantaged Students

Now I’d like to talk about any strategies or actions that your state is taking **during the 2011–12 school year** to ensure high-quality teachers for schools with high proportions of disadvantaged students (i.e., high-minority and/or high-poverty schools). For this question, we are specifically interested in **state-level actions only**. For example, a specialized teacher education program initiated by a university in your state would **not** be a state-level action. Does that make sense?

Also, we are specifically interested in those actions or strategies that are **targeted at high-poverty and/or high-minority schools**. For example, if you have a state program that provides additional salary to teachers in high-poverty schools, I’d like to talk about that kind of program now, because it is **targeted** at these schools.

32. Is your state undertaking any such targeted actions?

Use the sub-questions in the following box, Questions About Actions, for each strategy mentioned.

If strategies in the following categories are not mentioned, interviewer will use the list below to probe for strategies in these areas of interest. Also probe on policies identified in extant sources as current or intended.

- Recruitment and retention
- Monetary incentives to attract or retain teachers to/in schools with high proportions of disadvantaged students
- Non-monetary incentives to attract or retain teachers to/in schools with high proportions of disadvantaged students
- Other recruitment efforts to attract teachers to schools with high proportions of disadvantaged students
- Preparation and professional development
- State policies to promote specialized teacher preparation programs to prepare teachers for schools with high proportions of disadvantaged students (e.g., residency program, specialized student teaching arrangements, specialized alternative certification programs)
- State policies to promote in-service professional development that focuses on schools with high proportions of disadvantaged students
- State policies to promote induction and mentoring in schools with high proportions of disadvantaged students

Questions About Actions

For each targeted action identified in 32, ask the lettered questions below.

Please describe this action. *Interviewer will probe to determine role of districts in this strategy (e.g., is this a policy that districts are required to carry out?)*

- a. Why would this affect teacher quality for disadvantaged students? Did this action target certain schools or districts? If so, why did you target the action this way?
- b. Do you use measures of teacher qualifications or effectiveness as part of this strategy?
- c. What have been the challenges with implementing this action?
 - Lack of existing policies and practices
 - Lack of managerial capacity
 - Lack of fiscal capacity and public support
 - Lack of stakeholder support
 - Lack of external support (i.e. federal or foundation support)
 - Other
- d. What factors have facilitated implementation of this action?
 - Existing policies and practices
 - Managerial capacity
 - Fiscal capacity and public support
 - Stakeholder support
 - External support (i.e. federal or foundation support)
 - Other

33. Have urban, suburban, and rural districts faced different challenges in implementing these strategies? Have there been any challenges in implementing these strategies that are unique to your rural districts?

Role of Federal Programs and Policies

34. I'd like to understand the role of federal policies and programs in your activities with respect to ensuring that schools with high proportions of disadvantaged students have high-quality teachers. **How would you characterize the role of federal programs and policies in your decisions to pursue the activities we've talked about today**, including your efforts to develop measures of teacher effectiveness, determine the distribution of teachers, and ensure that schools with large numbers of disadvantaged students have high-quality teachers?

Refer to the following programs (Interviewer will use online sources to discover whether the state has applied for Race to the Top or received funding for any of the programs in c-f):

- a. Requirements for State Fiscal Stabilization Fund (SFSF)
- b. *If applied*, Race to the Top
- c. *If received*, Teacher Incentive Fund (TIF)
- d. *If received*, Statewide Longitudinal Data Systems grant program (SLDS)
- e. *If received*, Teacher Quality Enhancement grant program (TQE)
- f. *If received*, Title I School Improvement Grant (SIG)

Record an answer for each program that applies to the state,

- a. Spurred new actions
- b. Provided financial support for action that SEA would have undertaken without support.

35. Are there other funding sources that are playing a role in your efforts to develop measures of teacher effectiveness, determine the distribution of teachers, or ensure that schools with large numbers of low income and/or minority students have high-quality teachers?

- a. Grants from national foundations
- b. Grants from state or local foundations

Now I'd like to focus on Title I equity plans for a few minutes.

36. Did the federal requirements about the development and content of a state equity plan influence any of the state activities we have discussed today? If so, how? If not, why not?

37. How often have you updated your equity plan, and what is the reason for the updates? *Probe to determine how many times the state has updated its plan, approximate dates, and reasons.*

38. How does the state make sure that its plan is implemented?

39. How much of a difference must there be for the state or districts to consider there to be a problem in the distribution of high-quality teachers across schools?

40. Do you require your LEAs to write similar plans — that is, “local equity plans”? *If so, ask subitems a-f.*

- a. Do all LEAs have to write equity plans, or just some districts? *If some, how do you determine which districts must write a plan?*
- b. What does the state tell LEAs about the required content of local plans?
- c. What does the state tell them about how often to update the plans?
- d. Are there differences in how you approach the planning process for your rural LEAs, compared to urban LEAs?
- e. How do you track LEAs' progress in enacting their plans?
- f. How are the LEAs accountable for enacting their plans?

Wrap Up

That's all the questions I have. Thank you very much for participating in the study.

41. Is there anything else you'd like to tell me?

We may need to contact you for clarification on some of the things we talked about. Would it be OK to email you?

Also, as I mentioned, the study also includes a component in which we conduct similar interviews with a total of 75 school districts from around the country. We plan to send you an email asking you to nominate a few districts based on some criteria we will send you. Would that be all right?

Thank you so much for your time!



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