GREATNESS BY DESIGN

Supporting Outstanding Teaching to Sustain a Golden State

A report by State Superintendent of Public Instruction Tom Torlakson's Task Force on Educator Excellence

September 2012

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CALIFORNIA
DEPARTMENT OF
EDUCATION

TOM TORLAKSON
STATE SUPERINTENDENT OF PUBLIC INSTRUCTION

September 2012

Fellow Californians,

As teachers, our work is both calling and career. It is as demanding a profession as any, its challenges outweighed only by the joy of seeing a student's face light up in a moment of understanding.

Every child deserves a great teacher. It is our most important profession. Teachers gather the collected skills and wisdom of our world and pass them on to the next generation in hopes they prove useful in meeting the difficulties of an uncertain future.

Sadly, ours has become a profession under siege. At the very moment the need for outstanding educators seems most urgent, talented teachers are being displaced by budget cuts and discouraged by trying working conditions.

Meanwhile, some promising efforts to support teachers have fallen by the wayside. And critics with little or no time in a classroom themselves advocate for reducing our life's work to a dry statistical exercise.

Against this backdrop, I worked with the Commission on Teacher Credentialing to create California's first Task Force on Educator Excellence, bringing together classroom teachers, parents, superintendents, school employees, leading academics and the state's business community. To lead this effort, I chose two of California's authorities on great teaching: Long Beach Unified School District Superintendent Christopher J. Steinhauser and Stanford University Professor of Education Dr. Linda Darling-Hammond, who also serves on the California Commission on Teacher Credentialing.

We charged them with the critical tasks of assessing the state of the teaching profession in California and addressing some difficult questions: How do we recruit the very best people into the profession? How do we support them throughout their careers? And most importantly, how do we inspire them to do their best?

The good news, as revealed in the accompanying report, is that California is home to some of the very best ideas and research on how to train new teachers and principals, support them from their first days in the classroom to their last and give them the kind of feedback they need to be even better. And I'm pleased to report that several school districts in California are emerging as leaders – and have not let the financial difficulties of the times deter their efforts.

The challenge – and therefore the opportunity – is to revive and expand these isolated and sometimes neglected experiments and weave them together into a system that forms a coherent whole that produces exceptional results.

Consider this: Local school districts hire teaching candidates and decide what support, if any, to provide on the job. Additional training is a patchwork of overlapping efforts. Observations and evaluations have been haphazard and inconsistent – and quite disconnected from the initial training teachers receive. And if the system fails, we blame the teacher.

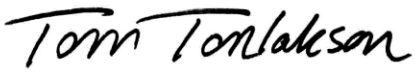
The goal of teaching is learning, so there can be no honest assessment of a teacher's performance without considering what students have learned. Teachers want honest feedback to understand their strengths and focus attention on areas they need to improve.

But just as no attorney would be fairly judged by the outcome of a single case, and no doctor's skills would be properly assessed by the results for a single patient, no teacher's work should be gauged by how students perform on a single test taken on a single day. Teachers are expected to work hard every day to help students learn many more things than are evaluated on one test. Fairness demands they be evaluated based on the sum of their efforts.

And while the critical importance of the teaching profession to the future of our state makes this work necessary, make no mistake: Great teachers alone cannot guarantee the success of California's school system. Just as there's no substitute for outstanding educators, there's no substitute for involved parents, effective administrators and school employees, along with adequate resources for children – inside the classroom and out. Indeed, what arises from this report is not, by and large, directed at teachers themselves. It is a collective call to action for California, because it's time for our state to get serious about great teaching.

Despite ongoing efforts by dedicated professionals at every level, their work risks being replaced by a sink-or-swim mentality that poses an unacceptable risk to California's future. It's my hope that the recommendations outlined by this Educator Excellence Task Force serve as the starting point for those discussions in the days and weeks ahead.

Sincerely,



Tom Torlakson
State Superintendent of Public Instruction

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Office of the Executive Director

September 2012

Dear Colleagues:

The academic success of California's diverse students is inextricably tied to the quality and commitment of our educator workforce. As the state agency responsible for ensuring quality in educator preparation and licensing, the Commission on Teacher Credentialing appreciates the opportunity to work together with Superintendent of Public Instruction Tom Torlakson in engaging the best thinking of a cross section of teachers, parents, administrators, professors and other stakeholders in a review of our educator preparation, licensing, development and evaluation systems.

The Commission is dedicated to the preparation and licensing of exceptionally well-qualified educators for the children of California. As an independent standards board, the Commission is responsible for developing standards for educator preparation, performance assessments, and accreditation policies that hold the state's educator licensing system accountable to stakeholders and the public. The Commission's work has long focused on preparing educators who can help all students excel, including English learners and students with special needs.

The recommendations contained in this report provide a clear, coherent vision for the development of high-quality educators, and have the strong potential to improve teaching and learning for all of California's students. Our collaborative efforts will contribute to the development and implementation of policies that will shape the preparation of teachers and leaders for years to come, policies that will ultimately inspire and support our young people to reach their highest potential.

The Commission deeply appreciates the work of the Educator Excellence Task Force and the leadership provided by Long Beach Unified School District Superintendent Christopher Steinhauser and Stanford University Professor Linda Darling-Hammond, who also serves as a member and vice-chair of the Commission. The Commission looks forward to working with stakeholders as we give full consideration to the Task Force recommendations and engage in the work of improving California's educator development systems.

Sincerely,

Charles Gahagan, Chair
Commission on Teacher Credentialing

Mary Vixie Sandy, Executive Director
Commission on Teacher Credentialing

CHAPTER 1: INTRODUCTION

The cornerstone of American democracy is an educated citizenry capable of making rational and informed decisions. To accomplish this goal, providing a high-quality teacher in every classroom and effective education leaders in our public school systems is imperative.

Around the world, there is growing recognition that expert teachers and leaders are perhaps the most important resource for improving student learning, and that the highest-achieving nations make substantial investments in teacher quality. A McKinsey study of 25 of the world's school systems, including 10 of the top performers, found that investments in teachers and teaching are central to improving student outcomes. It found that the top school systems emphasize 1)getting the right people to become teachers; 2)developing them into effective instructors; and 3)ensuring that the system is able to deliver the best possible instruction for every child.[1]

Nations that currently lead the world in international rankings of student achievement, such as Finland, South Korea and Singapore, attribute their success to substantial investments in teacher and school leader preparation and development. In these and other top-ranked nations, critical initiatives have taken the form of:

- Universal high-quality teacher education, completely at government expense including a living stipend. In nations like Finland, this preparation includes at least one year of practice teaching in a model school connected to a university.

- Mentoring for all beginners in their first years of teaching from expert teachers, coupled with a reduced teaching load and shared planning time.

- Ongoing professional learning embedded in 15 to 25 hours a week of planning and collaboration time at school, plus an additional two to four weeks of professional learning time to attend institutes and seminars, visit other schools and classrooms, conduct action research and lesson studies and participate in school retreats.

- Teacher leadership opportunities for expert teachers to be engaged in leading curriculum development, professional development and mentoring/coaching, and for some to be recruited and trained as principals or other school administrators in high-quality programs, also at state expense.

- Equitable, competitive salaries (often with additional stipends offered at hard-to-staff schools) that are comparable to other professions, such as engineering.[2]

By contrast, both United States federal and California state investments in teacher quality are paltry – having declined substantially since the 1970s – and they are highly unequal. As a result:

- Teacher education is uneven in duration and quality. While some educators receive excellent preparation, others receive much less in terms of both quality and quantity of coursework and clinical training before they teach or step into leadership posts. Most teachers receive little financial support to prepare for an occupation that will pay them a below-market wage, and the state invests little in preparation institutions. Hence, the quality of preparation depends in part on what candidates can afford to spend and what universities are willing and able to invest. Leadership education is even more uneven in quality. In California, principals may skip preparation altogether by taking a paper-and-pencil test for a license – the only state in the nation to allow this. The least prepared teachers and school principals are typically assigned to the highest need students and schools.

- Mentoring for beginners is decreasing. California once led the nation in the design and funding of beginning teacher induction through the Beginning Teacher Support and Assessment (BTSA) program. Its early successes demonstrated that attrition can be reduced and competence increased for novices who receive skillful mentoring in their first years on the job. However, these funds are no longer protected for this mission. As a result, fewer and fewer teachers receive the benefits of high-quality mentoring in the state. Novice school leaders rarely receive mentoring in California, unlike states that have developed policies to provide it.

- Professional development time and opportunities are sorely underfunded. The 10 days per year that California once funded for professional development time have long since disappeared, and most state programs supporting professional learning for teachers and administrators have taken deep cuts over the last decade; many have disappeared altogether. California teachers, like those nationally, have little time for professional collaboration or learning – usually only about three to five hours per week of individual planning time, much less than that available to teachers in other countries for joint planning allowing them to share practices and learn from each other. School leaders typically have even fewer opportunities for ongoing professional learning.

- Evaluation is frequently spotty and rarely designed to give teachers or administrators the feedback and support that would help them improve or provide a fair and focused way to make personnel decisions.

- Leadership pathways are, in most districts, poorly defined and poorly supported. There are relatively few opportunities for expert teachers to share practices with their peers or to take on leadership roles. Most teachers are still isolated from each other, teaching in egg-crate classrooms and performing the same functions after 30 years as they did when they first entered. A teaching profession has not yet evolved that regularly supports the spread of expertise or enhanced compensation. Pathways to the principalship and other career options for expert teachers with leadership potential are not well-established at the state or district level.

- Salaries are highly inequitable, with those in the most well-heeled districts paid considerably more and supported with better working conditions. This leads to a highly variable teaching force, with the poorest children with the greatest learning needs typically receiving the least well-prepared teachers. In California, at least three separate lawsuits have pointed to the problems associated with the large-scale assignment of inexperienced and underprepared teachers to minority and low-income students.

While California has some very well-prepared and supported teachers and principals, especially in forward-looking districts, many others are underprepared and under-supported, especially in schools serving low-income students of color. Indeed, expert teachers and school principals are the most unequally distributed school resources.

Furthermore, the knowledge teachers need to reach all students in today's schools has increased considerably. Teachers not only need deep and flexible knowledge of the content areas they teach, they also need to know how children learn at different stages so they can build a productive curriculum that will build on students' prior knowledge and experiences; how to adapt instruction for the needs of new English language learners and students with special needs; how to assess learning continuously so they can diagnose students' needs and respond with effective teaching strategies; and how to work collectively with parents and colleagues to build strong school programs.[3]

California has a vibrant, diverse student population that represents families who have had roots in the Golden State for centuries and others who have more recently arrived from virtually every nation on the globe. With high rates of immigration, California also has the highest proportion of English learners (ELs) in the country.[4]

Approximately 24 percent of California's students are ELs who are not yet proficient in English, and an additional 12 percent are former English learners (known as Reclassified/Redesignated Fluent English Proficient or RFEP) who need educational supports to improve their English proficiency as they progress through school.[5]

Many immigrant families come from poor countries with few educational or economic resources. Most students in California schools (53 percent) come from low-income families. Schools with concentrations of minority and low-income students are among the most under-resourced in the state, with fewer dollars, curriculum resources and well-qualified teachers than others, although the needs they confront are greater.[6]

Within this context, expectations for learning are rising. Like most states in the nation, California has adopted the Common Core State Standards (CCSS) and is participating in the development of new science standards (Next Generation Science Standards) and an ambitious new assessment system, SMARTER Balanced Assessment Consortium (SBAC).[7] The Common Core standards emphasize higher-level skills and abilities not emphasized in the previous generation of California standards, including more emphasis on writing, research and the use of evidence, careful reading of complex texts, complex problem-solving, reasoning, data management and communication. The CCSS are also interdisciplinary, stressing the use of language and mathematics skills in content disciplines, such as science, history/social studies and the arts. These changes in standards and assessment will require major changes in curriculum and instruction as well if students are to be enabled to succeed.

School principals need the knowledge and skills to facilitate this work by understanding and supporting strong instruction and supporting teacher development and ongoing improvement in practice. They must also be able to develop a learning organization with a strong collegial professional community focused on the needs of all students, to create strong relationships with parents and communities and to manage change.

The critical need for investments in teacher and principal learning has been made clear over and over again in efforts aimed at educational change. Those who have worked to improve schools have found that every aspect of school reform – the creation of more challenging curriculum, the use of more thoughtful assessments, the invention of new model schools and programs – depends on highly-skilled educators who are well supported in healthy school organizations. In the final analysis, there are no policies that can improve schools if the people in them are not armed with the knowledge and skills they need.

CALIFORNIA'S EDUCATOR WORKFORCE: CURRENT CONTEXT AND CHALLENGES

> "While the road to reform may be difficult, we stand resolute that change is needed. Boosting teaching quality by better preparing, developing, and supporting teachers will improve the educational outcomes for students."
>
> – Bay Area New Millennium Educators
> *Many Ways Up, No Reason to Move Out*[8]

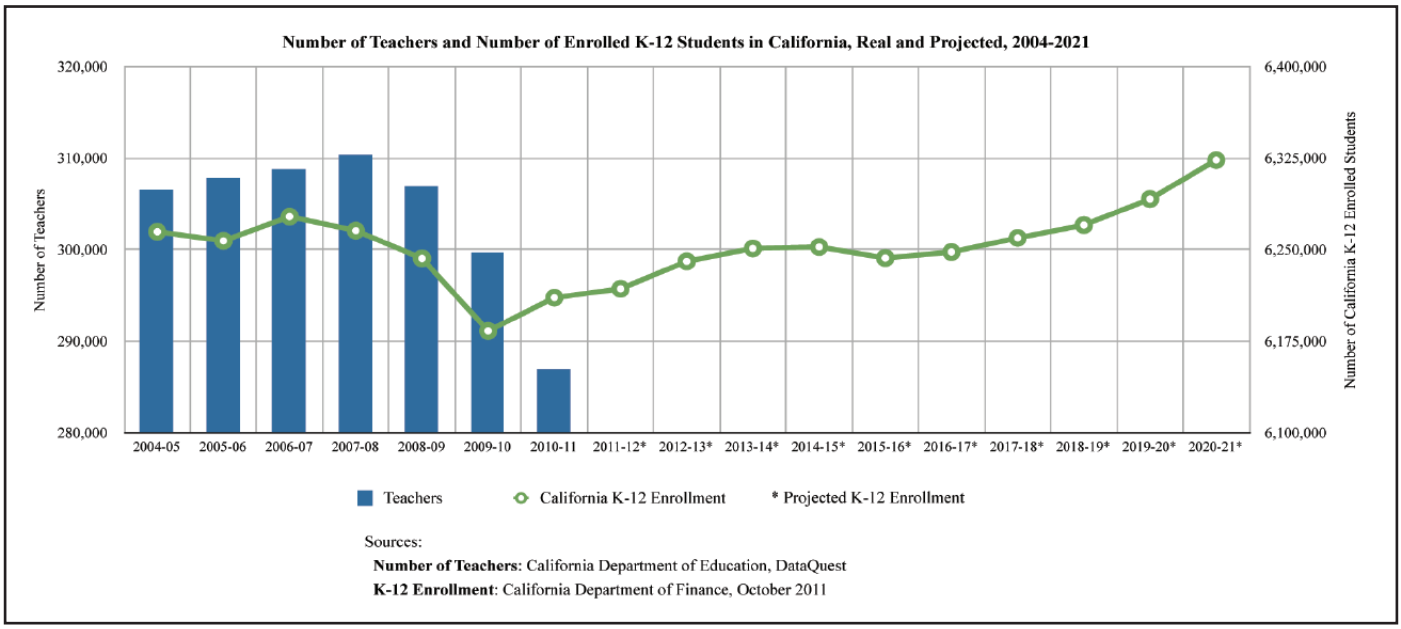
It is a tremendously difficult time to be an educator in California. In the midst of tight purse strings and drastic cuts to K-12 education, schools have endured increased class sizes, educator layoffs, a reduction in instructional days and a loss of much professional development.[9] All of these challenges have a direct impact on students' education and learning as they affect the recruitment, retention and effectiveness of the educators who seek to serve them.

With budget cuts, the size of the K-12 teaching force in California has sharply declined since 2008, while the number of students is now on the increase and projected to grow steadily over the next decade. (see Figure 1) Not only are there fewer teachers in the profession, fewer teachers are entering preparation programs as well. The decline in new teacher production is due, in part, to budget cuts that have forced the state's university

systems to cap enrollment and turn qualified applicants away from credential programs. It is also a result of the decrease in demand as budget cuts trigger layoffs and growing discouragement among prospective teachers with the conditions of teaching work.

At the peak in 2003-04, more than 27,000 new preliminary teaching credentials were issued by the California Commission on Teacher Credentialing (CTC); by 2009-10, only 16,151 new credentials were issued in the state, a decline of 40 percent.[10] Enrollment in teacher preparation programs declined by more than 50 percent between 2001-02 and 2009-10.[11]

Figure 1



Despite the layoffs that appear to create a surplus of teachers, shortages still exist in fields such as special education, mathematics, physical science and bilingual education/English language development (ELD), as well as in many high-poverty schools. However, projected increases in student enrollment and teacher retirements, along with reductions in class size, will likely increase the demand for teachers in coming years. This increased demand could create new teacher shortages unless attrition is also reduced, especially because California is producing far fewer new teachers than it once was.[12]

And although there are more licensed administrators than there are projected job openings in California,[13] there are increasingly fewer applicants for principalships, especially in poorly resourced schools serving high-need students. Citing surveys showing most urban superintendents having difficulty recruiting strong principals, a recent report noted:

> Ongoing reports of underperforming schools, an awareness of the growing demands placed on principals and media coverage of an impending national "principal shortage" have brought issues of administrative recruitment, credentialing, training and support to the attention of policymakers...Analyses of principal shortages have identified the pressures of new accountability systems, expanding responsibilities, reforms removing principal tenure and inadequate compensation as among the factors discouraging individuals certified for administration from seeking or remaining in principalships... To many, the job as it is currently configured in many districts does not seem doable or adequately supported.[14]

A report in the *Los Angeles Times* put it this way:

> Fifteen-hour work days. Unending paperwork. And the ever-increasing role of school board politics… Plenty have the credentials for the job. Many don't want it.[15]

Research has found that these problems can be addressed. For example, principals who are hand-picked from among excellent, dynamic teachers demonstrating leadership capacity – and who are well-prepared for the job – enter and stay in principalships at higher rates, feel more capable to deal with the challenges of the job and are more effective. And when principals are effective, they recruit, develop and retain good teachers by creating higher-functioning schools that improve collective capacity for good teaching.[16] So these problems are both solvable and essential to solve in a purposeful way – rather than allowing the system to bounce around in a rudderless fashion, growing ever weaker for lack of attention and care.

CALIFORNIA'S ASSETS

California does not face these challenges without significant resources. The state is one of the wealthiest in the nation, both in terms of its financial capacity and its human ingenuity. As the eighth largest economy in the world, the state can and must solve its current problems in the design of its revenue system so that it can tap its resources to ensure a world-class educational system.

Despite growing student needs and declining resources that have placed the state's per pupil expenditures near the bottom of the national rankings, California's heroic educators have worked hard and creatively to move schools forward. Scores on the National Assessment of Educational Progress have increased slightly in reading and noticeably in mathematics, although they remain among the lowest in the nation, as other states have moved forward as well. State graduation rates have nosed upward. More students are completing the curriculum required to enter college. New and more effective approaches to career education are spreading through advances in the state's Linked Learning and other career and technical education initiatives. With thoughtfully invested resources, these gains will be magnified many times over.

Over the years, California's lawmakers have enacted a number of important initiatives that have proved to be successful, many of which have been emulated nationally. Among these are:

- The Beginning Teacher Support and Assessment Program (BTSA) – one of the first well-designed programs in the nation for providing mentoring to beginning teachers, found to improve effectiveness and dramatically reduce turnover for novice teachers[17];

- The Peer Assistance and Review Program (PAR) – the first statewide program in the nation to support intensive assistance for struggling teachers, resulting in strong improvements in teaching in districts where it is well implemented[18];

- Governor's Fellowships to recruit academically talented students to prepare to teach in high-need schools, identified in a Harvard University study as a successful program for improving staffing in low-income communities[19];

- California Subject Matter Projects, which were emulated by many states throughout the nation in the 1990s as a means of supporting ongoing professional development in the content areas for growing networks of teachers[20]; and

- The California School Leadership Academy, which created ongoing training for school leaders – superintendents, principals, teachers and other staff – both as individuals and as teams. It became a model for Leadership Academies in more than 20 other states.[21]

A number of California's traditional and alternative teacher education programs – ranging from Cal State campuses at Long Beach and Chico to internships in Elk Grove and New Haven to UC programs at Berkeley, Santa Barbara and UCLA to private colleges like Mills and Stanford – have been documented in national research as highly successful models for preparing teachers.[22] These and other California programs have led the nation in developing strategies for preparing teachers for English learners, preparing teachers to succeed in urban schools, and creating clinical training in professional development schools that others have emulated. California has established principal preparation programs, like the Education Leadership Development Academy launched by the University of San Diego with San Diego Unified School District and UC Berkeley's Prospective Principals' Program, which have achieved national recognition as well.[23]

These assets are part of the state infrastructure for educator preparation and training (see Figure 2), which we believe could be much more effective if it is better coordinated and more clearly focused on the actions that will make a difference in the quality of teaching and leading.

Although many of the state-funded programs have been reduced in scale in recent years and a few have lost their funding entirely, the moment for rebuilding will soon be at hand. In the coming years, as the nation climbs out of the current recession and the state resolves its revenue crisis, it will be essential for Californians to have a plan for reconstructing the great education system that has been the hallmark of the Golden State for half a century.

In this report, we outline the steps that should be taken, recognizing that some can be taken now to lay the groundwork for the future, while others will need to wait until revenues are available to implement them.

INVESTING IN THE RIGHT DRIVERS

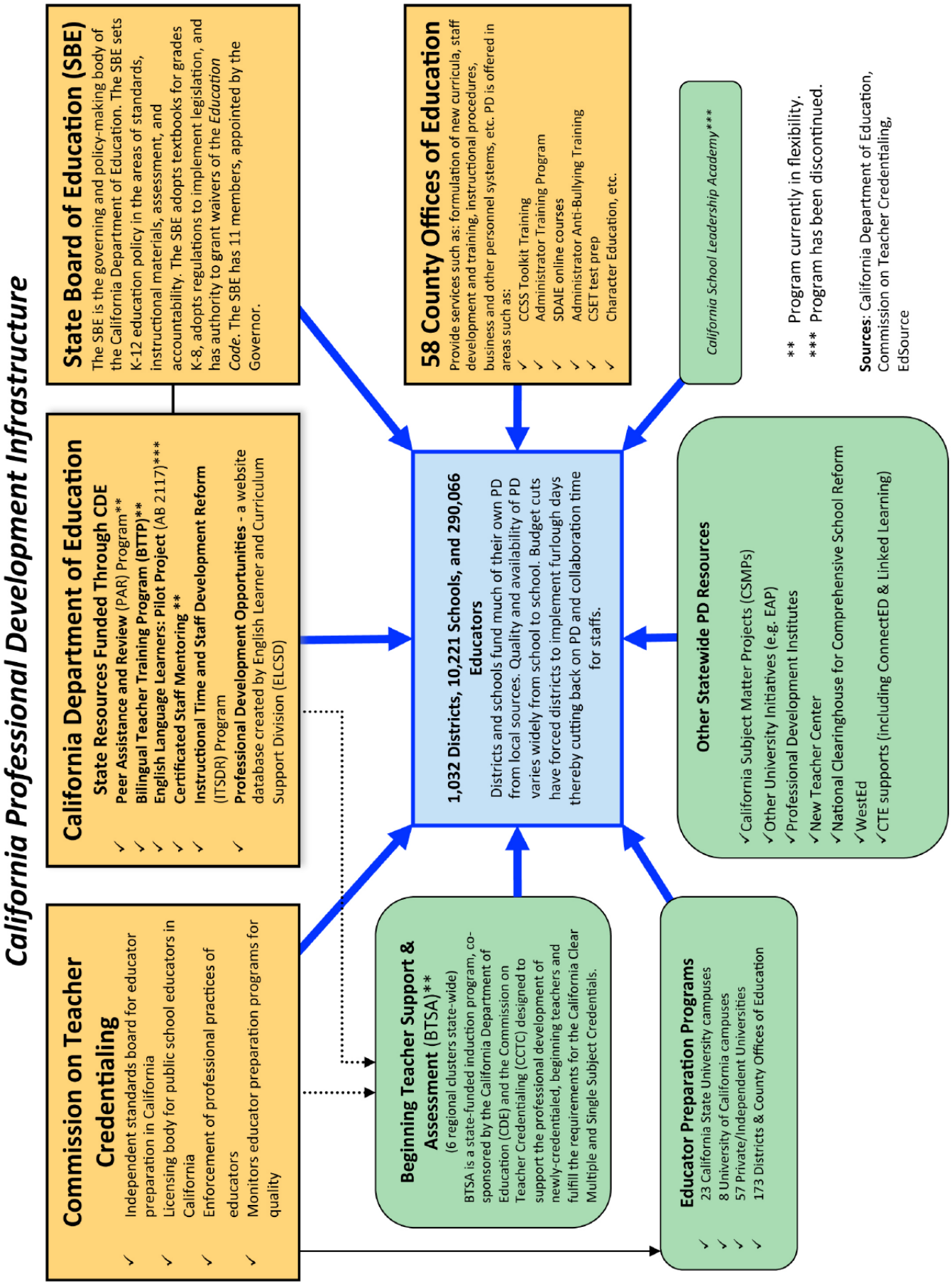
All of the recommendations from the Task Force on Educator Excellence are designed to build the capacity of California educators and the systems that support them. If adopted, these new policies and recommendations would represent a fundamental shift in the state's education reform agenda. For the past 13 years, since California's Public Schools Accountability Act was enacted, the Academic Performance Index, standardized testing and accountability have served as the key levers of the state's school reform agenda. The lack of headway in resolving the persistent achievement gap suggests that high-stakes testing without investments in school capacity cannot improve education. In fact, this dangerous combination has driven many accomplished educators out of the profession and, in some cases, caused more harm than good.[24]

As Harvard researcher Richard Elmore argues, "…with little or no investment in capacity, low-performing schools get worse relative to high-performing schools. …You can't improve a school's performance or the performance of any teacher or student in it, without increasing the investment in teachers' knowledge, pedagogical skills and understanding of students. This work can be influenced by an external accountability system, but it cannot be done by that system."[25]

Researcher Michael Fullan also makes a compelling case that accountability, by itself, is the wrong driver to lead reform. "Higher, clearer standards, combined with correlated assessments are essential along the way, but they are not going to drive the system forward. Whole system success requires the commitment that comes from intrinsic motivation and improved technical competencies of groups of educators working together purposefully and relentlessly." Fullan asserts, "No system in the world has ever achieved whole system reform by leading with accountability,"[26] basing this claim in part on an international McKinsey study of 20 improving educational systems, which found capacity building, and not accountability, to be the factor driving educational gains.

The same lesson has been learned by American businesses, which had to retool to remain in league with global competitors in the 1980s and '90s. A key aspect of this renewal was a changed perspective on the question of human capital: Businesses had to move beyond the established management theory of the early to mid-20th century, which relied on the idea that productivity would improve if an organization could identify the bottom

Figure 2


California Professional Development Infrastructure
State Board of Education (SBE)
The SBE is the governing and policy-making body of the California Department of Education. The SBE sets K-12 education policy in the areas of standards, instructional materials, assessment, and accountability. The SBE adopts textbooks for grades K-8, adopts regulations to implement legislation, and has authority to grant waivers of the Education Code. The SBE has 11 members, appointed by the Governor.
California Department of Education
State Resources Funded Through CDE
✓ Peer Assistance and Review (PAR) Program**
✓ Bilingual Teacher Training Program (BTTP)**
✓ English Language Learners: Pilot Project (AB 2117)***
✓ Certificated Staff Mentoring **
✓ Instructional Time and Staff Development Reform (ITSDR) Program
✓ Professional Development Opportunities - a website database created by English Learner and Curriculum Support Division (ELCSD)
58 County Offices of Education
Provide services such as: formulation of new curricula, staff development and training, instructional procedures, business and other personnel systems, etc. PD is offered in areas such as:
✓ CCSS Toolkit Training
✓ Administrator Training Program
✓ SDAIE online courses
✓ Administrator Anti-Bullying Training
✓ CSET test prep
✓ Character Education, etc.
California School Leadership Academy***
Commission on Teacher Credentialing
✓ Independent standards board for educator preparation in California
✓ Licensing body for public school educators in California
✓ Enforcement of professional practices of educators
✓ Monitors educator preparation programs for quality
1,032 Districts, 10,221 Schools, and 290,066 Educators
Districts and schools fund much of their own PD from local sources. Quality and availability of PD varies widely from school to school. Budget cuts have forced districts to implement furlough days thereby cutting back on PD and collaboration time for staffs.
Other Statewide PD Resources
✓California Subject Matter Projects (CSMPs)
✓Other University Initiatives (e.g. EAP)
✓Professional Development Institutes
✓New Teacher Center
✓National Clearinghouse for Comprehensive School Reform
✓WestEd
✓CTE supports (including ConnectED & Linked Learning)
Beginning Teacher Support & Assessment (BTSA)**
(6 regional clusters state-wide)
BTSA is a state-funded induction program, co-sponsored by the California Department of Education (CDE) and the Commission on Teacher Credentialing (CCTC) designed to support the professional development of newly-credentialed, beginning teachers and fulfill the requirements for the California Clear Multiple and Single Subject Credentials.
Educator Preparation Programs
✓ 23 California State University campuses
✓ 8 University of California campuses
✓ 57 Private/Independent Universities
✓ 173 Districts & County Offices of Education
** Program currently in flexibility.
*** Program has been discontinued.
Sources: California Department of Education, Commission on Teacher Credentialing, EdSource

10 percent of employees through performance evaluations and fire them each year. Yet, companies where this became a dominant strategy were not competitive with Japanese firms engaged in team-based, total quality management approaches that built competence rather than looking for employees to eliminate.

The best companies and organizations started to question this notion as they realized that motivation, energy, inspiration, creativity and teamwork could be supported through other approaches. They learned to cultivate a positive organization culture that set high goals for a few major objectives and empowered employees to achieve them through information and learning opportunities that built capacity. This produced much greater gains to productivity than focusing on finding and terminating the bottom 10 percent. Strategies for integrating empowerment with accountability became the major approach business leaders used to drive the remarkable gains in productivity in the '90s.[27]

We believe California also needs to create empowerment for educators through investments in capacity and the recreation of a reciprocal accountability system. In this kind of system, educators at every level are accountable to expectations for high-quality instruction pointed at meaningful learning goals, while policymakers and education officials ensure that educators have the support necessary to meet these expectations. Adopting the recommendations in this report will go a long way toward meeting that goal.

Three critical overarching priorities should provide a foundation for specific reforms:

- Creating a *coherent continuum* of learning expectations and opportunities for educators across their entire careers, allowing teachers, administrators and other school staff in all communities to become highly effective and to share their expertise. (See Figure 3 illustrating a view of this career continuum.)

- Developing a *learning system* in California that supports collaborative learning about effective practices among educators, across schools and districts, between and among school boards and unions and within state agencies. Shifting the focus of management at each level of the system should transform what can often be isolated, trial-and-error practice in a compliance-oriented bureaucracy into well-informed professional practice in a learning organization based on the constant sharing of knowledge and expertise.

- Developing a *consistent revenue base* for high-quality professional learning from initial preparation and induction through ongoing career development by creating a category of flexible funding for professional learning that includes 1)funding for districts to use flexibly to meet their different needs based on meeting key standards for educator learning supports; and 2)funding for state and regional infrastructure to ensure that programs are supported with research about effective practices, technical assistance, training and opportunities for collaboration and networking across jurisdictions. This will increase efficiency and lower the wasted costs of ineffective practices and continual start-ups and wind-downs that undermine the educational system's ability to function effectively.

Following are the steps we believe are needed to develop and support a world-class educator workforce through:

- Recruiting and retaining top candidates in all teaching fields and for school leadership positions and ensuring that they are available in all of the communities, schools and classrooms where they are needed (Chapter 2);

- Preparing educators to support all of California's diverse students in acquiring the 21st century skills that will make them college- and career-ready (Chapter 3);

- Inducting novice educators – both teachers and administrators – into their challenging work with strong supports and the help of expert veterans (Chapter 4);

Teaching and Leading Along a Career Continuum:
California's System of Educator Effectiveness

LEADERSHIP OPPORTUNITIES
- Recognizes accomplished practice and supports the spread of expertise
- Multiple roles for leadership

EVALUATION
- Based on CSTP via processes that support learning for adults and children
- Multi-faceted evidence of teaching practice and student learning and processional contributions
- Formative and summative assessment
- Useful feedback connected to professional learning opportunities

ONGOING PROFESSIONAL LEARNING
- Builds on Induction
- Sustained and focused on important content
- Embedded in work of collaborative professional learning teams focused on teacher practice and student achievement
- Results in credential renewal

INDUCTION
- Builds on preliminary preparation
- Job embedded personalized learning/formative assessment
- Regular coaching from a carefully selected/trained mentor
- Adequate time for supported completion of competency requirements
- Results in clear credential

PREPARATION
- Clinical practice to meet cultural/linguistic needs of all students and demands of high standards
- Results in preliminary credential

SYSTEM QUALITIES

LEARNER FOCUSED
One stage of learning builds on another
A career lattice provides choice
Communities of professional practice
Connections to local goals/priorities

BASED ON STANDARDS
Common Core State Standards
California Standards for the Teaching Profession (CSTP)
Teaching Performance Expectations (TPEs)
California Professional Standards for Educational Leaders (CPSELs)

ACCOUNTABLE FOR GROWTH
Performance Assessment
Preparation and Induction Program Approval
Participation in on-going CTC Accreditation activities
CDE Accountability activities

GROUNDED IN COLLABORATION
K-12 schools
Colleges & Universities
Practitioner Networks
Program Sponsors, Employers
Local, service region, state level
State Agencies

WELL-SUPPORTED
Adequate resources
State and regional infrastructure

CG :tkd

Figure 3

- Developing the knowledge and skills of all educators throughout their careers through readily available, high-quality professional learning opportunities (Chapter 5);

- Evaluating teachers, principals and other educators in ways that provide valid and useful information about effectiveness, support continuing growth and enable timely and accurate personnel decisions (Chapter 6); and

- Expanding leadership capacity by creating career development pathways that recruit, develop and deploy mentors, coaches and other leaders in teaching, curriculum, assessment and administration and that create systems for sharing expertise throughout the system (Chapter 7).

The recommendations made in each of these areas are summarized below and further detailed in the respective chapters of the full report.

Recruiting and Distributing Excellent Educators to All Communities

To properly staff our schools, three pressing problems require immediate attention. First, although downsizing creates what look like teacher "surpluses," there are still shortages of qualified teachers in fields such as special education, early childhood education, mathematics, physical science, foreign languages and bilingual education/English language development. Second, these shortages – along with difficulties attracting qualified administrators – are most acute in the schools where low-income and minority students are concentrated in under-resourced districts. And finally, entry into the state's preparation programs has been declining rapidly, even though student enrollments are on the rise and projected to increase further over the next decade. As we solve these problems, it is critical that we develop policies to attract and prepare highly able individuals who will serve California's students well.

The highest-achieving nations recruit high-ability individuals to teaching and school administration by underwriting all of the costs of their training in high-quality programs. These investments on the front end of the career save money for all the years thereafter by reducing the high costs of teacher turnover and ineffectiveness and by avoiding the added costs of bureaucracies and programs designed to offset the problems of inadequately prepared teachers.

California should do at least this much to attract expert talent for its greatest needs. To create a culturally diverse, high-quality teaching force that can provide a foundation for student success, California should raise expectations for admissions to schools of education and provide subsidies **for recruiting a diverse pool of high-ability educators for high-need fields and high-need locations**, who will pay back this investment with at least four years of service in the state's schools. California should also expand **"Grow Your Own" pathways** into teaching that align the resources of community colleges and universities with supports for academically capable candidates willing to commit to working in high-need schools.

In addition, there is an opportunity right now to address three significant state problems at once: 1)a crisis in the preparation of special education teachers, who comprise the large majority of underprepared teachers; 2)spiraling costs of special education; and 3)extensive layoffs of excellent teachers who may be lost to the profession if they cannot soon return. The most important factor in serving special education students well is the knowledge and skills of their teachers; without sufficient expertise, costs increase as other services are added to compensate for inadequate instruction. Yet California has sharply reduced special education expertise by lowering training standards and allowing individuals to be hired without prior preparation. With more than 30,000 teachers laid off in the last three years, the state should extend unemployment benefits and provide service scholarships or forgivable loans to **encourage laid-off teachers to add a second credential in special education (or**

another shortage field) that they will use within the next five years within California schools. This investment will reap huge benefits in better-served students who will have much less need for remediation, grade retention and other services that seek to provide bandages for a broken system.

Finally, to recruit and sustain a high-quality teaching and school leadership workforce in every community, California needs to **fix the inequitable distribution of resources to districts** through a weighted student formula or other equalizing approach to distributing state and local dollars. The new system must be built on a higher and more adequate base of funding that also addresses differences in student needs. It should be coupled with expectations and incentives for equitably distributing qualified and experienced educators to high-poverty schools, including a return of the stipends for National Board Certified (NBC) teachers who teach in such schools.

Preparing Outstanding Educators

California has created some excellent preparation programs for both teachers and principals that serve as models for others in the nation. These are drawn from the ranks of both innovative pre-service and internship programs. However, the range of program quality is wide, and some educators are permitted to enter the profession with little training and without having met meaningful standards for knowledge of content and pedagogy. Given the challenges facing today's educators as they seek to teach ever more challenging content to an increasingly diverse set of students, there are areas of preparation that must be deepened, and the variability in quality among preparation programs must be narrowed. Programs for preparing educators to serve English learners, early childhood-age students and students with disabilities need particular attention. Programs that prepare administrators need a major overhaul, as the demands of the job have changed. Our recommendations detail how these programs should be improved, both for general educators and specialists in these fields.

A first step is to **update licensing and program accreditation standards** for teachers and principals to support the teaching of more demanding content to more diverse learners, as reflected in the Common Core state standards and in the growing knowledge about how to teach culturally and linguistically diverse students. In addition to relevant coursework, prospective educators should receive intensively supervised clinical preparation under the wing of experts who know how to do the work well. Encouraging **professional development school networks and residency programs** for high-need communities will strengthen preparation for practice, just as the creation of teaching hospitals transformed medical education.

A second step is to **use teacher and administrator performance assessments** as a key lever for improving educator readiness and program quality. California has led the nation in the development of performance assessments for teacher licensing that have been shown to improve training. Extended to administrators and applied to accreditation, these kinds of assessments can be a critical key to leveraging high-quality teacher and administrator preparation across the Golden State. These assessments, plus other common data elements, can help to simultaneously **strengthen and streamline accreditation** so that all programs meet meaningful standards for entry, preparation quality and exit.

Some constraints to high-quality programs must also be removed. In 1970, California was the only state in the nation to outlaw undergraduate teacher education majors and to set a one-year cap on credits for preparation. This antiquated policy now constrains teachers' opportunities to learn compared with other states and introduces inefficiencies that the state cannot now afford. It is time for California to **remove barriers to undergraduate study of education, lift the cap on credits and encourage streamlined "blended" programs that teach content and pedagogy in tandem**, especially in shortage fields like mathematics, physical science, world languages, special education and English language development. In this way, preparation can be both improved and made more efficient at the same time.

Inducting Teachers and Leaders

New teachers and leaders can either become highly competent in their first years on the job – or they may develop counterproductive approaches or leave the profession entirely – depending on the kind and quality of help they encounter when they enter. With its pioneering BTSA program, California has been a national leader in developing mentoring programs for beginning teachers. In its early years, this program was shown to reduce attrition and improve teacher competence.

However, in the current context, existing strong programs are imperiled in many districts due to budget cuts, and many have suffered from lack of guidance to ensure that investments are made efficiently and effectively. California has also lagged in supporting school leaders in comparison with other states. Given the huge educational and financial costs associated with replacing teachers and leaders who leave schools prematurely (more than $7 billion a year nationally), a strong induction system will protect California's investment in their preparation and ensure that our schools have the ability to address enrollment growth with effective teachers and leaders.

California needs to reclaim strong BTSA programs in all districts and create an equally successful induction program for school administrators. Programs should ensure:

- **Regular mentoring** within the educator's context by a carefully selected and trained mentor to accelerate the development of beginning teachers and leaders;
- **Personalized learning** that is integrated with school and district goals;
- **Competency indicators** for program completion and the award of a clear license; and
- Seamless **integration with pre-service preparation and an ongoing career continuum** that provides multiple options for growth and sharing of expertise.

To accomplish this, California needs to **rebuild what was once a highly effective infrastructure** at the state, regional and local levels to help districts design high-quality programs, train mentors and learn about best practices. We also need to **ensure adequate resources**, including dedicated time for participants and mentors to engage in coaching and other professional learning. In the context of local flexibility, this should be done by **enforcing standards for quality induction programs** through the funding and accreditation systems.

Providing High-Quality Opportunities for Ongoing Professional Learning

California has pioneered important professional learning models – including Subject Matter Projects, Math & Science Partnerships and the California School Leadership Academy – that have been emulated by other states. However, many of these have been reduced or eliminated, leaving a critical gap in our ability to ensure that educators can access knowledge they need to be effective.

Today, we must rebuild a professional learning system that is grounded in our growing knowledge of effective professional learning: sustained, content-embedded, collegial and connected to practice; focused on student learning; and aligned with school improvement efforts. Studies show that one-shot workshops are ineffective at changing teaching and leadership practices, while effective professional learning can dramatically improve student achievement.

To build an efficient and effective system, California needs to:

- Establish **professional learning expectations** for educators linked to credential renewal and orchestrated through Individual Learning Plans. Learning should include job-embedded opportunities, like participating in National Board certification; serving as a mentor; scoring student, teacher or administrator performance assessments; engaging in professional learning community activities; or participating in courses or institutes.

- Establish an **aligned infrastructure** by 1)adopting **standards and criteria** that define effective professional learning; 2)creating a **California Master Plan for Professional Learning** to guide master plans at the county, district and school levels; 3)coordinating and developing **high-quality growth opportunities**, including those that **leverage technology** for professional learning; and 4)creating a **portal/clearinghouse** through CDE and CTC to share information about the availability and quality of professional development.

- Create an **evaluation framework** for state, county and local boards to evaluate and update their policies around professional learning opportunities and a **voluntary review process** that examines the quality of professional learning systems, identifies and disseminates promising practices and provides support for improvement.

- Provide **consistent, high-leverage resources** for professional learning by creating incentives for schools to establish **time for collaborative planning and learning** within the teaching day and **dedicating a consistent share of the state education budget** to professional learning investments, like the 2 percent that Missouri commits each year.

Evaluating Educators Effectively

There is strong agreement that educator evaluation systems in California and the United States need major revision. Existing practices rarely help educators improve or clearly distinguish those who are succeeding from those who are struggling. New evaluation systems for both administrators and teachers should provide useful feedback while also identifying those who are struggling, providing intensive assistance and removing those who do not improve.

To successfully support educator improvement and timely, effective personnel decisions, California should support local educator evaluation systems that:

- **Are based on professional standards** used to assess educators' practices, from pre-service preparation to induction and through the remainder of the career;

- **Combine data from a variety of sources**, including valid measures of educator practice, student learning and professional contributions, which are examined in relation to one another;

- **Include both formative and summative assessments**, providing information both to improve practice and to support personnel decisions;

- **Tie evaluation to useful feedback and to professional learning opportunities** that are relevant to educators' goals and needs;

- **Differentiate support** based on the educator's level of experience and individual needs;

- **Build on successful Peer Assistance and Review models** for educators (both teachers and administrators) who need assistance, to ensure intensive, expert support and well-grounded personnel decisions;

- **Value and promote collaboration**, which feeds whole school improvement; and

- **Are a priority within the district**, with dedicated time, training and support provided to evaluators and those who mentor educators needing assistance.

Developing Leadership Throughout the System

The emerging era of educational innovation in California envisioned by this Task Force requires a new generation of leaders and change agents who are enabled – through redesigned, collaborative work organizations – to inspire the transformations needed to support each and every student each and every day in fulfilling his or her best promise. Many of the conventional ways of leading schools and districts must be rethought if high levels of excellence and adaptations to meet the needs of all students are to occur.

This will require a new vision for how schools are regulated, designed and led by policymakers, administrators and teachers – all of whom will have new leadership roles to play. We must embody the state's innovative tradition by creating an educational system that builds capacity for success and inspires motivated and talented teachers and administrators to lead schools with a sense of urgency and unrelenting focus on student success.

Implementation of many of the Task Force's recommendations will require policy changes at the state level, but some will also require innovative new agreements between labor and management at the district level. New systems of evaluation for teachers and administrators recommended in this report will need to become part of the collective bargaining process, with care taken to ensure that they are fully understood by all stakeholders in a district, including parents, students and community members. Similarly, new teacher leadership opportunities and additional compensation for high-need teaching and leadership assignments will require support from labor and management leaders.

To make these urgently needed new forms of leadership and collaboration a reality, California should **support new leadership roles for teachers** by creating a **career development framework** that describes a continuum of career options, incorporating standards, a range of opportunities for professional growth and conditions for success. CDE and CTC should support districts with research, case studies and technical assistance on the utilization of teacher leaders, as well as vehicles for recognizing skills and abilities of teacher leaders, including incentives for teachers who earn National Board Certification.

The state should also **promote labor-management collaboration** to enable innovation in educator roles, responsibilities and compensation systems. Concrete steps should include a **statewide conference on labor management collaboration** to share innovative practices and to promote cross-district dialogue; creation of a comprehensive **statewide agenda for improving labor-management relations** in school districts across the state; and a focus in training programs for both teacher leaders and administrators on understanding strategies for labor-management collaboration and **opportunities to learn new collaborative skills**.

Finally, our key state agencies, the CDE and CTC, should focus on becoming **leaders of a learning system**: Through partnerships with the state's universities, regional and local agencies and other knowledge organizations, these agencies should share research and expertise with schools and districts throughout the state. Among other things, they should document and disseminate information on effective models of preparation, induction, professional learning, evaluation and career development to share with institutes of higher education, schools and districts through online vehicles, conferences and public/professional outreach; support networks of schools and districts to engage in shared learning and knowledge production; and use what is learned about effective practices to inform state policy as it influences legislation, regulatory guidance and plans for scale up and expansion of practice.

In what follows, we describe the specific steps necessary to reach this future. We recognize that in this time of fiscal constraints, not all of these recommendations can be tackled immediately. However, there are many that require resolve rather than resources and others that allow us to plan for the efficient and effective use of resources when they become available. We are persuaded that, despite – and perhaps, in some ways, because of – current challenges, California can create the keen focus, joined with unswerving purpose, that will allow us to construct, brick by brick, a strong, comprehensive system that supports educator excellence focused on student success. And on this solid foundation, we can rebuild the educational promise of the Golden State.

CHAPTER 2: RECRUITING AND DISTRIBUTING EXCELLENT EDUCATORS TO ALL COMMUNITIES

> Teaching is hard, harder than I can ever explain to anyone. Doing it well, consistently, takes a unique stamina [that you will not maintain] ... unless you see teaching as a calling. … I was blessed with an ideal setting in which to pursue my teaching practice: I had found a school that brought out the best in me. My colleagues were inspirational. My administration supported the teachers to handcraft a curriculum and culture that worked. We shared a common vision that centered on children.
>
> What can schools do to recruit teachers who are passionate and talented? [First], assume that strong teachers do view their profession as a calling and that what they want most is an environment that respects and supports the growth of their teaching practice. ... A strong teacher won't stay in the profession very long unless she is given the time, respect, resources and support necessary to be proud of her work…[28]

In his book, *An Ethic of Excellence: Building a Culture of Craftsmanship with Students*, Ron Berger, who now leads the Expeditionary Learning network, vividly describes the kind of school context and supports that matter for quality teaching. Talk to any great teacher or school administrator about what brought them to and keeps them in the profession and it is clear that, to attract and keep excellent educators, we need a comprehensive and strategic approach. We need to focus equally on outreach, preparation and mentoring, on the one hand, and on the creation of school contexts that value and develop teacher expertise and enable collaborative, student-centered practice, on the other.

A recent report by the New Teacher Project noted that, on average, education systems are as likely to lose their top performers as their weaker staff, often because there is little attention to the kinds of conditions and opportunities that will persuade them to stay.[29] Recruitment and retention are closely interlinked. If an occupation develops and sustains productive individuals, there is less attrition and less need for ongoing recruitment to meet shortages, which allows the field to be more selective. While money makes a difference, talented people are recruited to fields where they believe they will be valued for their work, and they stay when they feel efficacious and successful.

The challenge that faces us is how to ensure a stable supply of well-prepared teachers and school leaders who are available to all children in all communities in the state and who are well-supported to provide effective education for all of them. We take up the challenge of recruitment and distribution in this chapter and the challenges of preparation, retention and support in the chapters that follow.

THE CURRENT CALIFORNIA CONTEXT

Recruitment Issues

As we described in Chapter 1, teaching has become an increasingly unattractive job in California. Entrants into the teacher pipeline have dropped precipitously over the last decade. And although budget cuts have caused widespread layoffs and associated teacher "surpluses," there are still shortages of qualified teachers in fields like special education, mathematics, physical science, foreign languages and bilingual education/English language development. Ironically, where teachers are in short supply, current policies encourage the hiring of individuals who are not yet prepared to teach, which often heightens turnover and further exacerbates the shortages in the long haul.

This approach is penny wise and pound foolish, as teacher turnover is extremely costly. According to the National Commission on Teaching and America's Future, the United States spends $7.3 billion each year to recruit, screen and train teachers who leave schools for reasons other than retirement. Much of this turnover is caused by inadequate preparation and mentoring and by poor, but correctable, teaching conditions.[30] Furthermore, high turnover rates within under-resourced and poorly managed schools cause discontinuity that interferes with school improvement efforts and reduces student achievement.[31] We need a more focused, less wasteful approach to meeting these needs in a way that serves all of our children well.

The challenges of recruiting principals are closely related, because principals, to a large extent, influence the recruitment and retention of teachers. As we noted in Chapter 1, many districts experience challenges in finding and hiring strong candidates to lead schools. The principal shortage issue appears to be not just about whether there are sufficient numbers of credentialed candidates, but also about whether newly eligible administrators are motivated to apply for this important position – and whether effective veterans are motivated to stay.[32] For example, a California State University, Northridge survey found that only 38 percent of administration graduates were serving in any administrative role, and 26 percent were considering leaving administration, citing salaries, work hours, inadequate support and job demands. Those who did not seek jobs as administrators cited the politics, long hours, stress, lack of support and lack of job security they perceived principals face.[33]

Interestingly, research has found that individuals who are proactively recruited and better prepared for principalship – through relevant coursework linked to an internship under the wing of an expert principal – are more likely to go into the job, to feel efficacious in their work and to plan to stay.[34] In the next chapter, we describe what would be needed to create more programs like the University of San Diego's Educational Leadership Development Academy, which has demonstrated the strong results emerging from this kind of design.

Unfortunately, California's current approach to addressing shortages of administrators is to reduce training, even allowing some candidates to enter with no preparation at all, on the basis of a paper-and-pencil test, denying them access to the very preparation that might, in the long run, create a longer-term, more expert and more stable leadership workforce.

Equity Issues

Research and common sense tell us that teachers' and principals' decisions regarding whether to enter and stay in the profession are strongly influenced by salaries and working conditions.[35] Money in education makes the most difference when spent on highly skilled educators.[36]

Yet, because there are dramatic differences in spending in California school districts, there are also large differentials in salary levels offered to educators. (See Figures 4 and 5.)[37] California data from 2009 show that the range in district instructional expenditures was three times higher among high-spending than low-spending districts, even after leaving out the five percent of districts at the top of the scale. This range was nearly four-to-one after adjusting for cost-of-living differences, suggesting that these differences in spending are not related to differences in costs.

Similarly, within any given experience level, educators in the highest salary districts earned more than twice what those in the lowest salary districts earned. After adjusting for cost-of-living differences, the disparities actually grew worse, with a ratio of more than three-to-one between the highest- and lowest-salary districts. (See Figure 5.)

Figure 4: Range in California School District Spending, 2009

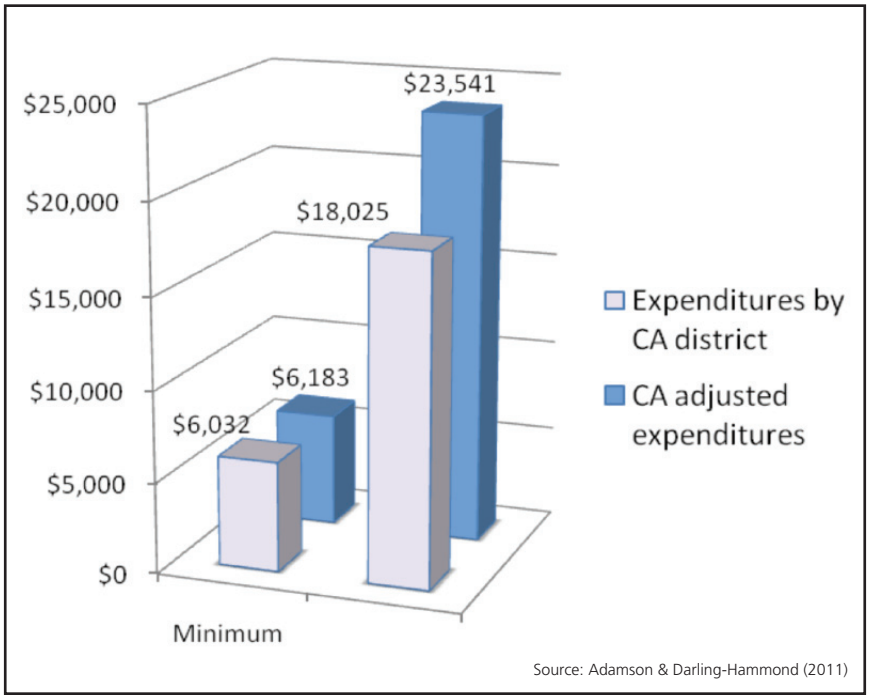
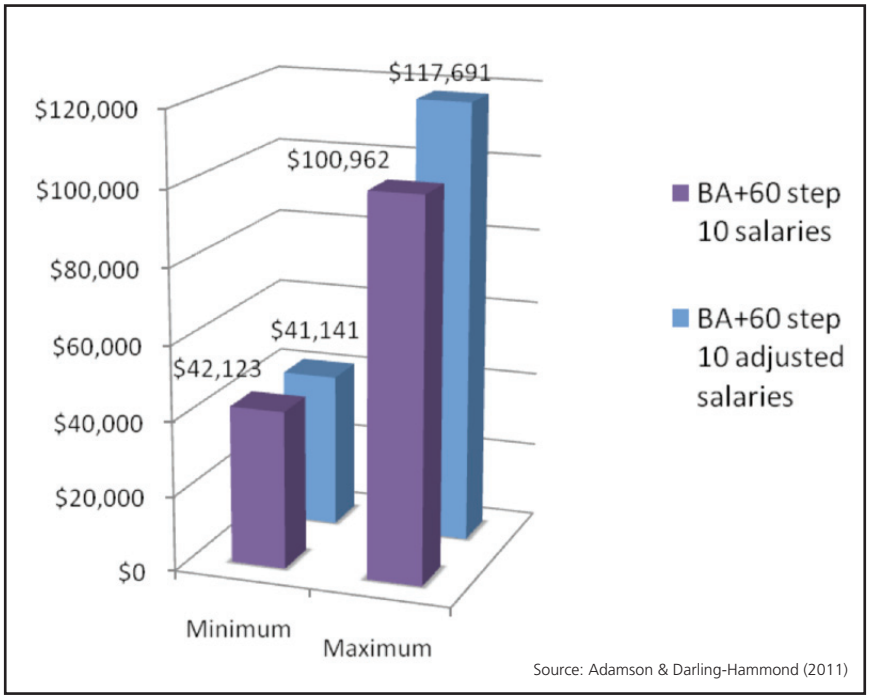


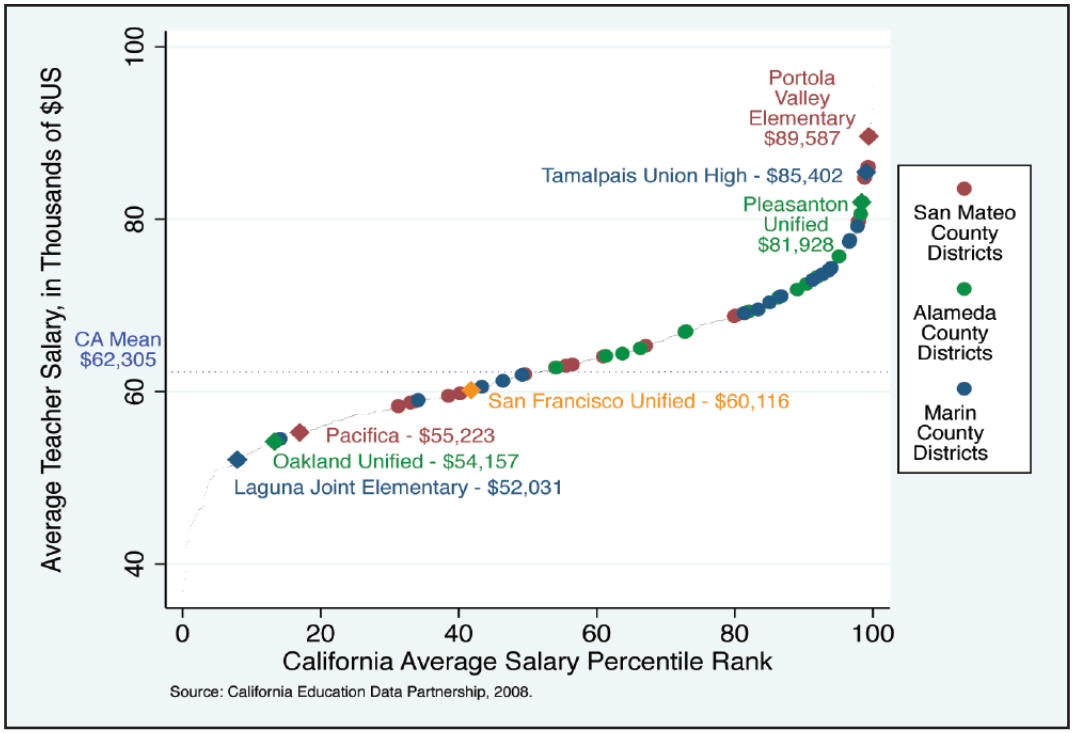
Figure 5: California School District Teacher Salaries, 2009 [For Teachers at Same Step on the Scale]



Even within a single labor market, rich districts can pay educators significantly more than those receiving less funding – and especially those districts that have to stretch their limited resources to meet the needs of students living in poverty, newly learning English or with other special needs. In the San Francisco Bay Area, for example,

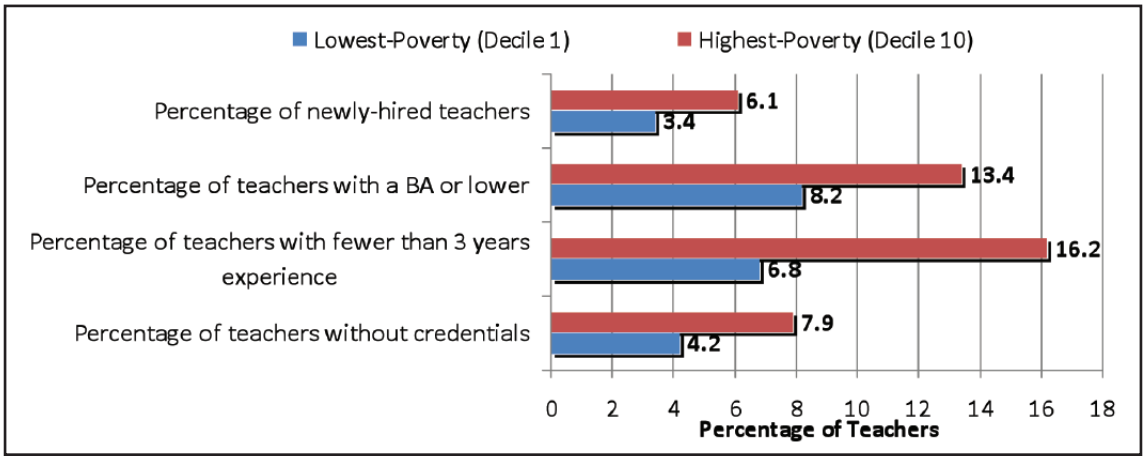
the average teacher salary in wealthy Portola Valley is almost $90,000, while urban districts like Oakland and San Francisco and low-wealth districts like Laguna and Pacifica have salaries fully 30 percent lower, both on average and at the beginning and top of the scales. (See Figure 6.)

Figure 6: San Francisco Bay Area Labor Market Distribution of Average Teacher Salaries by District, 2008-09



It turns out that low-salary districts serve disproportionately high numbers of minority students and more than twice as many new English learners. These districts also have class sizes that are, on average, about 20 percent larger than those in high-salary districts, signaling that they also provide poorer working conditions. Furthermore, in both high-minority and high-poverty districts, there are much greater proportions of newly hired, inexperienced and uncredentialed teachers. (See Figure 7.) State data show that some California districts serving low-income students of color have as many as 50 percent of their teachers both inexperienced and uncertified.

Figure 7: Teacher Quality in High- and Low-Poverty Districts in California (Percent of Students Eligible for Free- and Reduced-Price Lunch)



Quality Issues

These inequitably distributed teacher qualifications make a major difference in student achievement. For example, a large-scale study of high school student achievement in North Carolina found that students' achievement growth was significantly higher if they were taught by a teacher who graduated from a competitive college, was fully prepared upon entry (rather than entering through the state's alternative "lateral entry" route), had higher scores on the teacher licensing test, was certified in his or her teaching field, had taught for more than two years, or was National Board Certified.[38] Moreover, the researchers found that the combined influence on achievement growth of having a teacher with most of these qualifications as compared to one with few of them was larger than the effects of race and parent education combined – a very substantial contribution to student learning. However, in North Carolina, as in California, minority and low-income students typically are assigned much less experienced and well-qualified teachers than students in predominantly white and more affluent schools.

Similarly, a large-scale study in New York City found that students' achievement growth in elementary and middle school mathematics was most enhanced by having a fully certified teacher who had graduated from a university-based, pre-service teacher education program, who had a strong academic background and who had more than two years of experience.[39] Students' achievement was hurt most by having an inexperienced teacher on a temporary license – again, a teaching profile most common in high-minority, low-income schools.

When New York City raised salaries significantly in response to a court order that equalized district funding, greatly reduced emergency hiring and took steps to improve teacher retention in high-need schools, the profile of teachers in high-poverty schools shifted substantially, with increases in the proportions of certified, experienced and better prepared teachers. Analyses showed that, in combination, improvements in these qualifications reduced the gap in achievement between the schools serving the poorest and most affluent student bodies by 25 percent. These findings suggest that changing the mix of teachers available to students can influence achievement, and policies that tackle the twin problems of inadequate and unequally distributed teacher quality can help reduce the achievement gap.[40]

These studies also suggest that state policies should seek to recruit candidates with strong academic ability, prepare them well before they enter the classroom, ensure that they are placed within their field of certification and support them so that they stay long enough to gain the experience that further enhances their effectiveness. Beyond those early years, helping teachers acquire the skills that are assessed through National Board Certification would also enhance the effectiveness of the teaching force. And making these kinds of teachers available to all children would greatly equalize educational opportunity. Our recommendations in this chapter and later ones address all of these issues.

RECOMMENDATIONS FOR RECRUITING AND DISTRIBUTING EXCELLENT EDUCATORS

2A: <u>Recruit a culturally diverse, high-quality teaching and school leadership workforce to meet California's needs.</u>

- **Offer subsidies and expand programs for recruitment and training of a diverse pool of high-ability educators for high-need fields and high-need locations.** Reestablish a Teaching Fellows program and create a Principal Fellows program subsidizing the costs of training talented candidates who become well-prepared to teach or lead in high-need fields and locations for a minimum of four years.

  Although there currently are not overall shortages of teachers in the state, California must reduce turnover rates and address current shortages of well-qualified teachers in specialized fields and high-need schools.

Whereas high-achieving countries underwrite all of the costs of high-quality teacher and principal preparation and often offer additional wages to those who go to high-need areas, in the United States there are few supports for educator education or distribution. California has reduced its sources of aid for incoming teachers and leaders in recent years. The **Cal T Grants** and **APLE loan**s have been helpful but need to be expanded. The one-time **Governor's Teaching Fellowships** were found to be particularly successful in preparing high-ability candidates for high-need schools and keeping them there.[41]

Modeled after the successful **North Carolina Teaching Fellows Program**, the California Governor's Fellows program provided $20,000 in tuition assistance to high ability candidates who prepared and committed to teaching in needy schools. Like the North Carolina program, research found high retention rates of over 75 percent after four years or more.[42] North Carolina has also created a **Principal Fellows Program** that underwrites training for principals, allowing them to complete a full-year clinical internship as well as a master's degree in approved programs. As we describe in the next chapter, clinical internships support success in the principalship, and this kind of training model is desperately needed in California.

To ensure a steady stream of talent into high-need subjects and schools, California should underwrite the training costs of high-ability candidates who will become well-prepared to teach or lead in high-need fields and locations for a minimum of four years – the point at which individuals typically have become skilled and commit to the profession, as repayment for the state investment in their preparation.

- **Create new pathways into teaching that align the resources of community colleges and state universities with supports for candidates willing to commit to working in high-need schools.**

  Additionally, the state can promote stability, diversity and competence in our educator workforce through direct, focused outreach and expansion of the role of community colleges, articulated with state university programs, as a pipeline for teacher preparation. "Grow Your Own" programs are an important part of a recruitment strategy that will develop academically able educators grounded in their communities and committed to long-term careers in schools.[43]

  Funders like Bechtel, for example, have supported programs that connect community colleges, state universities and after-school programs to get urban students on a path to become Science, Technology, Engineering and Math (STEM) teachers in the neighborhoods where they grew up. The Packard Foundation has developed similar "Grow Your Own" programs for preschool staff to become credentialed early childhood educators through an aligned and supported pathway through local community colleges and state universities. Some states, like Illinois, have supported these programs statewide to produce a pipeline of diverse, community-based educators committed to teaching long-term in the schools and communities where they have deep roots and strong commitments.

- **Offer incentives and high-quality accessible pathways for already licensed teachers to become cross-trained in shortage areas like special education, English language development/bilingual education, mathematics or physical science.**

  Right now there is an opportunity to solve two state problems at once: 1)extensive layoffs of excellent teachers who may be lost to the profession if they cannot soon return, and 2)ongoing shortages of teachers in some fields like special education and bilingual education/English language development who particularly benefit from the extensive prior preparation these teachers have had. The state should extend unemployment benefits and provide forgivable loans to these laid-off teachers to add a second credential in a shortage field that they will use within the next five years in California schools.

In particular, specific financial incentives should be provided to encourage highly skilled General Education teachers to become Education Specialists, given that there is a shortage of Education Specialists and that the work requires additional advanced preparation. In the current economic climate, in which 32,000 teachers have been laid off over the past three years, these incentives are likely to be even more effective. Finally, funding should be provided for student teaching experiences so that candidates can dedicate their time to working in the field to develop their skills and demonstrate success with the most challenging students prior to assuming full responsibility for a classroom.

In addition, the state should provide the resources necessary for state-funded teacher preparation programs to lift enrollment caps and to recruit qualified teaching candidates in these high-need areas. Funding that has been dedicated to the UC and CSU systems for training teachers in science and math, which includes financial support for teacher candidates, should be continued and expanded to include some support for teacher candidates who attend private universities.

2B: Distribute Well-Prepared Teachers and Administrators Equitably to All Students

Solving the severe problems of equitable distribution of educators in California schools requires fundamental reforms that will assure equitable and competitive salaries and working conditions. Because staff salaries and benefits comprise 80 percent or more of school budgets, ensuring salaries that are market competitive and better equalized across districts will require major funding reform to more adequately and equitably fund schools, along with targets for equalizing access to well-qualified educators.

As important as they are, salaries and incentives alone cannot ensure the equitable distribution of teachers. Evidence shows that bonuses alone are inadequate to attract and keep teachers in dysfunctional settings that are poor places to work. Quality teaching conditions are a more powerful incentive than monetary compensation. Improving teaching conditions will reduce costly teacher turnover and increase teacher effectiveness. In the 2004 settlement of *Williams v. State of California*, the state agreed to ensure that every public K-12 school is equipped with adequate textbooks and learning materials; that facilities are clean and safe; and that students are assigned to appropriately qualified teachers. These standards are making a difference[44] but they should be expanded to address other factors that contribute to teacher turnover and reduce teacher effectiveness.[45] These factors include expert principals who provide support for instruction, time for collaboration and planning, collaborative leadership, reasonable class sizes, a trusting collegial environment and involvement in decision-making at the school.[46]

- **Enact a more equitable Weighted Student Funding Formula**, which provides districts with an adequate level of base funding per pupil, with additional supplemental funding provided based on the number of low-income and new English learner students and concentration of those students. This is needed to equalize resources that could support more equitable salaries and working conditions. This reform must be accompanied by increased investments in education to ensure a funding base and supplemental weight sufficient to enable districts to provide all students with a high-quality education.

- **Require that districts distribute resources equitably to high-poverty schools** as a condition for receiving state categorical funds and, eventually, "weighted" funds. As a condition of receiving state categorical funds (Economic Impact Aid, as well as the pot of "flexed" categorical funds), districts should be required first to provide at least "comparable" levels of unrestricted state and local funds (including salary funds) to their high-poverty (as compared to low-poverty) schools. If a weighted student funding proposal becomes law, this should apply to the distribution of "weighted" funds intended to benefit low-income and EL students.

- **Report progress toward educator equity targets at the state and local levels**. To ensure that increased and more equitably distributed funding is invested in advancing educator quality, both the state and local districts should report regularly on progress toward attaining **teacher and administrator equity targets**, both across and within districts, using indicators of such factors as teacher experience, certification for the field taught, National Board certification and other quality indicators.

  Equity should be accomplished in substantial part by paying greater attention to improving teaching and learning conditions in high-needs schools. Teachers leave when they are not provided with the resources they need to be successful with their students: sufficient textbooks and instructional materials; reasonable class sizes; school environments that are clean, safe and conducive to learning; targeted professional development; planning and collaboration time with colleagues; support from an effective school principal and more. Especially when combined with more competitive and equalized compensation, investments in improved teaching and learning conditions in high-poverty schools can yield a high return in terms of attracting well-prepared, effective teachers to these high-need schools.[47]

- **Strengthen enforcement by CDE and CTC of existing federal and state laws requiring the equitable distribution of fully-prepared and experienced teachers**. State law prohibits districts from hiring underprepared teachers where a fully prepared teacher is available in the needed subject and grade level. However, this law has largely gone unenforced. Despite more than 30,000 teachers having been laid off across California in the past three years, there are some districts – not surprisingly, those serving disproportionate numbers of low-income students and students of color – that continue to hire large numbers of underprepared teachers, even in non-shortage fields. CTC should develop processes that enable better enforcement while supporting districts in developing more productive recruitment, hiring and retention strategies.

  In addition, the Elementary and Secondary Education Act (ESEA) requires states to develop and implement a plan "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 to publicly report its progress towards this outcome (ESEA Section 1111(b)(8)(c)). To comply with these federal requirements, since 2007 the California Department of Education has implemented the Compliance, Monitoring, Interventions, and Sanctions (CMIS) Program, which includes a tiered program of monitoring, interventions and sanctions for districts that do not meet the 100 percent "highly qualified teacher" requirement, with additional accountability for those districts that also fail to make Adequate Yearly Progress for three consecutive years. There were 449 districts participating in the CMIS Program during 2009-10, approximately 300 of which were assigned to monitoring. Approximately 200 local educational agencies (LEAs) submitted an Equitable Distribution Plan in 2010-11, which the CDE monitors through its online Equitable Distribution Monitoring System,[48] allowing the LEAs to publicly report their progress toward equitable distribution of highly qualified teachers (HQTs) and principals.

  The need for more complete monitoring, as well as more effective technical assistance and enforcement, suggests that the agency needs more tools at its disposal to address the fundamental sources of the inequity. Among previously effective tools were the Personnel Management Assistance Teams, created in 2007 to assist CMIS in providing local monitoring and technical assistance but discontinued in 2009. In addition, the CDE should look at additional criteria – such as experience, academic qualifications and certification – to evaluate the equitable distribution of teachers and principals.

- **Create incentives for expert, experienced teachers and leaders to serve in high-need schools** by renewing stipends for National Board Certified teachers who teach in such schools (and creating such stipends for National Board Certified principals) and developing a career continuum that develops and rewards master and mentor teachers who share their expertise in these settings.

Research indicates that some of the most effective teachers are those who have earned National Board Certification (NBC).[49] Candidates earning NBC must prepare a professional portfolio that includes a videotaped exemplar of the candidate's teaching and explanation of his or her instructional choices, as well as multiple samples of student work, a description of the way in which the work was analyzed, actions taken to support struggling students and a review of students' subsequent progress. Both the intensive process of undergoing the certification and the rigorous review provided by the independent standards board are powerful factors ensuring that NBC teachers possess the content and pedagogical knowledge to effectively teach diverse students.

Nationally, NBC teachers are inequitably distributed across schools, with poor, minority and lower performing students far less likely to be taught by a NBC teacher than their more affluent, higher-performing peers.[50]

However, California has bucked this trend and succeeded in bringing large numbers of NBC teachers to its highest-need schools. California's success is due in large part to state policies that encouraged teachers to earn NBC and encouraged NBC teachers to teach in low-performing schools.[51] In 1998, California enacted policies to pay any teacher who earned NBC a one-time bonus of $10,000 and, in July 2000, to award NBC teachers who teach in low-performing schools (API of five or below) a bonus of $20,000 over a period of four years. Los Angeles has achieved even greater success than the rest of the state through the development of programs to provide targeted support to NBC candidates already working in low-performing schools, including one run by UCLA and another run jointly by the district and the local teacher's union. Additionally, the Los Angeles Unified School District and United Teachers Los Angeles (UTLA), the local teacher's union, negotiated an additional 15 percent salary compensation for NBC teachers to compensate them for their certification and for additional professional duties.[52] Other districts, such as Compton Unified School District, are leveraging federal School Improvement Grant funds to increase the numbers of NBC teachers teaching in high-need schools by using participation of all faculty in the NBC program – and the National Board's "Take One" program for teachers with fewer than three years of experience – as a school turnaround strategy.

Unfortunately, the state funding incentives to promote a more equitable distribution of NBC teachers have been eroded due to the recent economic crisis. The one-time bonus for all NCB teachers was ended in 2004, and the bonus for NBC teachers in low-performing schools – totaling approximately $6 million – has been placed in Tier III flexibility, allowing districts to use these funds for other purposes.

California should reinvest in proven policies that have been successful in encouraging NBC teachers to choose high-need schools, based on the more stable measure of student poverty levels, rather than test scores, and to extend this incentive to National Board certified principals – a new program the Board launched in 2012 – as well as incentivize districts to implement policies, to grow National Board Certified teachers and principals for high-need schools.

CHAPTER 3: EDUCATOR PREPARATION

It is essential that all educators are well prepared and well supported in order to have a stable, diverse, high-quality educator workforce that serves all of California's culturally and linguistically diverse students from preschool through high school in every community.

California has created excellent preparation models for both teachers and principals that serve as examples for others in the nation. These models, whose strong results have been documented in national studies, include both some traditional pre-service programs and high-quality internship programs.[53] California has also developed thoughtful standards to guide the teaching and leadership professions in the form of the California Standards for the Teaching Profession (CSTP) and the California Professional Standards for Educational Leaders (CPSEL). These are widely acknowledged as beacons for guiding practice that can be used across the entire continuum of the career.

California has also led the nation in the development of teacher performance assessments for licensing – an approach that looks at what teachers can actually do before they begin to teach, rather than using seat time, course credits, or paper-and-pencil tests alone. This kind of tool holds promise for leveraging further improvements in preparation programs and readiness for both teachers and administrators.

However, the state's capacity to enforce its high-quality standards has been uneven. Over the last decade, accreditation visits have started and stopped with budget swings, and funding for program investments has also varied. For a variety of reasons, the range of program quality is wide. The variety of routes and programs through which teachers and principals enter California classrooms features quite different requirements for coursework and clinical training and sets different standards for quality.

For example, while candidates in some programs receive extensive preparation in methods for teaching their subject areas and for reaching diverse students effectively, others receive only a few generic tricks of the trade and a session or two of general ideas for teaching English learners and students with disabilities. In addition, California is perhaps the only state in the nation with no specific requirement for supervised student teaching. While some candidates receive as much as 40 weeks of carefully supervised and calibrated clinical experience under the wing of an expert, others may receive only a few days or weeks before they begin in the classroom. In the case of school principals, very few candidates receive an internship in which they learn to practice under the wing of an expert veteran, in contrast to a growing number of states where such training is now required.

ISSUES IN TEACHER EDUCATION

Given the challenges that face today's educators as they seek to teach increasingly challenging content to an increasingly diverse set of students, there are clearly areas of preparation that must be deepened, and the variability in quality among preparation programs must be narrowed. Programs for preparing educators to serve English learners and students with disabilities need particular attention. Educators need to develop strong cultural competency and be prepared to teach to new, more challenging standards. And program models need to evolve, as they have in other clinical fields, like medicine. In addition to relevant coursework, prospective educators need to receive intensively supervised clinical preparation under the wings of experts who know how to do the work well.

Some constraints to improvement must also be removed. In 1970, California was the only state in the nation to outlaw undergraduate teacher education majors and to set a one-year cap on credits for preparation. This policy now constrains teachers' opportunities to learn compared with other states, which typically provide four-year undergraduate preparation programs that integrate content with pedagogy and occasionally offer five-year models, as well as offer graduate level programs of up to two years. California's antiquated policy also

introduces inefficiencies in the preparation system that the state cannot now afford. Instead of capitalizing on the opportunities to learn to teach presented in students' undergraduate years, students must often undergo additional expense to pursue a credential after they have graduated, without sufficient time to learn all they need to succeed at an increasingly challenging job. By removing these barriers, preparation can be both improved and made more efficient at the same time.

ISSUES IN ADMINISTRATOR PREPARATION

It is equally important to attend to needs in administrator preparation. In order to improve student achievement, we must ensure that school-based leaders and other district administrators are fully prepared for the rapidly changing environment of education in the United States. For many years, educational administration programs have been critiqued for their lack of selectivity, irrelevance of coursework to the demands of the job and inadequate connections between universities and school sites.[54] More recently, states have been taking significant action to transform these programs, based on research that has identified the key factors in strong leadership preparation and models for supporting school leaders during their initial years on the job and throughout their careers.[55]

Although states sail the ship when it comes to the design and quality of principal preparation, California has, until recently, been without a rudder. The Commission on Teacher Credentialing fortunately has recently received thoughtful recommendations from a task force regarding new approaches to licensure of school leaders. At this moment, California needs not only to reimagine school leader development but also to create a cohesive leadership system. We must develop a systematic approach to enhance the continuum of educational leadership development: recruitment, selection, preparation, mentoring, evaluation, credentialing and professional development for school principals and other leadership positions in education.

Currently, this comprehensive system does not exist. A recent study of California principals found that California principals[56] were much less likely to have participated in an administrative internship or to have access to mentoring or coaching in their work than principals in other states. Perhaps in part because of the uneven learning opportunities available to them, school leaders in this state are less likely than principals elsewhere to be regularly engaged in evaluating and supporting teachers, working with teachers to change practices when students are not succeeding, helping to develop curriculum plans, fostering professional development, or using data to monitor and improve instruction.[57]

Our recommendations to strengthen preparation look both to the challenges inherent in the current context for teaching and learning and to the assets that California can bring to the task of preparing all educators to meet these needs.

RECOMMENDATIONS FOR EDUCATOR PREPARATION

3A: <u>Update licensure and program accreditation standards for teachers and administrators to support the teaching of more demanding content to more diverse learners.</u>

- **Infuse preparation for Common Core state standards (CCSS) in both teacher and administrator preparation standards.** Ensure knowledge of the standards, strong content preparation through appropriate coursework and pedagogical preparation to teach higher-order thinking and performance skills for students, as well as culturally and linguistically responsive pedagogy.

- **Strengthen the California Professional Standards for Educational Leaders** to include greater capacity to support teaching practice aimed at college- and career-readiness for diverse students. Set new program standards for administrator programs: sunset old programs and reaccredit only those that meet new standards. Distinguish between programs and certifications for school site leadership and those for other administrative posts, so as to train leaders in a more focused way for the jobs they will actually fill.

Licensure and accreditation standards are key tools available to states to ensure that professionals continue to encounter the knowledge and skills they need for their jobs. As California's content standards for students are changing, it is imperative that preparation programs for both teachers and administrators reflect not only knowledge of those standards, but also of the pedagogical practices needed to enable diverse students to master those standards. The CTC has identified this need and will need to move quickly to infuse these understandings into the CSTP and CPSEL standards, which guide expectations for both licensing of candidates and accreditation of programs.

In addition, the time has come for a major rethinking of administrator preparation programs. The state must set standards that reflect the current demands of the job – especially with respect to the support and evaluation of teaching, the development of collaborative organizations and the management of change processes – and those standards must guide principal preparation, early career mentoring, ongoing professional development and master (accomplished) principal recognition. Principal preparation must be refocused, and programs must demonstrate that they develop and rigorously assess in aspiring principals the capacities that are most likely to improve student learning in PK-12 schools. To accomplish this, we recommend that the state revisit and strengthen the CPSEL to ensure they focus on developing leaders who are equipped to lead schools to high levels of student performance and clarify what programs should focus on by establishing at least two separate credentials for administrators: 1)Principal/Assistant Principal pathway, and 2)Administrators for other educational functions, including central office administrators.

With respect to principals, new program standards should incorporate what has been learned about the features of successful models. The standards should:

- Ensure programs have rigorous admissions requirements and are highly selective.
- Require programs to collaborate with school districts in nominating potential candidates and supporting internships.
- Require strong clinical components throughout the program linked to relevant coursework that uses active learning strategies directly linked to work in schools: at least 400 hours of instructional leadership practice under the supervision of an expert veteran, focused on authentic tasks and linked to curriculum experiences tied to a clear theory of action about leadership practice and organizational development.
- Include mentoring from a trained mentor principal.
- Ensure content is logically and sequentially organized and aligned to standards.
- Explicitly link successful completion of the program to current performance expectations for school principals.
- Ensure differentiation for elementary and secondary school leader candidates.
- Implement well-defined formative and summative assessment measures for use by the candidate, faculty and peers to evaluate candidate performance.
- Require a focus on – and knowledge base for – serving all students.

To achieve these changes, California should consider, as other states have, sunsetting all existing school leadership preparation programs and requiring them to redesign their programs based on the revised standards and reapply for program approval. The approval process should include national and state experts and should ensure alignment of leadership programs to national and state standards for school leaders. These programs should include significant preparation for instructional leadership, including knowledge of learning, curriculum,

instruction and assessment and an understanding of effective programs and instructional strategies for English learners and students with disabilities. They should also include an understanding of how to support teacher development, organizational development, collaborative leadership and change management.

The state should also encourage national accreditation by waiving or significantly streamlining the state requirements for those that are nationally accredited. Programs that do not meet the standards by a predetermined date should be closed. In addition, the state should support, as a growing number of others do, the costs for residency experiences in which prospective principals have the opportunity for clinical practice under the supervision of expert leaders, completing key tasks needed for effective leadership in concert with tightly linked coursework for the leadership degree.

3B: Strengthen and streamline accreditation by incorporating the features of successful programs and the results of national accreditation, creating common data (e.g., graduates' and employers' surveys; performance assessment outcomes) and creating more strategic review processes.

California should strengthen the accreditation process to improve the overall quality of educators in the state by reducing the variability in the quality of preparation programs and therefore variability in educator skill. Although the CTC has developed a strong accreditation system for formative review and feedback, it does not yet have a means to compare data in meaningful ways across programs or to make strong summative decisions in the light of such data. Traditional models of accreditation are heavily dependent on extensive reviews of paperwork, coupled with site visits made by large teams of agency and peer reviewers. However, both CTC budget limitations and the need to create more high-leverage systems call for new thinking about accreditation strategies.

We recommend the CTC review research on successful program models that produce effective teachers and school leaders and incorporate these into accreditation standards as professions like law and medicine do. These features should also be reflected in data sources that will be regularly tapped for evidence about outcomes. These can inform strategic decisions about how to target both formative supports and visits and where to probe for more rigorous and well-informed accreditation judgments. The accreditation process should include the following essential elements:

- Data from performance assessments, including initial and eventual pass rates of candidates;
- Common surveys of program graduates upon initial licensure, Tier II licensure and license renewal regarding preparation, induction and professional development;
- Surveys of supervisors and human resources personnel regarding teacher and leader preparation quality;
- A focus on quality and improvement, not just compliance with minimum standards; and
- Increased accountability for programs using performance-based accreditation.

All teacher education programs should be accountable for – and their accreditation contingent upon – how well they address the needs of schools and help improve P-12 student learning. This will require more rigorous monitoring and enforcement for program approval and accreditation according to a clear and definite timeline. It will also require holding all programs to the same high standards.[58] Furthermore, states can use the policy levers of program approval and accreditation to drive the new vision of teaching embodied in the Common Core standards into teacher preparation. This could include requiring program and unit alignment to the updated standards, as well as providing robust clinical practice experiences and building data systems that would inform program improvement.[59]

Accreditation should set a clear goal of leveraging improvements based on the practices of successful models and of ending the practice of poor preparation by so-called traditional and alternative programs alike. Teaching as a profession will not move forward until we settle on some fundamentals about what teachers should have the opportunity to learn and how they should learn it – and until we reshape or create programs – no matter who runs them – so that they can do it well.[60]

3C: Incorporate valid and reliable performance assessments into licensure and accreditation for both teachers and school leaders. Use results on these assessments to improve candidate preparation, build tailored induction experiences and leverage program improvement.

Both preparation and initial induction can be strengthened when they are guided by high-quality **performance assessments**, which measure actual teaching skill in the content areas (or leadership skill, in the case of principals). Nationwide, most current examinations used for licensing and for federal accountability typically measure basic skills and subject matter knowledge in paper-and-pencil tests that demonstrate little about teachers' or principals' abilities to actually teach or lead effectively.

California now requires a teacher performance assessment for initial licensing. There are two major versions of such assessments currently in operation – the Performance Assessment for California Teachers (PACT) and the California Teacher Performance Assessment (TPA). In addition, Fresno State also has its own approved assessment. The most studied of these assessments, the PACT – a portfolio assessment modeled on that of the National Board – has been shown to predict teachers' later teaching effectiveness and to drive productive improvements in teacher education.[61] The assessment requires candidates to plan a unit of instruction, adapt it for English learners and students with disabilities, teach it over the course of a week, videotape a piece of instruction, reflect on each day's events, revise plans in response to student needs and collect and analyze evidence of student learning. The assessment also requires candidates to show how they develop students' academic language in the content area, as well as their English language proficiency.

All pre-service and internship programs in the state now use an approved teacher performance assessment, and strong benefits to candidate preparation have been documented. However, the promised state funds to support ongoing validation, scoring calibration, and integration into program approval have not yet materialized. Modest investments in integrating the performance assessments into the infrastructure of preparation, licensure and accreditation would greatly improve teacher effectiveness through a tool that leverages ongoing system improvements.

A similar approach is used in some other states for licensing principals. For example, Connecticut requires prospective principals to observe a videotape of a teacher teaching, conduct a valid evaluation of practice and recommend useful next steps and professional development strategies. Candidates must also develop a school improvement plan for a local school based on evidence about the school and its needs and progress. These assessments are also used for program accreditation and have been found to be strong levers for improving principal preparation and mentoring, as well as determining readiness to assume leadership roles.[62]

In California, although there is a test used for licensing principals who do not go through a preparation program, it is not a performance assessment, and it is a weak measure of readiness to be a successful school principal. California is the only state in the nation that allows a test alone to serve as the basis for principal licensure, and we believe the current test does not provide an adequate standard for ensuring competence in school leadership positions.

A more productive standard for entry would be a performance assessment for principal licensing. Such an assessment, like the one in Connecticut, could be developed based on the new standards that have recently been developed for school leaders (the CPSEL, endorsed by the Association of California School Administrators)

and their related indicators. These standards should also become the basis for designing and accrediting principal preparation programs. A thoughtful performance assessment could leverage greater confidence in candidates and stronger guidance for preparation programs.

3D: Set clearer and stronger clinical training expectations and expand models of training that prepare candidates well for practice. Support residency models and school-university professional development school (PDS) partnerships for teachers, especially in high-need communities, and residency components of preparation programs for administrators. Ensure that both new teachers and principals receive high-quality mentoring that builds on the strong clinical training they will have already received.

Studies of effective teacher and principal preparation programs point repeatedly to the powerful learning that occurs when candidates learn to teach or lead in well-designed and carefully-selected clinical settings under the direct guidance of expert practitioners, while taking coursework that is practice-focused and tightly aligned.[63] To assure that these experiences become the norm rather than the exception, the CTC should enact standards for clinical experiences that define the duration, the context and the quality expected of those experiences, including the training and capacity of cooperating teachers or leaders, their availability (and that of university supervisors) for coaching and the kinds of tasks candidates should undertake.

In addition, it is important to build the capacity for high-quality clinical work. One vehicle for these experiences is the professional development school, where candidates take coursework focused on teaching challenging content to diverse learners while engaged in practice teaching with expert teachers. Like teaching hospitals in medicine, school-university partnerships like these are designed to model and develop state-of-the-art practice, to serve as sites for research by school and university-based faculty and to ensure that strong practical learning occurs. Several California universities – including CSU Northridge, UC Riverside and Stanford University, among others – have developed networks of such schools to promote learning by candidates, schools and universities together.

Some districts, like San Francisco, also now offer urban teacher residencies that place candidates in the classrooms of expert mentor teachers while they complete coursework for a master's degree in curriculum, teaching and learning. Once hired, residents also receive two years of intensive mentoring. Residents earn a salary and tuition remission while they train and pay back the investment with three to five years of service in the district schools. Such programs can solve several problems simultaneously – creating a pipeline of committed teachers who are well-prepared to engage in best practice for children in high-need schools, while creating demonstration sites that serve as models for urban teaching and teacher education.

California could substantially improve preparation by supporting school-university professional development school (PDS) partnerships as clinical sites for teacher education and professional development. Equitable partnerships between schools of education and local K-12 systems provide an opportunity for mutual improvement through effective teacher training and the creation of model schools. An even more generative approach is when a PDS is part of a network of schools that work actively and intentionally with a local school of education to support student teachers, share best practices and ground the work of the university. The PDS network can facilitate this work by:

- Identifying schools within a common geographic area that reflect a shared vision of educational excellence and linking these schools through a school of education.
- Working collaboratively with the PDS leadership to place teacher candidates in the school.
- Facilitating consistent and ongoing conversations about school design among PDS schools.
- Utilizing the university's resources to provide coaching to the PDS leadership.

- Utilizing the university's resources to provide professional development to PDS teachers.
- Developing the institutional knowledge and vision of PDS faculties.
- Providing the university faculty with the opportunity to work, teach and research in the "real world" of practicing schools.

Schools must develop a culture of cumulative and ongoing growth that builds on a core set of values rather than the all-too-common culture of reacting to educational fads, outside influences, or the personality of a particular leader. PDS networks, with the university as a hub, ground schools in a deeper philosophy of education that is nurtured and checked by the network and university. The network cultivates schools that become models of reform across a region. Just as the essence of formative assessment for a student is found in the questions, "What should I be learning? What do I not know? How do I bridge that gap?", for schools, the questions start with, "What does a great school look like? What are we not doing now? How can that inform our practice?" The cultivation of a PDS network that reaches into the larger community can help other schools envision what powerful learning environments might look like and get help to make strides in their own environment.

How Professional Development Schools Can Transform Teaching

Since the early 2000s, Hillsdale High School, along with several other schools on the San Francisco Peninsula, has forged a PDS relationship with the Stanford University School of Education (SUSE) and the Stanford Teacher Education Program (STEP). This relationship has played a central role in the transformation of Hillsdale into a model Smaller Learning Community (SLC) school.

The most immediate intersect in practice between Hillsdale and Stanford is in the training of student teachers (STs). The Director of STEP and Director of Clinical Placements meet annually with the Hillsdale leadership to identify five to 12 Cooperating Teachers (CTs) with a demonstrated ability to both instruct and mentor new teachers. These CTs, with a minimum of three years of experience, enter into a structured partnership with the university and the ST that lasts the entire school year. This relationship is marked by a gradual release of responsibility of teaching while maintaining a regular routine of co-planning and collaboration. Although demanding, the CT role has proven to be beneficial to the Hillsdale teachers and the "smaller learning community" model because of the annual infusion of new ideas and the consistent need to articulate pedagogy and decisions around practice. The STs in the relationship are placed in an educational environment that reflects the theory of instruction being delivered at STEP and in a classroom well suited to develop their capacity.

For the staff and leadership of Hillsdale, the PDS relationship has resulted in professional development and coaching opportunities rare in public education. Teachers in the PDS network have, at various times, been able to attend adult education classes, summer professional development trainings and "dine and discuss" sessions with SUSE faculty. The Hillsdale leadership meets regularly with leaders from partner schools, including participating in "Grand Rounds" tours of networked schools to examine promising practices. Faculty members at SUSE have regularly made themselves available for consultations with Hillsdale staff on issues ranging from teaching in a heterogeneous classroom to structural issues surrounding school reform. The school also benefits from training a pool of teacher candidates that align with the philosophy of the school and are eager to then seek employment at the school.

For Stanford, the PDS relationship provides STEP with an opportunity to ground its work in the day-to-day struggles of real schools while placing STs in institutions aligned with STEP's vision. Stanford has used the network to conduct research and convene focus groups on issues important to the university's work. School leaders from Hillsdale speak annually to the STEP class and to other cohorts in the SUSE on issues from school culture to leadership to school reform.

3E: Strengthen preparation for educators in key, high-need fields: early childhood educators, teachers and administrators who serve new English learners and standard English learners, and teachers and administrators who serve students with disabilities in both general education and specialist contexts.

Early Childhood Educators: While maintaining the current Multiple Subjects and Single Subject credentials, create an optional recognition of study or added endorsement for P-3 and for grades 4-8 to clarify desired knowledge and skills in these developmental fields. In addition, to support the growth of the early education workforce, create a P-3 credential for those who will specialize in this area. Evaluate the implications of growing knowledge and new standards in early childhood education for administrators of such programs as well.

Attention to the preparation of early childhood educators is important both because of the growing appreciation for the importance of early learning – and the attendant expansion of access for more young children – and because research has documented the need for and benefit of well-prepared teachers with specialized knowledge to provide this instruction.[64] While some states, like New Jersey and Oklahoma, have moved assertively to upgrade the training of early childhood educators, there has been little attention to the training of California's early childhood development workforce for some time. The permit system for early childhood educators reflects expectations for knowledge and skills far lower than those of other states and needs to be reexamined and restructured. Meanwhile, the Multiple Subjects credential is not intended to extend below kindergarten and is so broad that it permits little attention to very specific developmental needs. While it is important to retain the flexibility offered by the current Multiple Subjects credential, it is also important to begin to organize and build a more specialized training capacity, knowing that the expansion and professionalization of early childhood education is sure to occur, and we should build capacity in the meanwhile.

A new training system should build on well-articulated pipelines beginning in the community colleges, as they are the primary institutions preparing early childhood educators currently and should extend to university degree programs that offer specializations in early childhood education. Preparation programs should be based on an inclusive, family-focused style of working with young children across the range of abilities and disabilities and on collaboration and teamwork. Candidates must gain a view of the field that integrates education, prevention and intervention services.

The endorsement or specialized license for early childhood educators should include knowledge of child development; knowledge of the standards and subject matter for teaching young children; the ability to assess, plan for and guide children's development and learning; the ability to adapt instruction for a range of individual needs; the ability to organize and manage a productive learning environment; the ability to partner and communicate with families and the community; an understanding of diversity and a capacity to foster equity.

Educators Who Serve New English Learners and Standard English Learners: Implement recently proposed CTC standards for creating a new credential for teachers of English language development, and clarify and upgrade expectations for knowledge and skills of general education teachers for teaching new English learners and standard English learners. Ensure that administrator standards and programs reflect knowledge needed to support appropriate curriculum and teaching for ELs.

As the number of English learners in California's schools continues to increase, EL learners also continue to show substantially disparate outcomes from other students. These EL learners include both new immigrant students and others who speak a language other than English at home and also Standard English learners who speak African American Language (AAL) or other non-standard forms and must also be taught to acquire standard English. Teachers need significant understanding of linguistic principles and both oral and written language acquisition strategies, as well as methods for making content knowledge accessible to ELs.

Until recently, there was no well-defined credential structure embodying the necessary knowledge and skills for teachers taking primary responsibility for teaching English language development classes. The CTC has taken important first steps toward defining a stronger, more appropriate credential for these teachers, which is associated with the World Language credentialing structure where techniques for teaching language are most appropriately learned. Completion of this credential process should be accompanied by technical assistance and supports to enable programs to offer this training at scale and at high-quality.

Meanwhile, the infusion of the Crosscultural, Language, and Academic Development (CLAD) credential into the training of general education teachers in the typical nine-month credential program has not gone far enough in preparing new teachers to serve the needs of EL students in the mainstream classroom. This aspect of the preparation needs to be strengthened with both greater knowledge of linguistics and language acquisition and subject-specific methods for making content knowledge more accessible to ELs at different stages of development. Educational administrators need to be prepared to understand the core principles of effective English language development teaching and programming so that they create appropriate curriculum options and support teachers in increasing their skills.

Educators Who Serve Students with Disabilities, including general and special educators and administrators. For education specialists (generally called special educators), reestablish a requirement for full preparation – including a foundational teaching credential – in addition to the acquisition of specific knowledge of special education needs and practices. Then, create multiple program options, along with financial supports, for attaining this body of knowledge and skills. For general education teachers, clarify and upgrade expectations for knowledge and skills for appropriately serving students with disabilities in the classroom setting. For school administrators, ensure that knowledge about special education programming and supports is part of training for counselors and school leaders.

California's move to the Common Core State Standards (CCSS) will require all students, including those with disabilities, to attain the rigorous CCSS to the best of their ability, which will require all educators to have knowledge and skills to provide this instruction. Based on national data, in 2009-10, approximately 60 percent of students with disabilities spent the majority of their time in general education classes and this percentage is increasing.[65] Given this trend, it is crucial that structures and preparation of both general and special educators match California's move toward a more robust set of standards.

Considerable work needs to be done to support these students in California, where knowledge requirements for both general and special educators are considerably lower than they are in most states, and training is much less intense. **General Educators**, generally prepared in a nine-month credential program that must carry as much content as programs that last two to four times as long in other states, often report that they feel underprepared to take on the responsibility of meeting the increasingly complex needs of the students in California's schools, especially students who have disabilities, are English Learners, from a range of cultural backgrounds or low socio-economic backgrounds. Overall, general educators require greater preparation to use differentiated instruction, Universal Design for Learning/Assistive technology, culturally responsive teaching methods, positive behavior supports, progress monitoring and Response to Intervention, and to do so in collaboration with their specialist colleagues. However, the limited time for general educator preparation does not afford consistent, focused clinical practice to high levels of success with the most challenging students prior to assuming full responsibility for a classroom, especially those who have disabilities and those who are culturally and linguistically diverse.

The gaps in preparation for **Special Educators (Education Specialists)** are perhaps even more unsettling. The role of the Education Specialist is not well defined in California relative to meeting the needs of students who have the most complex disabilities and learning needs. Unlike many other states, Education Specialists in California are not required to have a general education credential prior to obtaining an Education Specialist credential. Whereas a special educator in a state like Connecticut or New York will typically have completed a four-year initial preparation program in a generalist teaching field, plus a one- or two-year master's degree in special education, a California special educator is likely to achieve her first and only training through a nine-month program in an internship program that provides too little preparation about child development, learning, and teaching generally, and too little about the complex medical, psychological and developmental influences on learning for students with disabilities, and very little about appropriate pedagogical techniques for the wide range of disabilities that require deep knowledge about sophisticated methods. Furthermore, such programs generally do not provide student teaching, thus placing full responsibility for teaching students with the most complex disabilities onto interns who receive just a few weeks of training prior to entering the classroom and do not have a cooperating teacher to watch, model and ask questions of.

At the same time, Education Specialists are not authorized to teach students who do not have an Individualized Education Plan (IEP) (i.e., typically developing students) if they do not hold a multiple subjects or single subject credential. This limits service delivery options in schools. Finally, Education Specialists are authorized to teach K-12 rather than being authorized to specialize in depth at the elementary or secondary level. This spreads their limited training time over an even greater expanse and limits their expertise at a given developmental level even further.

To address these problems, preparation should be restructured in the following ways:

- **All educators (general educators, special educators and bilingual educators) should share a common base of preparation in general education by completing a common set of courses based on a common set of standards prior to specializing.** This common base could be started in the undergraduate years to streamline the process.

- **The common set of standards should prepare all educators to work collaboratively as part of an instructional team, to co-teach with other educators and to be able to effectively implement instructional approaches, such as differentiated instruction, Universal Design for Learning, positive behavior support, progress monitoring and Response to Intervention.**

- **The Clinical/Field experience should be modified for all general educators so that they have sufficient relevant clinical experience throughout their program to be able to effectively teach students with disabilities and culturally and linguistically diverse students.** This would form the foundation for the clinical experience for Education Specialists, who would then be prepared to teach both typically developing students and those with an IEP across a variety of service delivery models.

- **Preparation of Education Specialists should be advanced preparation based on the common foundation in general education for all initial candidates. This advanced preparation should include:**

    - Depth of knowledge about physiological, psychological and cognitive development and learning in typically and atypically developing students;
    - Depth of knowledge of disability areas, how they manifest, what students experience and how they can be supported in their learning;
    - Depth of knowledge about, and clinical experience with, families;
    - Depth of knowledge of intervention in reading;

- Increased emphasis on pedagogical knowledge across curriculum content areas;
- Knowledge and ability to use assistive technologies;
- Knowledge of law, advocacy and mediation;
- Knowledge of the Response to Intervention Model;
- Understanding of the role of Education Specialist in a range of support models;
- Skills in co-teaching and collaboration with other professionals; and
- Knowledge of transition from school to post-secondary education or career.

- **Preparation for current Education Specialists who do not now have a multiple or single subject credential should be provided so that they are qualified to teach typically developing students.** This preparation should be streamlined and focused on the required standards and field experience so that they can complete this preparation effectively and efficiently.

- **To strengthen preparation, the state should support existing dual certification programs in general and special education where all graduates earn both credentials, and support the development of "integrated" preparation models in which all educators are first prepared together in rich programs of general teacher preparation, and those who wish to become Education Specialists continue on for in-depth advanced training.**[66]

- **Support for these higher demands should be provided through stipends, service scholarships and forgivable loans to underwrite the costs of training for candidates.**

While these changes will require investments in the expertise of general and special education teachers, it is important to realize that these investments can result in dramatic reductions in the costs of special education – currently expanding at an untenable rate in California – while also greatly improving educational effectiveness. Research documents that the most important aspect of successful services for special education students is the provision of teaching expertise to help them learn.[67]

However, right now in California's system, there are very few general and special educators who have the requisite expertise to diagnose and address complex learning needs in sophisticated ways, or to teach literacy skills to students who experience difficulty learning to read. As a result, more students are referred to special education than is necessary; more of them fail than should; and the services they receive are more costly and less effective than they need to be. As a consequence, more of them are retained in grade, require supplemental services, drop out of school, and fail to become gainfully employed, all at substantial cost to taxpayers. When classroom instruction fails, Individualized Education Plans (IEPs) often call for a variety of more expensive services, including tutoring and one-on-one aides for students with disabilities. These, too, are rarely successful, because paraprofessionals have even less training than teachers. As we illustrate in one of the examples in Chapter 5, providing the expertise that the current system fails to provide dramatically changes educational outcomes and costs for these students, creating a more productive system for students, educators and the public.

3F: <u>Remove barriers to successful teacher education program models and expand those that work.</u>

- **Remove barriers to undergraduate teacher education and expand and streamline successful 'blended' program models at the undergraduate level.** These programs should ensure strong content preparation through appropriate coursework blended with strong pedagogical preparation that can take advantage of the opportunity to integrate the learning of subject matter and pedagogy in tandem.

- **Lift the cap on credits allowed for initial preparation to support blended undergraduate models and successful post-baccalaureate models** (previously approved only as "exceptions" to the one-year rule). Lifting this cap can provide California teachers with the more robust training teachers receive in most other states and strengthen their preparation to teach culturally and linguistically diverse learners well. As noted above, this will save the state resources in the long run, as teaching is more effective and outcomes improve for students.

CHAPTER 4: INDUCTION OF TEACHERS AND LEADERS

Induction (n): 1)the action or process of inducting (as into office); 2)an initial experience: initiation; 3)the act of bringing forward, causing, or bringing about.

A strong preparation system is just the beginning of career-long growth and development. New teachers and leaders can either become highly competent in their first years on the job – or they may develop counterproductive approaches or leave the profession entirely – depending on the kind and quality of help they encounter when they enter. The early years of practice are a linchpin time that can make all the difference in both keeping and developing expert educators. Attitudes and beliefs developed during induction are carried for a career. Induction serves a key role in developing new members of the profession into the work habits, expectations and commitments expected by parents, students and the public, as well as colleagues and supervisors.[68]

Nationwide, it is estimated that about 30 percent of beginning teachers leave the profession within the first five years, and this proportion reaches 50 percent or more in some urban and rural districts.[69] This is hugely wasteful, both because of the lost investments in individuals who have prepared to teach and because research shows that teacher effectiveness improves dramatically over the first three years of a teacher's career.[70] At the school level, teacher turnover results in significant loss of student achievement because of the instability it creates, as well as the revolving door of beginning teachers.[71]

Preparing an individual to be a teacher has cost implications for the individual, for California's budget, and for the employing school district. Traditionally, in California teacher preparation has been completed as a year of post-baccalaureate preparation at a college or university. Costs for a year of tuition alone range from $6,348 (CSU), $13,200 (UC), to more than $50,000 at a private university. California taxpayers subsidize teacher preparation directly at both the CSU and UC campuses and, indirectly, through financial aid at private institutions as well. In addition, the costs of replacing a teacher who leaves in the early part of the career range from $15,000 to $20,000, at a national cost of more than $7 billion annually, an unfortunate way to spend scarce resources that should be used to improve teachers' effectiveness.[72] For all of these reasons, retaining well-prepared teachers makes economic sense.

Studies have long shown that high-quality teacher induction programs lead to teachers who stay in the profession at higher rates, accelerated professional growth among new teachers and improved student learning. In a review of 15 empirical studies regarding the impact of induction programs, Ingersoll and Strong (2011) describe having a mentor teacher, common planning time with teachers in the same subject and regularly scheduled collaboration with other teachers as some of the most important features of successful induction.[73]

With its pioneering BTSA program, California has been a national leader in developing mentoring programs for beginning teachers. In its early years, this program was shown to reduce attrition and improve teacher competence. However, in the current context, existing strong programs of beginning teacher induction are imperiled in many districts due to budget cuts, and many programs have suffered from lack of guidance to ensure that investments are made efficiently and effectively in the most important supports: training and release time for mentors to ensure high quality instructional coaching for participating teachers. Furthermore, in comparison to other states, California has lagged in supporting school leaders.[74]

Immediate steps are needed to ensure that current strengths are preserved and continued progress is made for induction of new teachers. It is critical, as well, to create strong induction for school administrators, a policy that has just been adopted by the CTC and is yet to be implemented. Principals will be required to participate in an induction program that includes "quality coaching/mentoring by experienced administrators."[75] This is a step in the right direction when it comes to the development and growth of our incoming principal workforce. In this regard, we can learn from principal mentoring programs in other states that have moved further ahead in their support of new school leaders.

We believe that effective professional acculturation of teachers and leaders requires thoughtful investments in induction focused on rigorous standards for programs, clear criteria for competency, opportunities for personalized learning, strong infrastructure to support effective systems, and sufficient time for growth and development.

Effective Induction: What Matters Most

Effective induction has the following **elements**:

- Regular coaching within the educator's context by a carefully selected and trained mentor
- Personalized learning that is integrated with school and district goals
- Competency indicators required for program completion that support a recommendation for the clear teaching credential.

Effective induction **requires**:

- A strong, tiered infrastructure with leadership at the local, regional and state levels to ensure that approved programs have the capacity to meet the needs of beginning educators
- Adequate resources, including dedicated time for participants and mentors
- Seamless integration with pre-service preparation and an ongoing career lattice that provides multiple options for growth and sharing of expertise throughout the career
- Sufficient time for development prior to the completion of the decision process regarding permanent status
- Lead agents who are held accountable for full implementation of high-quality programs.

CURRENT CONTEXT

Teacher induction has been a funded priority in California since the early 1990s when the Legislature initiated reform efforts to retain teachers, address the needs of a diverse student population, increase teacher satisfaction and create a statewide learning-to-teach system (SB 1422 in 1992, AB 1266 in 1997 and SB 2042 in 1998). Today, California is one of only 11 states to require at least two years of teacher induction.[76]

BTSA was one of the first programs in the nation to outline a high quality approach for mentoring novice teachers and to provide matching funds to districts to offer structured programs of support. By 2009, 169 approved programs provided access to induction for 26,000 teachers in over 1,000 districts. Every beginning teacher in the state has been entitled to some form of mentoring support and required to complete a formative assessment of skills in order to receive a clear credential after two years in the classroom.

Well-designed and carefully implemented BTSA induction programs have been documented for their success in both keeping novices and improving teacher quality for both beginners and veteran support providers.[77] Such programs provide intensive, in-classroom coaching from expert mentors and continual, collaborative, on-the-job professional learning. Beginning teachers, working with a support provider, engage in formative assessment of their practice and thoughtfully selected professional development as they master advanced skills required for the California Clear Teaching Credential. These features need to inform system-wide improvements in the BTSA program and the emerging induction efforts for new administrators.

UNEVEN IMPLEMENTATION

In places where executive leaders have prioritized high quality induction, funding continues to be allocated at an appropriate level, and high-quality programs continue to operate. In other districts where BTSA has been de-prioritized, issues such as high mentor-to-candidate ratios, reduced Participating Teacher/Support Provider contact time, abbreviated training and reduced program leadership exist.[78] Program outcomes are compromised in such settings and students are short-changed. For example, a study by the Center for the Future of Teaching and Learning found that fewer than half of California teachers were receiving intensive mentoring or coaching from an expert teacher in their subject area their first year on the job.[79] Coupled with high teacher turnover and lower average years of experience in the teacher workforce, uneven implementation of BTSA is having an even larger impact.[80]

Current flexibility related to earmarked BTSA funding, large turnover in executive leadership and a pattern of declining new teacher hires have caused some BTSA induction programs to devolve to a substandard level. Senior leadership is in significant transition at the county and district superintendent and instructional levels. The influx of new leadership at district and county levels depletes historical knowledge and commitment as new leaders may have little context or understanding for making decisions to fund and/or support comprehensive induction programs. In a number of districts, under current conditions, new teacher support no longer includes in-classroom coaching but consists of a group of novices meeting with a supervisor after school to discuss general ideas about teaching and to fill in the required assessment forms.

Even with continued flexibility in funding, this situation can be improved with clearer standards for approved programs, greater support for local districts to assist them with program design, mentor training and professional development and clearer authority for CDE and CTC to hold lead agencies accountable for implementing high-quality programs. The state should use information from the program accreditation process to better enforce the standards and to provide targeted support to struggling BTSA programs that do not meet state standards.

Ensuring that new teachers can be retained is likely to prove increasingly important in the years ahead. Although layoffs have resulted in a decrease in beginning teacher numbers, a teacher shortage could be around the corner, given projected growth in student enrollments, especially if there is high turnover of teachers creating even greater demand. As a recent report from the Center for the Future of Teaching and Learning noted:

> While many of the headlines of today are about teachers being laid off, the headlines of tomorrow could be about another teacher shortage like the state saw in the late 1990s, when it had more than 40,000 underprepared teachers leading classrooms.[81]

Districts with high-quality induction programs supporting greater stability and lower turnover will be much better prepared to address enrollment growth with an effective teaching force.

STRENGTHENING THE STATEWIDE INFRASTRUCTURE FOR INDUCTION

Many of the successes of the current BTSA Induction Programs can be attributed to sound legislation, cooperative leadership and co-administration with the CDE and CTC, along with comprehensive implementation strategies at the state, cluster region and local levels.

Implementation has been a collaborative effort of administrators and consultants from the California Department of Education and CTC, plus Cluster Region Directors (CRDs), who serve approved induction programs in six areas of California. AB 1266 (Mazzoni) created the cluster regions, which are staffed with Cluster Region Directors who assist with program design, implementation and ongoing improvement. Among the activities supported by Cluster Region offices are: a state Academy for supporting new leaders; mentoring and formative assessment training for leaders and professional development providers; guidance for credentialing, program evaluation and

accreditation; and needs-based resources and support to each approved LEA. Cluster regions create a structure without political or organizational affiliations so they are not influenced by local interests or state political complexities.

Outside evaluators found the creation of a state leadership team focused on supporting local program providers to be a significant factor in local programs achieving implementation outcomes. Evaluators noted that CRDs "…engage in a number of critical program support and development activities. There is good reason to believe that this evolving governance mechanism should be seriously considered as a model for state support of public school improvement policies more generally."[82] Among the critical support activities are sharing best practices for mentoring and support, analyzing implementation data and creating systemic structures to institutionalize induction.

However, the elimination of earmarking for BTSA funds is beginning to erode this infrastructure. The competitive grant process for selecting CRDs was suspended with the flexibility of Teacher Credentialing Block Grant funds. Some LEAs have swept funds initially received for CRD positions and services into their local budgets, thereby cutting technical assistance and support activities to all other approved programs in the cluster region. It will be important to reinforce this vital structure that helps local jurisdictions design and operate high-quality programs.

Such a structure will also be essential for new leadership induction programs that will be launched with new CTC standards for administrative credentialing within the next year. Currently, there are only a handful of providers (districts, higher education institutions and professional organizations) offering leader induction programs. A seamless system will need to be constructed to enable high-quality mentoring for new principals and other administrators who are central to the success of schools.

ALIGNING THE EARLY CAREER SYSTEM

A final issue is structuring the early career system appropriately so that time is available for candidate growth through the induction experience. Currently in California, there is a misalignment between the timelines of three connected systems: the five-year expiration period of a preliminary credential, the two-year length of the induction program and the window for the decision making regarding permanent status or non-reelection, which is usually less than two years.

Typically, teacher candidates complete their induction programs within two years and are recommended for their professional clear credential. However, because the preliminary credential stays valid for an additional three years, the candidates can delay their recommendations for multiple years. Meanwhile, districts are forced to make decisions about the granting of tenure within the first year-and-a-half of a teacher's employment in the district while candidates are still receiving support. This timing puts districts in conflict with non-reelection of new teachers at the same time they are recommended for a clear credential, resulting in a confused message to both the local board and the beginning teacher. Similar misalignments will exist with the implementation of leader induction programs with the added complexity that most administrators in the state do not have the opportunity to earn tenure.

Our recommendations address all of these issues, calling on the relevant state agencies (CDE, CTC, State Board and Legislature, depending on the function) to:

- Define the **standards** for quality induction programs for both teachers and administrators and embed them in state accountability systems for funding and accreditation;

- Clarify the **competencies** beginning teachers and administrators – and their mentors – should be expected to acquire and ensure they are represented in appropriate assessments;

- Provide a strong statewide **infrastructure** and adequate resources to allow all local providers to offer high-quality programs; and

- Align the **early career system** so that it allows a seamless transition from preparation to career decisions and ongoing development.

INDUCTION RECOMMENDATIONS

4A: <u>Define the standards for quality induction programs for both teachers and administrators and embed them in state accountability systems for funding and accreditation.</u>

We have learned a great deal from research in California and nationally about the features of effective induction programs. Many of these features are embedded in California's existing induction program standards and need only be refined, as described below, in order to be more purposefully used by the CTC to accredit programs. The same standards should be applied to approved providers as a condition for receipt of funding, whether through flexible block grant funding or categorical pathways. These features include:

- **Regular mentoring within the educator's context by a carefully selected and trained mentor to accelerate the development of beginning teachers and leaders.**

  General support for novices and assistance with self-assessment are provided by a carefully selected, highly trained and appropriately assigned mentor or coach. Ideally for teachers, these mentors are in the same teaching area as the novice teacher and are available to provide in-classroom coaching and demonstration lessons that allow direct evaluation of, and assistance with, the delivery of instruction, as well as advice and counsel for curriculum planning and problem-solving outside of class. For principals and other educators, mentors should be drawn from experts in the same role and school level. The mentor provides differentiated support through coaching designed to address both long-term and immediate needs of the candidate. The skilled mentor appropriately balances one-on-one services to provide both support for everyday issues or crises and systematic, formative assessment designed to promote professional reflection and growth. Quality mentoring is nurtured and created through rigorous selection and systematic assignment, development and support of mentors by districts or by support organizations, such as New Teacher Center or cluster regional offices.[83]

- **Personalized learning plans and opportunities that are integrated with the school and district goals.**

  California *Induction Program Standards* require the providers of induction programs to differentiate the induction experience for each candidate. Specifically, they require the provision of "individualized support and assistance" and "an inquiry-based formative assessment system." There is a need to further refine and personalize this support based upon assessments of teaching practice and student learning, thereby ensuring full engagement of, and necessary support for, the candidate. The facets of the program necessary to ensure this differentiation include:

  - **An Individualized Learning Plan (ILP):** A learning plan is developed for each candidate that uses the summative information from preparation, describes appropriate goals and delineates activities designed to reach the goals. This learning plan addresses needs that surfaced in preparation or by another recent assessment or inventory of the candidate's current skill set and knowledge base, demands of the candidate's current job assignment and the breadth of the professional standards. This plan should be connected to summative performance assessments from preparation to post-induction professional learning activities.

- **A Process of Self-Assessment for Continuous Improvement:** Candidates have the expectation of continuous improvement through feedback from supervisors, mentor teachers, results of the TPA or PACT, evaluations from supervising administrators or other self-assessments tools. Goals in the learning plan should be informed and adjusted by ongoing assessment information. In addition, BTSA Induction programs should model continuous improvement by soliciting regular feedback from participants.

- **High Quality Professional Development:** Program-provided or required professional development is not "one size fits all." Rather, appropriate professional development is made available based, in part, on expressed needs and the Individualized Learning Plan. Professional development extends beyond the traditional notion of an "event," such as a workshop or in-service or institute, and includes coaching, opportunities to observe other teachers and collaborative inquiry. The quality of professional development is not measured by quantity but rather by pertinence, sustained focus and applicability.

- **Job-Embedded Supports for Learning:** A comprehensive induction experience occurs in a job-embedded context. Culture and climate matter. All professionals at the site contribute to the climate and culture that supports an educator's growth.[84] Professional communities in the local setting can provide a wide variety of collaboration opportunities with other novices and veteran teachers through peer-alike and cross-peer teams at the site, district or in the region (for example, through subject matter networks, like the Bay Area Writing Project).

- **School and district induction plans that orchestrate the support components needed for early career success.**

  As part of overall professional development plans, school and district induction plans should drive the allocation of resources to provide release time, common preparation time, make assignments and other actions that support induction. This thoughtful planning ensures the induction experience is normed into the activities of sites and districts. Assignments of new teachers and leaders are made to maximize success. If challenging assignments occur, additional resources and support are allocated. Leaders at the district and site level understand the phases of learner development in new teachers and leaders and provide appropriate support accordingly.[85]

To enforce these standards, the CDE and CTC must be provided the authority, staff and resources to ensure teachers – and eventually administrators as well – are properly served and supported. The application process for providers should be rigorous, as should the accreditation process, and there should be regular feedback systems to the state agencies about the services that are provided. This might be informed, for example, through the state's annual statewide survey of candidates and other data elements that trigger review when necessary.

4B: Clarify the competencies beginning teachers and administrators – and their mentors – should be expected to acquire and ensure they are represented in appropriate assessments.

The current Teaching Performance Expectations (TPE), California Standards for the Teaching Profession (CSTP) and the California Professional Standards for Educational Leaders (CPSEL) should be used to lay the foundation for rigorous educator preparation and induction. These standards need to be translated into clearer and higher expectations for competency of candidates before they complete the induction program and are recommended for a clear credential.

In addition to technical knowledge and skills, California induction standards for both teachers and leaders should explicitly address the purpose of induction in three ways: 1)developing habits of mind; 2)deepening personal commitment; and 3)emphasizing the need to collaborate with others. Effective teachers and leaders develop

habits of mind, such as reflection, a value for continuous improvement and openness to feedback.[86] These habits encourage educators to grow and develop throughout their career. They are coupled with systems and tools, including a formative assessment process, that place the focus on strengthening teaching practice from day one in the classroom.

Effective teachers and leaders have a deep personal commitment to high expectations for their work that is informed by professional standards, such as the CPSEL and CSTP. Striving for quality includes using both formative and summative data to inform practice and cultivating professional judgment that is informed by evidence.[87] Effective teachers and leaders understand the important role of collaboration and collegial support. They understand group dynamics, respect and embrace divergent opinions, make positive contributions to improve the professional culture and enhance the support strategies for student achievement. In addition, the new California Common Core standards should serve as the subject matter standards for instructional planning and assessment of K-12 classroom practice in English language arts and mathematics, as well as the revisions of other content standards they will influence.[88]

Currently, teacher induction program standards require candidate growth in "at least one content area of focus" (Program Standard 4: Formative Assessment) to complete induction. This expectation should be increased so that candidates are required to demonstrate competence in all areas prior to recommendation for the clear credential. For determining demonstration of competence based on quality indicators, CTC and CDE should develop guidance for using the Continuum of Teaching Practice – a tool designed by CTC that illustrates the CSTP standards as they may be manifested with greater sophistication over time – in conjunction with the CSTP. Administrator induction requirements should parallel teacher induction requirements.

Finally, California also needs rigorous competency standards for mentors and coaches. Mentor teachers should be models of effective professionals. In addition to clear evidence of teaching expertise, they should possess characteristics such as openness to learning new ideas, receptivity to new practices and ability to use assessment data to refine instruction. They also must demonstrate the competencies of effective coaches, such as building on participant assets, asking good questions, practicing active listening and providing critical feedback in a supportive manner.

The selection process should be rigorous, including steps such as an application, interviews with role-plays and/or scenarios, recommendations from peers and principal and a classroom visit.[89] The role of the mentor teacher should be viewed as teacher leadership or advanced leadership for developing administrators.

4C: Provide a strong statewide infrastructure to allow all districts to offer such programs.

Effective induction requires a strong, tiered leadership infrastructure at the local, regional and state levels to ensure that LEAs can design and implement programs that reflect the standards and meet the needs of beginning educators. Programs should be sponsored only by those systems (districts, county offices, colleges and universities) with the capacity and willingness to provide the strong local infrastructure needed to support such programs.

To support effective induction statewide, state and regional offices must provide support for initial program design plus ongoing technical assistance, including mentor guidance and training, formative assessment evaluation training, a forum for sharing best practices and resources for programs' efforts to enable participants to demonstrate effective teaching skills.

It is important for CDE and CTC to ensure that state and cluster level offices are staffed at adequate levels with carefully selected leaders, who are provided time to engage in the administration, leadership and support of implementation efforts. CDE and CTC should also work to ensure that the infrastructure for induction includes the following critical features:

- **State Level Infrastructure:** The administration of BTSA Induction programs by CDE and CTC has been an important part of the Learning to Teach architecture. The CDE/CTC BTSA Induction Leadership Task Force has provided a checks-and-balances system of program governance and guidance that shaped strong program implementation over time and included CRDs in the state leadership management team. In 2009, legislated educational flexible funding (Education Code Section 42605) eliminated the CDE BTSA induction program oversight and fiscal administration authority and greatly diminished the leadership role of the interagency task force. Currently, induction programs are monitored and guided by the CTC solely for program accreditation and credentialing purposes. The reinstatement of a state level BTSA induction infrastructure as originally enacted is of paramount importance to reverse program decline and sustain effective induction.

- **Regional Infrastructure:** Regionally based program leadership and support has been a cornerstone of California BTSA Induction success. Such supports must be offered by capable CRDs and staff, who can help LEAs with design, mentor training and implementation.

  The CDE role in directing a competitive request-for-applications process allowed for excellence in local leadership and program support within the BTSA Induction community through the CRD positions. The 2009 flexible funding mandates eliminated both the competitive grant process and adequate, stable funding for cluster region support to induction programs for teachers. In order to reinstate the quality of regionally based quality support and assistance: 1)Review, revise and reinstate the CDE-administered competitive grant process to ensure that cluster region grant position awards are given to LEAs with demonstrated understanding and capability to engage in work of this scope; 2)Engage representatives from the field and state staff in selection of personnel to fill CRD positions; 3)Develop effective support, networking and oversight of directors by state leadership so that regional leaders can support local programs effectively; and 4)Institute an evaluation system of the CRDs, parallel with the new teacher and principal systems, under the oversight of CDC/CDE and with input and feedback from district and induction program leaders.

- **Local Infrastructure:** LEAs should staff induction programs with adequate support staff and leaders, establish program expectations for mentoring and ensure quality of service.

  - **Identify a qualified, dedicated, full-time leader of induction programs** who has the standing (position, status) within the system to successfully advocate for the program, the dedication of resources, integration with other efforts within the system, focus on continuous improvement and time and opportunity to interface with colleagues from other programs in the state.

  - **Establish program expectations for mentoring**, including careful selection and monitoring of the mentors, ratio of mentor-to-candidate commensurate with the employment status of the mentor, required in-depth training, expectations for the time commitment of mentor to their candidates (including time for in-classroom coaching) and the professional decision-making to balance the activities of support and assessment and regular, sufficient time for mentor-candidate interactions.

  - **Ensure quality of service** in terms of human resource capital and programmatic offerings that is at least partially defined by participant feedback.[90]

- **Fiscal and human resources, including dedicated time for participants and mentors:** At each level of the infrastructure, it is important that leaders dedicate time to interface and collaborate with other local, county, regional and state level entities for the benefit of local programs. State agencies and Cluster Regions should design these professional development and support activities to inform all providers

about best practices and innovations implemented elsewhere and to share best practices initiated locally. These activities should include attendance at relevant conferences and meetings, and involvement with Commission-level initial program reviews and accreditation visits.

Similarly, it is critical that districts plan time for mentors to network with other mentors about their work and to continue to learn and calibrate their practice, as well as for mentors to work with their candidates in the classroom and for candidates to participate in joint planning and learning opportunities. Although state agencies and Cluster Regions offer support for formative assessment and for upgrading mentoring skills and abilities, a clearer standard for all programs is needed to raise local providers' expectations of the mentor role.

California is among a minority of states that have not yet set standards for mentoring time, as 30 states have done.[91] Yet research suggests contact time is one of the chief program elements most associated with induction-driven outcomes on teaching effectiveness and student learning. Districts and schools must provide sufficient time for mentor training, mentor release and mentor-beginning teacher contact. The state should spell out clear expectations regarding sufficient mentor-new teacher contact time on a weekly, monthly or semester basis in the language of the standards.[92]

The erosion of dedicated state funding for BTSA induction has undermined the quality of the program in many communities. Dedicated funding has legitimized the state's role in accelerating new teacher effectiveness by regulating and supporting the quality of local induction programs and recognizing the real costs associated with comprehensive, high-quality induction. State funding also recognizes the status of induction as a requirement during the initial stage of teacher licensure.

It would be ideal to return to dedicated state funding for induction programs for both teachers and administrators. Short of doing that, the state should require LEAs that use flexible funding that includes BTSA funds to meet program standards, and should develop a specific funding stream that supports statewide and cluster region program infrastructure, finances high-quality training for support providers and program leaders and otherwise builds local leadership capacity to implement comprehensive induction with fidelity.

In the case of the new administrator induction requirements, it will be important to provide funding to providers that incentivizes partnerships between the providers (which may include institutions of higher education, county offices of education, district offices and other agencies) and employers, so that the leader induction experience is personalized and connected to local context. For example, one possibility is to provide a funding "bonus" when all new administrators in a particular context enroll with one induction provider.

4D: Align the teacher early career system so that it allows a seamless transition from preparation to career decisions and ongoing development. Support an induction program for administrators that aligns with their early career needs.

The early career system should ensure that candidates are offered induction that builds on their performance in their preparation program, as reflected in their performance assessment completed for the initial license, among other things. With this information, support providers should design a personalized learning plan that guides mentoring and other learning opportunities over the first two years of practice.

Ideally, a decision about permanent status should occur after the completion of the induction program so that the new teacher will have the full benefit of the induction program prior to a high-stakes evaluation, with appropriate safeguards for due process. In addition, the expiration of the preliminary credential should be synchronized with the credential recommendation made upon successful completion of an induction program. These supports and decisions should set up the process of ongoing professional learning and career development, as described in subsequent sections of this report.

Because administrators in California work on contracts without the possibility of tenure, the early career system needs are different. The most important need is for leaders to enroll quickly in induction support so they receive help when they need it most. Current policy allows for a five-year window to meet the requirements of the Administrative Services Professional Clear Credential (ASPCC). In fall of 2011, the CTC approved a recommendation to require new administrators to enter an induction program within 12 months of obtaining an administrative position by 2014. The next step in implementing this change is requiring providers to accommodate new administrators with different start dates so that there are enough providers for them to meet the new timeline.

A second need is related to years of service. Currently, new administrators must work full time for two years before they can receive their ASPCC. Any part-time work does not count for the Professional Clear. However, part-time administrators need support as much as full-time administrators. The policy for this requirement should be changed.

Finally, induction programs should be designed to ensure that candidates receive the supports that will enable them to develop sophisticated leadership skills. As an example, one of California's highly respected program models offering induction supports is described below.

UC Berkeley's Leadership Support Program

For more than 10 years, UC Berkeley's Leadership Support Program has provided leadership induction for more than 120 new administrators in the Bay Area. Since 2001, the three-year program design has included individual on-site mentoring and coaching, as well as monthly meetings that provide support and content in areas such as problem solving, supervision and evaluation and leading instructional change.

The program design is guided by a research-based Leadership Rubric that incorporates the CPSEL and emphasizes social justice leadership. Participants use the Leadership Rubric to self-assess and set personal goals with their coaches, while the curriculum supports the development of specific elements of the rubric. For example, to develop their skills in the area of organizations and systems, participants conduct a time-task analysis over a multi-day period. Then, they set goals for how they want to use their time differently and conduct a follow-up analysis after a few months. Participants are divided into cohorts for the duration of the program to foster the formation of deep collegial relationships.

CHAPTER 5: OPPORTUNITIES FOR PROFESSIONAL LEARNING

> "Professional learning can have a powerful effect on teacher skills and knowledge and on student learning. To be effective, however, it must be sustained, focused on important content, and embedded in the work of collaborative professional learning teams that support ongoing improvements in teachers' practice and student achievement."[93]

In this chapter, we discuss how to create a continuum of professional learning that brings together the priorities of the state, district, schools and individual educator needs, along with the unique needs of the culturally and linguistically diverse student population that educators are serving. We draw a distinction between professional development (PD), as traditionally conceived, and professional learning, as the one may or may not lead to the other. Old-style PD that follows a "one size fits all" approach, conducted in the "drive-by, spray-and-pray" workshops educators have often grown to dread, does not generally improve teaching practices or student achievement.

As a recent report from the National Staff Development Council noted, professional learning can be a result of:

> ...both formal professional development and other opportunities for professional learning – such as common planning time, shared opportunities to examine student work, or tools for self-reflection – that may occur outside the bounds of formal professional development events... Professional learning [is] a product of both externally-provided and job-embedded activities that increase teachers' knowledge and change their instructional practice in ways that support student learning. Thus, formal professional development represents a subset of the range of experiences that may result in professional learning.[94]

Likewise, Lois Brown Easton argues that the most powerful learning occurs through active learning opportunities embedded in teachers' work, which begin with teachers' assessments of what their students need and, subsequently, what teachers identify as areas for their own learning. She contends:

> It is clearer today than ever that educators need to learn, and that's why professional learning has replaced professional development. Developing is not enough. Educators must be knowledgeable and wise. They must know enough in order to change. They must change in order to get different results. They must become learners, and they must be self-developing.[95]

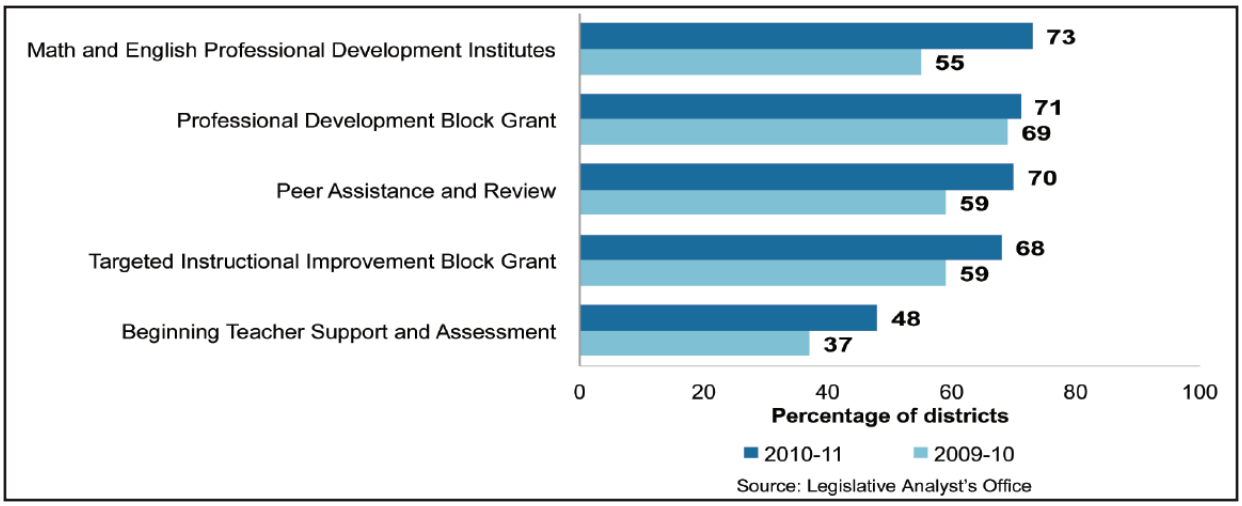
CURRENT CHALLENGES

Funding for professional learning has been severely reduced in California, in part as a result of recent budget cuts and in part because of categorical flexibility provisions that have allowed districts to use those dollars to fill other budget gaps. More than half of districts report that they have eliminated, or significantly reduced, professional development offered to teachers and principals, and one-third of districts have reduced paid professional development days.[96]

Budget cuts have not only significantly reduced professional development programs but also coordination of resources, dissemination of best practices and available time for educator collaboration at the school site. (See Figure 8.) Nationally renowned programs, such as the California Subject Matter Projects, have been affected by ever-shrinking budgets. Others, such as the California School Leadership Academy and the California Professional Development Institutes, have been eliminated altogether.

As a consequence, the knowledge base for skilled teaching and leadership is not readily available to many of California's educators. This reality has left people hesitant to enter the profession and more easily persuaded to leave after only a few years in the classroom.

Figure 8: Decreases in District Investments in Teacher Professional Development (Percentage of Districts Shifting Funds Away from Professional Learning Opportunities)



While the needs of teachers for professional learning opportunities are well-known, we call attention as well to the needs of principals. A recent study of California principals[97] found that school leaders in this state are less likely than principals elsewhere to be regularly engaged in evaluating and supporting teachers, working with teachers to change practices when students are not succeeding, helping to develop curriculum plans, fostering professional development, or using data to monitor and improve instruction.

These conditions are due in part to the lack of administrative support available to California schools (see Chapter 2), and in part to the limited training many principals have had for these functions. California principals reported being much less likely than those in other states to have participated in an administrative internship, to have access to mentoring or coaching, to have access to a principal's network while on the job, or to have participated regularly with teachers in professional development – a practice associated with effective instructional leadership.

They also reported being less likely than principals elsewhere to have had certain learning opportunities and ranked the professional development experiences they did have as less useful to improving their practice than principals did nationally. This may be because the state's only remaining program to support professional development for principals, the Administrator Training Program (ATP), is a one-size-fits-all offering that cannot reach many of the challenges and needs principals face. And ATP is due to sunset in the coming year. It is clear that, to meet California's leadership standards and the needs of its students, principals, like teachers, must have ongoing professional development support and networking opportunities tailored to the extraordinary demands of their jobs at every stage of their careers.

PROFESSIONAL LEARNING ASSETS

Despite these challenges, California has a historically strong policy context for professional learning. Among the state's assets are:

- A rich knowledge base and institutional memory of high-quality Professional Learning models, such as those provided by the Subject Matter Projects, Math & Science Partnerships, the Improving Teacher Quality State Grants Program and the WestEd K-12 Alliance.

- Authentic, well-developed partnerships between K-12 local education agencies and institutions of higher education, such as the UCLA Center X program, the CSU-Long Beach partnership with the Long Beach Unified School District and partnership schools networks developed at Stanford University and the University of California, Riverside, among many others.

- A significant number of educators in both the K-12 and postsecondary education systems with the knowledge, skill and ability to develop teacher and principal leaders; provide continual and individualized support for educators, such as content knowledge, leadership skills and strategies to enhance pedagogy; and identify, develop and provide support for each stage in a career continuum.

It is in this context that we offer recommendations to enhance and recreate the professional learning infrastructure our state needs through the year 2020 and beyond.

RECOMMENDATIONS FOR PROFESSIONAL LEARNING

5A: Establish professional learning expectations for educators linked to the certification renewal process and orchestrated through Individual Learning Plans.

- **Base credential renewal on accrued professional learning hours that reflect high-quality options**, including participating in National Board Certification, serving as a mentor or taking on other career-ladder roles, serving as a scorer for student, teacher or administrator performance assessments, engaging in professional learning community activities or job-embedded collaborative learning, as well as participating in courses or formal institutes.

- **Support Individual Professional Learning Plans for each educator** informed by California professional standards (CSTP and CSPEL), student learning goals and the unique learning needs of the educator and his or her students. Individual professional learning portfolios should capture learning and its impact across stages of each professional's career.

  Unlike many states, California does not currently require certificated staff to continually upgrade their skills by linking renewal of the state license or certificate to evidence of professional development. This practice – also common in professions like law and medicine – was abandoned several years ago for educators in California with little fanfare. In part this may have been because many of the professional development events bearing continuing education credits have been less than helpful for practitioners. However, a system can maintain productive incentives to continue to develop skills when professional learning is defined more broadly – to include strategies that educators report are highly educative, such as participating in National Board Certification, scoring performance assessments and engaging in job-embedded professional learning community activities, as well as courses and institutes. As in other countries, the state, districts and schools should support these learning opportunities for teachers and administrators.

  Furthermore, states that have instituted career-long individual learning plans for educators have created a valuable tool for empowering practitioners to guide their own development, taking into account the needs of their students, schools and communities. In an aligned system of preparation, induction, professional development, supervision, evaluation and career development, these learning plans can help teachers and administrators chart a course toward deepening their skills – and can help schools and districts guide decisions about how to provide valued and valuable professional learning opportunities.

5B: Establish a strong infrastructure for ongoing high-quality professional learning that ensures educators will be able to develop the skills they need to support student success.

CDE and CTC should create an aligned infrastructure that supports high-quality professional learning at diverse stages (pre-service, induction, professional learning and leadership). This infrastructure should foster a culture of professional efficacy through the practice of continuous, collaborative and purposeful learning focused on standards for learning and teaching.

- **Adopt standards and quality criteria for professional learning to guide systems at the state, regional, district and local school levels.** These standards can be informed by the Standards for Professional Learning developed by Learning Forward and adopted by many states across the country. The standards are based on research about professional learning strategies that lead to effective teaching practices, supportive leadership and improved student results.[98] Research suggests that district and school professional learning systems should be standards-focused, engage practitioners in sustained inquiry related to problems of practice and foster collaboration and sharing of promising practices. These systems should differentiate for educators' professional stages and build coherent learning cultures from induction to expert practice. Align Title II and other professional learning funds to the Standards for Professional Learning.

Professional Learning Standards: A View from the Future

The professional development leaders from the G-Unified School District have just received the state's newest guidance document, California's Standards for Professional Learning. The group is engaged in a thoughtful discussion related to the standards. A rich discussion has ensued related to the difference between professional development and professional learning. Professional learning, as defined by the new standards, challenges the traditional notion of professional development as a set of opportunities for educators "to sit and get" ideas to improve practice. These standards, aligned to professional learning, make explicit that the purpose of professional learning is for educators to develop the knowledge, skills, practices and dispositions needed to help students perform at higher levels. Results for students must be the focus for the district's professional learning system. This new language and these new standards will require the district to reinvent learning opportunities for educators. The leaders start to identify what must change and how they must prioritize resources to support the shift. As a starting point, the district team decides to expand their learning networks to build educator capacity for deep inquiry into student learning. They are pleased with the results of the teacher-led inquiry cohorts they supported last year in partnership with their local University. They also have a teacher leadership structure to build from. These and other elements in the system can help in building the transformation in practices required to meet the new standards.

- **Create a California master plan for professional learning that guides those developed by each county, district and school.** All plans should be informed by state-adopted standards for professional learning, the new Common Core standards for students and culturally responsive educational practices. The plans should lay out the learning opportunities that should be made available to enable educators to be ready, at each stage of their careers, to support all students in learning the content and skills that will allow them to be college- and career-ready. The master plan should provide an analysis of the kinds of job-embedded and externally supported professional development needed, by content areas and for various learning needs of students and a map of what the provider system offers – and should offer – so that each part of the system can play an effective role and make judgments about efficient investments.

- **Develop, leverage and incentivize a range of rigorous, standards-based, professional growth opportunities** that meet identified needs. The state should foster alignment of professional learning resources within and across systems to respond to student needs, educator needs, research, school and district visions and resources/expertise. While the state does not need to fund and provide all of the learning opportunities needed, it should be aware of what is available and should work to incentivize and leverage resources to address unmet needs. These resources may include learning institutes, academies, affinity groups and virtual learning consortia of districts, universities and other organizations charged with expanding the supply of high-quality professional learning available to educators. We should ensure that these opportunities build leadership capacity and extend to teacher leaders, principals, central office administrators and school teams. Elements of the system should include:

  - Well-functioning *Subject Matter Projects* that have sufficient reach to be accessible to all educators working to achieve content standards within subject matter fields;

  - *Professional Learning Hubs* specializing in developing culturally and linguistically responsive pedagogy for diverse populations such as English Language Learners, Standard English Learners and Students with Disabilities;

  - *Supports for National Board Certification* as a way to develop both individual and school-wide teaching capacity and career development opportunities; and

  - *Identification and Dissemination of Promising Practices*, such as lesson study, action research or Leadership Networks.

Professional Learning Opportunities: A View from the Future

The California Department of Education is encouraging the development of innovative professional learning communities in mathematics, English Language Arts and science in response to the new standards. Having learned from the successes and challenges of the subject-matter projects, this next generation of subject-matter projects requires consortia of districts to partner with experts/researchers in these fields to build leadership capacity for the implementation of the new standards. Districts are creating consortia with other districts that share similar challenges and creating alliances with partner organizations and universities. In addition to addressing scale and sustainability, the partnering districts must establish structures to support the execution and refinement of new practices. Unique requirements are professional development plans from partner districts and their schools aligned to the professional learning priorities of the subject-matter projects, which will address both subject matter competency and specific pedagogical strategies related to the content. In addition, superintendents, deputy superintendents and curriculum directors, as well as the subject-matter supervisors from the partnering district, must participate in leadership sessions twice a year. Principals attend four sessions yearly with their teacher leaders, and there is a minimum of 20 hours of job-embedded professional learning on the subject matter at each site. Ongoing review of student results and teacher needs will inform the content and delivery of professional development from the subject-matter projects.

Professional Learning Hubs: A View from the Future

The ABC consortium, which includes five districts in Southern California, their local CSUs and UCs and other professional learning support providers, received $10 million to improve African-American male achievement. Members plan to create professional learning systems focused on African-American male achievement. Using a focal student collaborative inquiry model, like one developed and used with success by the National Equity Project (formerly the Bay Area Coalition for Equitable Schools), they will test and study the impact of strategies/interventions designed to bring students into the sphere of success. They will share their questions, processes, strategies/interventions and findings. They will develop a set of resources and expertise to assist other systems that share this challenge. This is one of several professional learning consortia funded to build the knowledge base of educators to address targeted populations of students.

- **Leverage technology for professional learning.** Both the CTC and CDE should create user-friendly virtual learning communities that make learning opportunities about effective practices more accessible and widely available. They should incentivize professional learning systems to share their promising practices via webinar or more formal online courses. Incentives could be awarded to the professional learning systems that design and deliver innovative professional learning using technology. State agencies might partner with industry partners to support districts that supply teachers with computers and connectivity 24/7. The state should establish a structure within an online learning environment for the sharing of meaningful individual learning plans at diverse stages of the profession (entering, developing, expert) aligned to school/district/state visions for student results.

Leveraging Technology for Professional Learning: A View from the Future

The TEC District improved effectiveness and efficiency in their professional learning development work by using technology. The district has been working on ensuring that English Language Learner needs are addressed as the district writes its CCSS-aligned curriculum guides, designs units and engages in professional learning sessions. The district acknowledged early on that expert subject matter and English language development knowledge was needed to develop the tools and resources for their professional learning communities. There was a need to include a combination of language and content expertise in everything they did. There was some expertise within their district, but deeper expertise was needed from individuals who had learned to integrate language and content and who knew how to deliver rigorous instruction in the classroom for ELLs. Given the frequency of the development work and the cost of expert time and travel, they decided to experiment with online conferencing.

The use of technology to share and discuss product development and then capture their implementation using video streaming provided the teams with unique insights into adult learning and its impact on students. The district decided to use technology to support a cycle of inquiry across schools. The district provided support for clusters of schools to get together to explore problems of practice related to the implementation of new standards for ELLs. To test the use of technology for professional learning in between cluster meetings, they partnered schools working a similar problem of practice and facilitated online conferencing once a week for partner schools. Sessions became highly efficient, and teachers appreciated learning from colleagues without having to travel to another site. They also benefited from the insights and questions posed by external partners who regularly joined the sessions.

Technology afforded the professional learning community economies of scale and access to a wider range of expertise. Clusters or networks of schools with common needs can work with expert knowledge via professional learning that integrates technology, and integrates new knowledge and practices within their own context of school/classroom setting. Professional learning follows a cycle of working with expertise, reflecting and refining practice. Exemplars such as student work and video can be used to illustrate the problem. Teachers need the opportunity to deconstruct the problem within their own context so they can make the learning applicable to their classrooms. Districts can identify and support expert teachers who act as models of teaching practice. Teams of teachers can deconstruct the practice and be supported by technology and enriched professional learning and coached in developing these elements of practice.

5C: Create review processes to support statewide learning about high-quality professional development.

- **Create a framework for state, county and local boards to evaluate and update their policies around professional learning opportunities.** This framework should articulate a set of research-informed principles related to professional learning policy, standards and guidance. The state board, as well as local boards, can use the framework to evaluate their policies and guidance related to professional learning opportunities.
- **Support a voluntary review process that examines the quality of professional learning systems, identifies promising practices and provides support for improvement.** These reviews – in which teams of educators from districts/schools and external providers (institutions of higher education, county offices, professional organizations, etc.) would participate – would document and disseminate promising practices, making the results publicly available and offering consultancies to assist systems with improvement areas. Providers of Professional Learning would pay a fee to engage in the review process. Professional Learning Systems designated as high-quality should receive funds to share their promising practices.

Learning About and From Professional Learning Systems: A View from the Future

The XYZ United School District is buzzing with excitement as educators prepare for a visit from the Professional Learning Systems Quality Review team sponsored by the California Commission on Teacher Credentialing. Members of the team were invited to participate in the review process by the state due to student achievement results that evidenced three years of sustained increases in the number of students graduating from high school college- and career-ready as demonstrated by students' completion of a-g requirements, low enrollment in remedial courses upon entering the CSU/UC systems and high rates of linked learning opportunities for students throughout their secondary experience. They will be reviewed against a set of Quality Criteria. They know that educators, students and parents will be interviewed, teacher and principal learning portfolios will be reviewed, professional learning sessions will be visited, and their online knowledge-sharing site will be evaluated. They consider themselves a learning district, where everyone is involved in learning that improves student achievement, and they want be recognized as such by the coveted "Golden Gate Learning Bridges" award.

California's innovative process accelerates the sharing of promising practice while it engages numerous, diverse constituencies in the process of learning from systems that are getting significant results. Professional Learning Systems are invited to participate in a Professional Learning Systems Quality Review process upon the review of student achievement impact data for schools they serve. The process – like an accreditation process – is led by teams composed of highly accomplished practitioners supported by their institutions to dedicate time to the process. Institutional leaders understand that participation in the teams constitutes a strong professional learning opportunity for members who strengthen their capacity to bring back promising practices for consideration in their own systems. The Quality Review is a smart structure to learn what's promising in the field from a cross-section of constituencies and systems. The Professional Learning Systems pay a fee to cover the coordination costs and the posting of findings. Their institutions support the members of the review teams. This arrangement allows the state to share with institutions the cost and responsibility for the work.

- **Create a portal/clearinghouse through CDE and CTC to share information about the availability and quality of professional development.** CDE and CTC should create an online portal/clearinghouse to share information about the availability and quality of Professional Learning Systems. Professional learning opportunities designated as high quality should be included in the clearinghouse and reviewed every three years to ensure they have sustained quality. The state should identify professional learning investments based on evidence of successful practices matched to priority needs.

Learning about Professional Learning: A View from the Future

CDE regularly reviews student performance data, research and resources/expertise and identifies targeted priority areas aligned to student results. In 2014, California leaders faced with the dilemma of diminishing resources and significant increases in the cost of providing services to Special Education students decided to explore outliers. The state noticed that several districts showed a decline in Special Education rates while showing an increase in achievement and graduation rates. The state studied the shifts in the diverse groups of the Special Education population in these districts. A review of several of these districts identified some key strategies, including an investment in professional learning for all educators targeted at high-leverage literacy practices in all classrooms, social emotional learning and inclusion.

In response to the findings, the state decided to invest in the development of reading/literacy specialists for early and secondary grades. It created a Request for Proposals to encourage credentials for reading specialists and professional learning focused on reading. Universities came on board with districts to develop teachers of reading that would improve students reading levels through research-based practices. School districts built school schedules to support the deployment of these new specialists that were drawn from the ranks of highly effective language arts teachers. These teachers were organized into cohorts and given time to learn and practice while they each served a total of 45 students reading below grade level at targeted schools. In addition, the teachers led site-based professional learning sessions focused on literacy strategies for use across the curriculum. The models were designed based on the preliminary finding and were refined based on careful analysis of data gathered quarterly, such as reading levels and student interviews. The state found that this new way of designing supports based on priorities not only helped reduce the Special Education assignments but also increased the number of students reading at and above grade level. The work also impacted students' success rate with the new Smarter Balanced assessments aligned to state standards.

5D: Provide consistent, high-leverage resources for professional learning.

One of the most problematic aspects of education in California is the starting and stopping of programs and institutions occasioned by budget challenges and the way they are dealt with. Professional development funding has been on a yo-yo diet for more than a decade, which causes enormous waste in the system. When successful institutions and programs are disassembled, not only do educators suffer from the lack of access to knowledge and skills that would allow them to be more effective, but dysfunction in the educational systems costs taxpayers more in the long run. It is much more costly to rebuild capacity later than it is to maintain some level of consistency in the funding of effective programs.

Furthermore, the costs of inadequate instruction are shown by the billions of dollars spent on grade retention and summer school, remediation needed throughout K-12 and into higher education, and the enormous costs to society of dropouts who are much less likely to be employed and much more likely to be incarcerated when they leave school without a diploma.

- **Dedicate a consistent share of the education budget to professional learning investments.** Support for professional learning is like tithing; it is a contribution to a better future that must become a habit. Some states have maintained a professional development infrastructure by ensuring that at least a small, consistent proportion of their education budgets is dedicated to that purpose. In Missouri, for example, the two percent commitment has enabled programs to be sustained and become more successful and sophisticated over time.

- In California, it may be that a flexibility block grant dedicated to professional learning – from pre-service and induction through in-service learning, evaluation and career development – can be used for the purposes that are most relevant at the district and school level to meet local needs so long as the accountability for meeting program quality standards is monitored and met. In addition, some portion of such a commitment should remain at the state and regional levels to maintain the institutions that provide an infrastructure for supporting the field.

- **Provide incentives for schools to establish flexible structures within the teaching day and year that provide time for teachers to participate in collegial planning and job-embedded professional learning opportunities.** As resources return to the state education system, the state should ensure that new or increased funding for schools provides incentives to create new school designs and schedules, like those common in other nations and in restructured schools in the United States, providing joint planning and professional learning time within the school day. It is imperative that California schools be encouraged and enabled to move beyond the factory model design adopted nearly a century ago to become learning organizations that are more effective. Extending the day for teachers, rearranging student schedules, using learning technologies in innovative ways and/or increasing professional learning time through professional learning days can add job-embedded professional learning time that dramatically improves the coherence of instruction and the quality of teaching and learning.

CHAPTER 6: EDUCATOR EVALUATION

Virtually everyone agrees that teacher evaluation in the United States needs an overhaul. Existing systems rarely help teachers improve or clearly distinguish those who are succeeding from those who are struggling. The tools used do not always represent the important features of good teaching. Principals, especially in large schools, rarely have sufficient time or expertise for the job of evaluation, much less to address the needs of some teachers for intense instructional support. Thus, evaluation in its current form too often contributes little either to teacher learning or to accurate, timely information for personnel decisions.

California urgently needs to provide a highly skilled and trained workforce, and meeting this challenge requires school systems to evaluate educators in a manner that research shows is most likely to improve student achievement. The focus of any evaluation system should be to improve practice, to close achievement gaps among various groups of students and to prepare more students for success in college and careers. Any evaluation system that strays from this basic tenet also strays from the basic mission of serving all students.

An effective system for evaluating teachers, administrators and other staff will have, at minimum, the following features:

- It is tied to professional standards and ensures educator performance is assessed against those standards;
- It is informed by data from a variety of sources, including valid measures of educator practice and student learning and growth;
- It is a priority within the district, with dedicated time, training and support provided to evaluators and to those who mentor educators needing assistance;
- It differentiates based on the educator's level of experience and individual needs;
- It values and supports collaboration, which feeds whole school improvement; and
- It meets legal and ethical standards for employment decisions and provides a system that allows these decisions to be made in an efficient, fair and effective way.[99]

In the case of teachers, evaluation must focus on strengthening the knowledge, skills and practices needed to improve students' academic growth by using reliable data sources that fairly and accurately depict both teachers' practices and students' learning – and the relationship between the two. Studies show that, when evaluations provide teachers with frequent feedback on the important elements of their practice and enable them to reflect on the connections to student learning, student achievement increases.[100]

Evaluations must provide useful information for teacher development. The system must also provide intensive assistance from skilled mentors to teachers who are struggling and a fair, timely process for removing those who cannot, with help, improve. Fortunately, California has experience with Peer Assistance and Review systems that accomplish this goal in a number of districts with well-designed and carefully implemented approaches.[101] Other districts should be encouraged to follow the lead of those that have succeeded in building strong models. The same principles hold true for other educators as well.

Evaluations should be sophisticated enough to assess educator quality across the continuum of development from novice to expert.

When developing and implementing policy on educator evaluation, California should establish priorities through a clear framework based upon best practices that close achievement gaps among schoolchildren and build a supportive, learning-based system for educators to improve their practice. Then, to ensure broad and deep

support and ownership among all stakeholders, the state must give local education agencies flexibility in how they implement these policies within the framework. To do otherwise risks ineffective implementation and jeopardizes the future of our public school system, our state and our nation.

California schools should continually examine research regarding educator development and evaluation in nations with high performing students, such as Singapore, Finland, Canada and others, where policies and practices support educational excellence by focusing on the preparation, induction, support and assessment of new teachers; retaining and developing experienced teachers; and expanding teachers' professional knowledge through continuing professional development. Our recommendations are based in part on the successful practices in these nations and on successful examples within California, as described below.

RECOMMENDATIONS FOR TEACHER EVALUATION SYSTEMS

6A: Standards-based evaluations of practice for both initial entry and later personnel decisions should be based upon the California Standards for the Teaching Profession.

The California Standards for the Teaching Profession[102]

Standard 1: Engaging and Supporting All Students in Learning

Standard 2: Creating and Maintaining Effective Environments for Student Learning

Standard 3: Understanding and Organizing Subject Matter for Student Learning

Standard 4: Planning Instruction and Designing Learning Experiences for All Students

Standard 5: Assessing Students for Learning

Standard 6: Developing as a Professional Educator

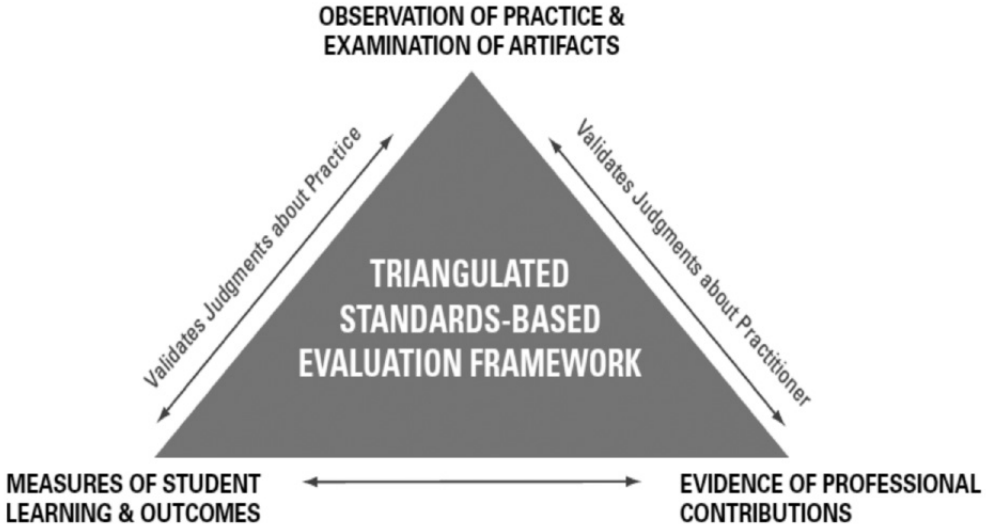
In California, performance assessments for teacher licensure are already based on these standards and can be strengthened further, as described in Chapter 1. If local school districts' teacher evaluation systems were grounded in the same standards as state licensing and certification systems, they could jointly reinforce teacher learning and development across the entire career continuum.

6B: Evaluations should include multi-faceted evidence of teacher practice, student learning and professional contributions that are considered in an integrated fashion, in relation to one another and to the teaching context.

Data related to standards-based evaluations of practice, evidence of teachers' contributions to the work of their colleagues and the school, and evidence of teachers' contributions to student learning should not be separately weighted, as they are interdependent and must be interpreted in light of the teacher's specific work and context. The Teacher and Administrator Evaluation Framework developed by the Massachusetts Teachers Association reflects this approach:

Figure 9

Teacher & Administrator Evaluation Framework



These evaluations should provide useful information about what teachers do: how they plan curriculum to meet student needs, implement instruction, evaluate learning, provide feedback and support student improvement through their interactions with students, families and other educators. Evaluations should also provide useful evidence about what students learn: how they perform on curriculum-related tests, papers and projects; how their work improves as they review and revise it; how their achievement has grown on benchmark indicators of success and progress on a continuum of learning.

Assessments used to make judgments about students' progress should be appropriate for the specific curriculum and students being taught. Student learning evidence could include teacher-, department- or school-made pre- and post-tests; student work samples (papers, projects, exhibitions and portfolios); student surveys; curriculum-related assessments (AP, IB or other course- or text-based measures); exhibitions of mastery (such as science investigations or arts performances); systems for documenting learning progress (such as the Developmental Reading Assessment, Qualitative Reading Inventory, California English Language Development Test or portfolios tied to Individualized Education Plans); and state or national standardized tests that are valid measures of the standards guiding instruction and appropriate to the curriculum and students being taught.

Measuring Student Learning for Teacher Evaluation

Teachers should be evaluated based on how they support student learning using valid and accurate measures. There are many ways to measure student achievement and progress. Prominent among the approaches being discussed are value-added models (VAM) – statistical methods for examining changes in students' test scores over time. When linked to individual teachers, they are often described as measuring teacher "effectiveness." These methods have been helpful in large-scale studies to evaluate the effects of various kinds of interventions and programs and for validating teacher observation systems and performance assessments (for example, the National Board portfolio, California's PACT assessment and the Measures of Effective Teaching developed by the Gates Foundation).

However, many studies show that VAM measures are very unreliable and often inaccurate at the individual teacher level because:

- There are many home and school influences on learning other than an individual teacher that cannot be addressed in the models, ranging from class size and curriculum materials to home stability, parent and tutoring support and child health;

- The standardized tests VAM measures are based on fail to measure many aspects of learning and do not measure student growth well above or below grade level; and

- The models create distortions that produce bizarre outcomes. For example, teachers of the highest-achieving students often have very poor VAM ratings because their students already score at the top of the test and cannot show large increases. Teachers who have many new immigrant students also suffer low ratings when their students are tested before they have had a chance to learn English. Those who have high-need, special education students are penalized when their learning cannot be validly measured on the tests. This can create incentives for teachers to avoid certain kinds of classes or students.

For these reasons and others, research has found that teacher ratings based on value-added models are highly unstable: Teachers' ratings differ substantially from class-to-class and from year-to-year, as well as from one test to the next. Most teachers who score in the bottom 20 percent in one year will score at or above average in the next year; and most who score in the top 20 percent will score below average in the following year. Teachers who show strong value-added on tests of basic skills are often not the ones who receive high ratings on tests of higher-order thinking and performance skills. If the measures were actually measuring teacher effectiveness, these wild swings would not occur.

As a consequence, leading research organizations have counseled against the use of VAM for high-stakes decisions about teachers. The National Research Council's Board on Testing and Assessment concluded that: "VAM estimates of teacher effectiveness ... should not be used to make operational decisions because such estimates are far too unstable to be considered fair or reliable."

There are, however, other good ways to measure student learning. In many districts, teachers create a set of evidence about student learning using a variety of measures that are appropriate for the curriculum and students they teach. These may include state test scores, as well as:

- Pre- and post-tests of the curriculum, including scored essays or projects, created by teachers, schools or districts;

- Other measures that are specific to the curriculum being taught, such as AP or IB exams;

- Measures that are specific to the needs of the students being taught, like the CELDT test in California, used for measuring gains in English language proficiency for English learners; and

- Measures that can measure progress over a long period of time, such as the Developmental Reading Assessment used by many elementary schools for grades K-8.

The key is the use of multiple measures of learning that are appropriate for the students and curriculum being taught and that are examined in conjunction with evidence about teachers' practice.

While state tests, along with other measures, can play a useful role in providing information about learning, concerns about the reliability and validity of ratings derived from Value-Added Methods that seek to rank teachers statistically indicate that these measures should not be used in summative evaluation processes.[103]

6C: A teacher evaluation system must include both formative and summative assessments to ensure that it helps improve teaching and learning.

Formative assessment focuses on the *process of increasing knowledge and improving professional practice*. With formative assessments, the focus should be on assessing ongoing activities and providing information to monitor and improve a teacher's learning, practice and instructional methods. Such assessments should provide teachers with feedback on how to improve their practice to promote student learning and guide what types of professional development opportunities will enhance their practice. Most importantly, the assessments are not seen as single events, but rather a process by which knowledge about instruction continues to grow and adapt to the needs of students and the classroom context.

Summative assessment focuses on outcomes. It summarizes the development of a teacher's practice at a particular point in time and may include multiple sources of evidence about teaching and student learning, such as teacher plans and assignments, observations, self-assessments, student work, portfolios, student surveys and a range of assessments of student learning, as described above. Summative events should be based on standards that are developed jointly under the auspices of the collective bargaining agreement and used to make decisions on an educator's performance that inform personnel decisions.

Formative and summative assessments are central components to any comprehensive teacher evaluation system. It is important to define the purposes, uses and procedures of all formative and summative assessments in a teacher's evaluation. Some questions to consider when making decisions on forms and uses of assessments are: what type of evidence should be collected, how often should it be collected, how are teachers involved in the decision-making and what are the procedures for collecting evidence and who has access to student and teacher data. Research and in-depth knowledge of teaching tells us that no one model fits each classroom, each school or each district. However, we do know some best uses of formative and summative assessments. Table 1 serves as a guide for making informed decisions around the purpose and uses of formative and summative assessments when creating comprehensive evaluation systems that are useful and meaningful to teachers.

Table 1: Formative and Summative Assessments

Dimensions	Formative Assessment	Summative Assessment
Purpose	Used for growth and improved practice	Decisions about continued employment
Evidence	Various written or observable demonstrations of teaching and contributions to student learning	Multiple measures
Frequency	Ongoing and continuous	Periodic and scheduled
Reporting Structure	Collaborative, using flexible forms of feedback	Adherence to strict guidelines, forms and timelines
Use of Evidence	Diagnostic – designed to improve practice	Designed to make a judgment

Relationship between Administrator and Teacher	Collegial – to encourage reflection and discussion	Prescriptive – to prescribe a course of action
Process	Teacher self-reflection, peer feedback, peer input, peer review, administrator feedback	Checks and balances
Adaptability	Open, exploratory and integrated into practice; focused on practitioner development and practice	Precisely defined, limited to required documentation
Standards of Measurement	Allows flexibility and revision of documents in response to individual teaching and learning environments Individualized; multiple systems of demonstration and documentation; pursuit of excellence in one's own practice	Outcomes set (yes/no, met/did not meet); sorting or rating

6D: Evaluations should be accompanied by useful feedback and connected to professional learning opportunities that are relevant to teachers' goals and needs, including both formal professional development and peer collaboration, observation and coaching.

- **Evaluations should be used to identify needs** for professional learning and goals of the individual teacher's growth plan.

- **Evaluators should be knowledgeable** about instruction and well trained and authorized by the school district in the evaluation system, including the process of how to give productive feedback and how to support ongoing learning for teachers. As often as possible, and always at critical decision-making junctures (e.g., tenure or renewal), the evaluation team should include experts in the specific teaching field. Evaluation systems should be based upon continuous improvement models and should start as early as pre-service, progressing so that teachers and administrators continue learning together.

- **Local educational agencies should develop educator evaluation systems** that inform the creation of professional development systems and job-embedded learning opportunities. Evaluations should support continuous goal-setting for areas teachers want or have demonstrated a need to work on, specific professional development supports and coaching and opportunities to share expertise. Educators should have access to the kind of high-quality, sustained, focused learning that has been shown to improve practice. These high-quality opportunities are typically:

  - Focused on the learning and teaching of specific curriculum content
  - Organized around real problems of practice
  - Connected to teachers' work with children
  - Linked to analysis of teaching of student learning
  - Intensive, sustained and continuous over time
  - Supported by coaching, modeling, observation and feedback
  - Connected to teachers' collaborative work in professional learning communities
  - Integrated into school and classroom planning regarding curriculum, instruction and assessment.

The best systems create time for teachers to work and learn together during the school day, as is common in high-achieving nations in Europe and Asia, where teachers typically have 15-25 hours a week to plan and work together.[104]

Teacher Evaluation in Long Beach, CA

In award-winning Long Beach, California, a predominantly minority district widely recognized for achievement gains, teachers are evaluated through observations on their performance in relation to the California Standards for the Teaching Profession. In addition, teachers and administrators together set goals for student progress and improvements in practice at the school level, as teams within departments or grade levels and as individuals. Progress toward these goals is taken into account in both self-evaluations and supervisory evaluations. The evaluatee proposes how achievement of his or her objectives can be assessed, using evidence, such as:

- Teacher observation and judgment
- Anecdotal and cumulative records
- Success and progress on a continuum of learning or course of study
- Teacher, department or school-made tests for pre-testing and post-testing
- Curriculum-related tests
- Use of audio-visual documentation, if desired and available
- Student self-evaluations
- Evaluative discussion with students and parents
- Records of students' past learning performances
- Files of students' work collected to show growth
- Action research.

The Long Beach district creates explicit and ongoing opportunities for schools, departments and grade level teams, to review student work and test score data of various kinds, to evaluate progress within and across classrooms, to discuss curriculum and teaching strategies, to problem-solve regarding the needs of individuals and groups of students and to plan for improvements.

6E: Accomplished teachers should be part of a Peer Assistance and Review (PAR) process for teachers needing assistance.

They can provide the additional subject-specific expertise and person-power needed to ensure that intensive and effective assistance is offered and that decisions about permanent status and continuation are well-grounded. Well-designed PAR programs should be established in districts to ensure that struggling teachers receive assistance and that personnel decisions can be made in a timely and effective way. Panels of teachers and administrators should oversee the evaluation process to ensure that it is thorough, of high quality, fair and reliable. Such panels have been shown to facilitate more timely and well-grounded personnel decisions that avoid grievances and litigation.

Peer Assistance and Review in Poway Unified School District

Since 1986, the Poway Unified School District and the Poway Federation of Teachers have partnered on the development and implementation of a Professional Assistance Program designed to provide fair, timely and thoughtful evaluation and support of both beginning teachers and struggling experienced teachers. A governing board comprised of three union and two management representatives administers the program.

Through the program, teacher consultants (veteran teachers who are released from classroom duties in order to work in the program on a full-time basis) support their colleagues. Teacher consultants have at least one contact per week with beginning teachers that includes observations, reflective feedback, curriculum support, model lessons, coaching and supervision. Teacher consultants are also responsible for evaluation in the first year and present their findings to the governing board. In the second year, teacher consultants switch to a support-only role, with site administrators assuming responsibility for the evaluation component.

As part of its Professional Assistance Program, the union and the district have also partnered to provide the Permanent Teacher Intervention Program (PTIP), designed to assist teachers who have received an unsatisfactory evaluation from their site administrator. As with the program for beginning teachers, the PTIP matches a struggling veteran teacher with a teacher consultant who provides assistance in such areas as instructional techniques, curricular objectives, classroom management and goal setting. The teacher consultant and the site administrators report to the governing board on the permanent teacher's progress. The program includes a second level of intervention for teachers who continue to struggle and have received a second overall unsatisfactory evaluation. In this case, an evaluation team develops a plan for improvement in consultation with the teacher and teacher consultant, and together they report to the governing board on progress.

Through the shared creation and management of this evaluation and support system, Poway teachers and the district have developed a sense of joint ownership and responsibility for teacher development and support. They have also nurtured a culture of collaboration that has extended into other areas of district management, including the budget process.

6F: The evaluation system should value and promote teacher collaboration, both in the standards and criteria that are used to assess teachers' work and in the way results are used to shape professional learning opportunities.

The need for evaluation processes that lead to improved teaching and learning suggests several points of entry for educators to participate in the evaluation of their peers. Peer involvement should follow a professional practice model that is defined as a community of adult learners who engage in continuous inquiry to improve their collective and individual professional knowledge and capacity. It is collaborative and job-embedded, neither discrete nor separated in time or place from the work of classroom instruction, and anchored in locally determined needs. The model acknowledges that teaching expertise resides primarily in teachers and, therefore, teachers are obliged to assume leadership of the learning community.

If teachers are to shoulder the leadership responsibility for adult learning in the school, there are at least four points of entry for peer involvement in evaluation:

1. **Collaborative consultation between peers** in selecting and designing goals, activities, benchmarks and supports for the individual evaluation cycle

2. **Observation and shared reflection** as content and pedagogy experts in formative evaluation activities

3. **Leading and providing professional development activities** aligned to improvement plans developed as part of the evaluation cycle

4. **Utilizing their expertise to provide collegial support**, assistance and review in Peer Assistance and Review programs.

Effective peer involvement is dependent on the development and continued nurturing of trusting relationships and a supportive school environment. All educators should have access to assistance from knowledgeable and supportive peers. Especially in areas such as art, music, physical education, speech and language, special education and career technical education, teachers may choose to receive formative assistance from someone within the same content area.

In the context of these formative purposes (outside the purview of negotiated PAR programs), individual educators should be free to choose whether to involve peers and to control the details of who, when and how of that involvement. Participants should understand and agree to maintain peer confidentiality, and all work products of the peer-to-peer interaction belong to the educator being evaluated. No reports, notes, or other products that result from the peer involvement are shared or included in a summative evaluation without the educator's consent.

RECOMMENDATIONS FOR ADMINISTRATOR EVALUATION SYSTEMS

6G: **Administrator evaluation for both initial entry and later personnel decisions should be based on professional administrator standards and should be sophisticated enough to assess leadership quality across the continuum of development from novice to expert administrator.**

Performance assessments like those currently used for teachers should be introduced for licensing administrators based on state standards (see Chapter 1). Any locally developed standards must address these tenets from CPSEL and the National Board Certification for Principals Standards, as these are updated and elaborated.

The California Professional Standards for Educational Leaders

Standard 1: Facilitating the development, articulation, implementation and stewardship of a vision of learning that is shared and supported by the school community.

Standard 2: Advocating, nurturing and sustaining a school culture and instructional program conducive to student learning and staff professional growth.

Standard 3: Ensuring management of the organization, operations and resources for a safe, efficient and effective learning environment.

Standard 4: Collaborating with families and community members, responding to diverse community interests and needs and mobilizing community resources.

Standard 5: Modeling a personal code of ethics and developing professional leadership capacity.

Standard 6: Understanding, responding to and influencing the larger political, social, economic, legal and cultural context.

Each standard includes a more complete list of performance criteria that can be incorporated into evaluation tools and used to guide comprehensive assessment.[105]

6H: <u>Evaluations should include multi-faceted evidence of leadership practice, student learning and professional contributions that are considered in an integrated fashion in relation to one another and to the leadership context.</u>

The evaluation system should value and encourage administrator collaboration with all stakeholders (teachers, parents, business leaders, students and community organizations). It should include a component on the administrator's ability to evaluate and support teachers.

Administrator evaluations should be based upon multiple measures, including feedback from students, parents and teachers, along with multiple measures of student success and academic performance. Principal evaluations need to be centered on authentic products, such as a school plan, data analysis or leadership plan. Examples of multiple measures include survey and interview feedback from the above stakeholders and locally appropriate evidence of progress toward meeting goals. Goals should address academic and non-academic (such as school culture factors). Depending on the school level (elementary or secondary), metrics could include evidence of meeting locally established goals related to:

- Student achievement and gains on state tests and other measures
- Attendance rates
- Graduation rates
- Dropout rates
- A-G completion
- AP/IB course enrollment/passing rates
- College enrollment and persistence
- Exit Exam completion (first time/overall)
- SAT/ACT, percent taking/scores
- Locally developed benchmark assessments
- EAP participation and proficiency rates
- Progress of new English Language Learners, Standard English learners and Special Education students toward identified goals
- Teacher turnover/retention (unrelated to layoffs or other factors beyond the administrator's control)
- School climate indicators
- Parent involvement
- Student participation in rich curricular and extracurricular activities

The school community should have input on which goals and metrics are used, and they should have access to regular reports of progress on these metrics. Any assessments used to make judgments about students' progress should be appropriate for the specific curriculum and students who are assessed.

6I: Evaluation should be accompanied by useful feedback and connected to professional learning opportunities.

Evaluators should be knowledgeable about instruction and leadership skills and well-trained in the evaluation system, including the process of how to give productive and regular feedback (formal and informal) and how to support ongoing learning for administrators. Evaluators should be trained and certified on a regular basis on the supervision process.

Evaluators should be knowledgeable about the context of the school, benchmarks and specific priorities or goals. Professional and career development opportunities should be relevant to administrators' goals and needs, including both formal learning opportunities and peer collaboration, observation and coaching.

Accomplished administrators should be given the opportunity to participate in professional learning communities as part of their evaluation. National Board Certification for Educational Leaders (NBCEL) standards and core propositions should guide the continuous learning of accomplished administrators.

National Board Core Propositions for Accomplished Educational Leaders

SKILLS

1. Accomplished educational leaders continuously cultivate their understanding of leadership and the change process to meet high levels of performance. (Leadership)
2. Accomplished educational leaders have a clear vision and inspire and engage stakeholders in developing and realizing the mission. (Vision)
3. Accomplished educational leaders manage and leverage systems and processes to achieve desired results. (Management)

APPLICATIONS

4. Accomplished educational leaders act with a sense of urgency to foster a cohesive culture of learning. (Culture)
5. Accomplished educational leaders are committed to student and adult learners and to their development. (Learners and Learning)
6. Accomplished educational leaders drive, facilitate and monitor the teaching and learning process. (Instruction)

DISPOSITIONS

7. Accomplished educational leaders model professional, ethical behavior and expect it from others. (Ethics)
8. Accomplished educational leaders ensure equitable learning opportunities and high expectations for all. (Equity)
9. Accomplished educational leaders advocate on behalf of their schools, communities and profession. (Advocacy)

6J: Lead Educational Agencies (LEAs) should develop Peer Assistance and Review (PAR) programs for administrators. Accomplished administrators should be part of the assistance and review process for new administrators and for administrators needing extra assistance.

IMPROVING CURRENT SYSTEMS

Teacher and administrator evaluation systems must become sophisticated enough so that:

- Educators and their evaluators hold in common well-defined and detailed pictures of what constitutes good professional practice at each level of teacher development.
- The focus of evaluations is on improving the quality of teaching. There should be substantive discussions that occur either before or after an observation that is focused on ways to improve at teaching. Evaluations should be conducted for improvement rather than for the sake of compliance.
- Principals are given time to conduct effective evaluations, particularly in large schools and in high-need schools where the administrative demands are large. Furthermore, principals need preparation in how to perform evaluations. One evaluator in a school is rarely sufficient to judge the skill of teachers across a range of content and developmental levels, no matter how well-resourced a school might be.
- Evaluations pay attention to the performance of a teacher's students. Indeed, the Stull Act requires student outcomes be considered. Evaluations must focus less on easy-to-observe practices, like classroom management and whether students are on task, and instead must look for evidence that students are actually mastering learning goals.
- Evaluation procedures occur on schedules that consider actual needs of teachers, with careful attention paid to which teachers' work needs more careful support or scrutiny. Evaluations should be used to target the needs of individual teachers and help them select professional development to address those areas in which they need additional knowledge or skills. This would contribute to teachers' views that evaluation is about their developing mastery of professional standards, rather than a routine designed to ensure that an administrator is performing his job.
- Evaluation systems are designed and implemented with the understanding and support of a wide range of stakeholders, including parents and students, to ensure that the content and the purpose of the evaluation system is broadly understood.

The process of improving our current systems should model the collaborative processes that are needed for effective teaching and school management.

A Collaborative Approach to Redesigning Teacher and Principal Evaluation Systems

Many districts have developed a consensus-driven approach to redesigning teacher and principal evaluation systems. One strategy, supported by Pivot Learning Partners, begins with a committee made up of teacher leaders, union representatives, principals and district administrators. Ideally, districts redesign both teacher and principal evaluations concurrently. The first step in the process is for the cross-role committee to develop a shared vision of what excellent evaluation systems would look like if they were to support improvement and growth over time, compare that with best practices elsewhere, and then capture this shared vision in district-specific frameworks for teaching and leadership. In the course of

this work, the California Standards for the Teaching Profession (CSTPs) are used as a launching pad for this discussion of what constitutes excellence. This discussion also draws on work being done in systems throughout the country.

Once created, a district's new frameworks provide a common language, clear expectations and a shared picture among teachers and administrators of both the practices and the indicators of student learning that are most valued by the committee and the teaching and leadership practices that contribute to high quality teaching and leadership. These descriptors provide the raw material for the development of a district-specific set of rubrics and descriptors of evidence for a range of critical practices associated with effective teaching and learning. They also provide the foundation for development of new evaluation tools. These rubrics reflect the CSTPs as they have been interpreted locally, so that they are owned, valued, understood and internalized by the people who created them.

This approach is time-consuming and can be challenging. To be truly effective, this tool development phase must be followed by a period of time to pilot the frameworks, rubrics and tools. But the districts that have pursued it have found that it brings several benefits. First, the process itself builds the level of trust necessary for an evaluation system to drive improvement; second, calibration of evaluators is far easier when it can build on a shared vision of excellence; and, finally, by focusing the process on defining excellence first, technical issues of measurement and conversations about accountability are undertaken as tools to achieve a goal that all value and share.

CHAPTER 7: LEADERSHIP AND CAREER DEVELOPMENT

California is the world's leader in technological innovation. For example, Steve Jobs, Apple founder and innovator, inspired and revolutionized an entire industry with his insistent focus on perfection and his tenacious passion, energy and drive to bring new possibilities for human creativity and productivity to Apple users. Their individual experiences, whether through personal computers, phones, music or digital publishing, were the focus for the company's decisions. This company, like many others in Silicon Valley and throughout our state, thrives because of its leaders' commitments to continual improvement, a collaborative work culture that supports invention and a focus on meeting new and ever-evolving needs.

As we enter a new era of educational entrepreneurship in California, we will develop a legion of leaders and change agents who share these commitments and who are enabled – through redesigned, collaborative work organizations – to inspire the groundbreaking transformations needed to support each and every student each and every day in fulfilling his or her best promise.

Currently, there are relatively few opportunities in the United States for expert teachers to share practices with their peers or to take on leadership roles. Most teachers are still isolated from each other, teaching in egg-crate classrooms and performing the same functions after 30 years as they did when they first entered the profession. A teaching career has not yet evolved that regularly supports shared learning, career advancement or enhanced compensation.

Leadership in education cannot be limited to the ways in which formal roles in the bureaucracy were designed a century ago. Many of the conventional ways of leading schools and districts must be rethought if high levels of excellence and adaptations to meet the needs of all students are to occur. This will require a new vision for how schools are regulated, designed and led by policymakers, administrators and teachers – all of whom will have new leadership roles to play. We must embody the state's innovative tradition by creating an educational system that builds capacity for success and inspires motivated and talented teachers and administrators to lead schools with a sense of urgency and unrelenting focus on student success.

BUILDING A CAREER CONTINUUM FOR ACCOMPLISHED EDUCATORS

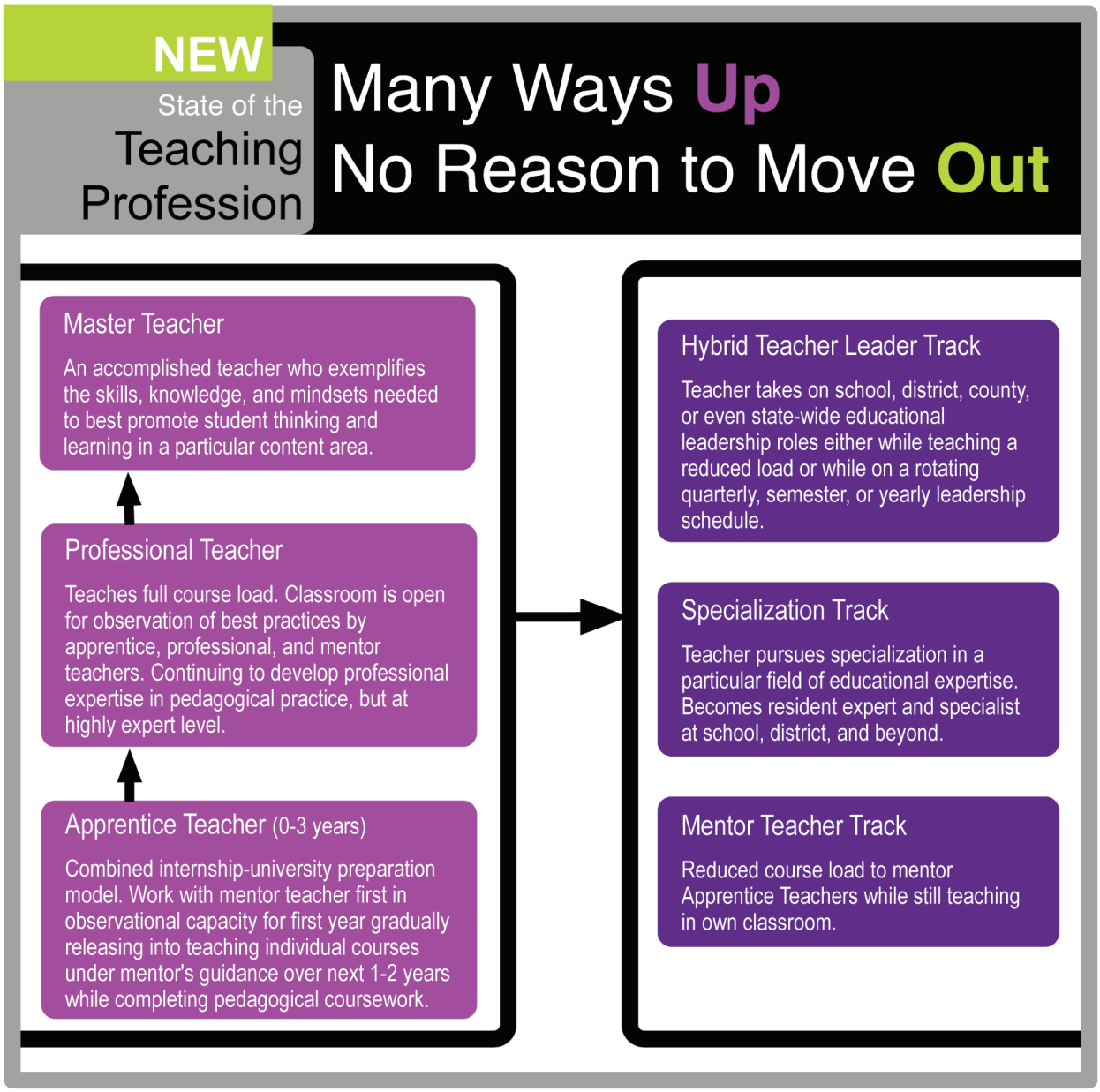
Teachers at every stage of their careers require ongoing high-quality support to strengthen their pedagogical skills and knowledge. This support consists of job-embedded, targeted professional development; formative assessment of instruction; mentoring and coaching by experienced, trained professionals; and facilitation of collaboration through professional learning communities. Currently, however, most K-12 public schools in California lack sufficient capacity to provide such support. School principals often lack adequate time or training to serve as effective instructional leaders.

Many accomplished teachers have the desire and capability to provide professional support to their colleagues and prefer to continue working in the classroom rather than becoming administrators. Unfortunately, in most school districts, teachers with these ambitions lack opportunities to learn and exercise new skills; they are not given time away from their classroom to assist their colleagues; and there are no formalized career options that provide additional compensation. This has two negative consequences. Beginning and veteran teachers are unable to obtain much needed professional development, coaching and mentoring from accomplished colleagues. And the absence of career paths for accomplished educators causes many of them to leave the profession, or the classroom, prematurely.

The good news is that a growing number of school districts throughout the nation have adopted successful career advancement programs for their most accomplished teachers. Districts like Long Beach Unified and San Juan Unified in California have developed formal teacher leadership positions for master teachers, staff development leaders, project leaders and school site leaders. These programs have had a positive impact on student achievement[106] and on retaining many of the district's most effective teachers.[107]

Because such programs are the exception rather than the rule in California, teachers from the Bay Area New Millennium Project recently called for a multi-tiered career development system that would create mentor, specialization and hybrid teacher leader roles. In addition to providing much-needed support to their colleagues, the authors believe these opportunities for leadership and for additional compensation – for example, through stipends like those given to teachers with master's degrees or Bilingual, Crosscultural, Language and Academic Development (BCLAD) certification – would prevent many teachers from leaving the profession prematurely. (See Figure 10.)

Figure 10



Source: Cody, A., Conklin, M., Crosby, B., Heinke, D., Hsu, T., Jaureguy, A., ...Wild, A. (2012). Many ways up, no reason to move out. Center for Teaching Quality. Retrieved from: http://www.teachingquality.org/sites/default/files/BAY_AREA_FINAL_Jan2012.pdf.

And teachers from the Accomplished California Teachers (ACT) network developed recommendations to replace the current system with a career continuum based on advancing levels of expertise within the profession. They point out that:

> In the terms used by Daniel Pink in *Drive: The Surprising Truth About What Motivates Us*,[108] the working conditions that matter most to us are autonomy, mastery and purpose. We seek opportunities to make informed decisions and assume the level of responsibility for our instruction that is commensurate with the level of accountability to which we are held. We want to improve constantly and to become experts in our field. We want our work to serve the complete and complex needs of our students as human beings – to help them become self-determinant, ethical, fulfilled and productive members of society, who contribute as both workers and citizens.
>
> Such levels of responsibility and achievement in teaching will involve giving classroom teachers greater influence over schooling through a wider variety of roles, both in their classrooms and in leading the work of schools and the profession. Logically, these new opportunities are linked to an improved, robust, growth-oriented model of teacher evaluation. As teachers demonstrate that they are highly accomplished professionals, they should be accorded greater responsibility and flexibility to meet the needs of their students and contribute to the professional growth and learning of their colleagues.

These accomplished veteran teachers suggest:

> Instead of raising salaries based primarily on years of service, base compensation on a *balance* of experience, continuing learning, attainment of higher levels of practice and responsibility, and contributions to student and collegial learning... Define new and expanded roles for teachers that offer opportunities to advance accompanied with real responsibility to foster student learning for which they are accountable... Create a teaching continuum to include new, varied, flexible professional roles that will allow teachers to spread their expertise, advance the profession and improve student learning.[109]

And they offer these snapshots of what new roles for teachers along a three-tiered career continuum might entail (See box.)

Teaching along a Career Continuum: A View from the Future

Maria is a newly minted teacher coming out of a highly regarded teacher preparation program. Her student teaching portfolio, which shows how she has planned and taught a curriculum for diverse learners, is based on a framework aligned with the standards for the teaching profession and the evaluation system she will encounter in her job. At a hard-to-staff school in a large urban district, Maria's portfolio, which includes videotapes of her teaching and samples and analyses of her students' work, has convinced a principal that Maria would be a perfect fit for a job at that school. Using equalization funds from the state's new finance system, the district is able to offer Maria a starting salary competitive with more affluent districts that were also vying for Maria's services. In her first three years on the job, Maria will benefit from ongoing mentoring and evaluation linked seamlessly to her pre-service work. This continuity will help develop her strengths and address her weaknesses as a teacher, while a healthy boost in pay helps ensure Maria's ability to stay on as she moves from the novice teacher level (Tier I) to a professional level (Tier II) on the career ladder. Advancement to this level is not automatic after three years; Maria must demonstrate her professional growth by completing Tier II of the Performance Assessment for California Teachers. Preparation for that assessment has been part of the revised induction program in the state. This step will be accompanied by a significant pay raise, commensurate with Maria's demonstrated accomplishments with students and ongoing commitment to teaching.

Clint is in his third year as a teacher at the professional level (Tier II) and in his sixth year of teaching overall. With solid evaluations and a portfolio of professional accomplishments and student work, Clint continues to receive regular evaluations that help him refine his practice. At the high-poverty high school where Clint works, a variety of data gathered from students, teachers and families has pointed to the ninth-grade transition as the key to improving graduation rates and college eligibility. Rather than hire outside consultants or make changes to the administrators' workload, Clint's school district has modified his contract and increased his pay, allowing him and another experienced ninth-grade teacher to reexamine and redesign the school's program for freshmen. These two teachers are using a variety of research and analytical techniques to define the problem clearly, propose solutions, gather feedback from other members of the school community and make informed decisions. Clint's teaching expertise, ongoing classroom practice and enduring connection to the school help ensure staff buy-in and a smooth implementation of the suggested changes. Documentation of this work will be part of the portfolio Cliff will submit to the district evaluation team to reach the master teacher level (Tier III).

Elsa has become a National Board Certified Teacher and completed additional steps to be recognized as a master teacher in California (Tier III). Those steps include training in mentoring strategies, theories of adult learning and evaluating artifacts of teaching practice for evidence of teaching standards. The significant pay raise she received affirms her expertise and encourages Elsa to focus on continued growth in both her own teaching and that of her colleagues. In search of new challenges and learning, Elsa has applied to be a teacher evaluator for her district. Other positions for which she would have been eligible at this stage included instructional coach or mentor for pre-service or new teachers who are part of the district's combined BTSA/PAR program. Mentors in that program work with novices and help the district make serious, well-informed decisions about granting permanent status. Her new position will temporarily pull her out of the classroom but will require her to return there after three years. Her demonstrated teaching expertise, along with additional training and focused time for the work, make Elsa a highly effective evaluator. Teachers being evaluated by Elsa find that her classroom expertise and curricular mastery make for a productive and supportive relationship that can't be matched by busy administrators. At the end of three years, when Elsa returns to the classroom, she will retain her higher pay and serve as a master teacher. Her classroom will be a demonstration site for visiting and student teachers, so that Elsa can continue to make an impact on colleagues by sharing her wider experience and understanding.

Roberto is a Tier III master teacher who has spent decades developing a middle-school science curriculum that consistently produces high student achievement in his school. In an effort to spread the effectiveness of the curriculum, Roberto has been hired as a curriculum specialist with his district, allowing him to teach fewer classes (many of which are observed by his peers) and to spend half his time writing and modifying the curriculum, meeting with peers and taking on administrative responsibilities connected to adopting and implementing the new curriculum at other schools. His unique skill set and career contributions to teaching in his district are well utilized and rewarded with the opportunity to impact more students and to earn higher pay.

STRENGTHENING EDUCATOR EFFECTIVENESS THROUGH LABOR-MANAGEMENT COLLABORATION

Implementation of many of the Task Force's recommendations will require policy changes at the state level but some will also require innovative new agreements between labor and management at the district level. New systems of evaluation for teachers and administrators that are recommended in this report will need to become part of the collective bargaining process. Similarly, new teacher leadership opportunities and additional compensation for high-need teaching and leadership assignments will require support from labor and management leaders.

New research on labor relations has revealed that some of the nation's most successful educational reforms have emerged through collaboration between labor and management.

> Despite enormous obstacles, management and union leaders in a small number of districts have taken an unusual and courageous step – they have abandoned their long-standing adversarial relationships and are working as partners. They are solving problems collaboratively, crafting innovative agreements and improving academic outcomes for their students. The positive results achieved in these districts through labor-management collaboration – and the dismal results associated with an adversarial approach – strongly suggest that labor-management collaboration is a critical precursor to educational progress.[110]

In February 2011, the first of its kind national conference on labor-management collaboration was held in Denver, Colorado. This historic event was co-sponsored by the nation's largest teacher labor unions, national organizations representing school administrators and school boards and the U.S. Department of Education. Superintendents, labor leaders and school board presidents from 150 districts learned from 12 school districts where labor-management collaboration is leveraging innovative changes in areas such as teacher evaluation, principal evaluation, professional growth systems and extended collaboration time. One year after the conference, many attendees said their districts have made "considerable progress" in these areas. Because of the success of the first conference, the co-sponsors conducted a second conference in Cincinnati in May 2012 and publicly reaffirmed their commitment to transforming the teaching profession through labor-management collaboration.

Several districts and charter management organizations from California have served as national models of collaboration at these conferences, including San Juan Unified, Poway Unified, ABC Unified and Green Dot Public Schools. These districts and a small number of others in California have participated regularly in successful statewide labor-management collaboration conferences sponsored by CalTURN, the state chapter of the national Teachers Union Reform Network (TURN). California has an opportunity to turn a new page in labor-management relations.

RECOMMENDATIONS FOR CAREER DEVELOPMENT AND LEADERSHIP

7A: <u>Create a Career Development Framework supported by research, technical assistance and training opportunities to support new leadership roles for teachers.</u>

To promote career options for teachers and to promote wiser investments in teacher compensation, CDE, CTC and the State Board of Education should create a career development framework that describes a continuum of career options incorporating standards, a range of opportunities for professional growth and conditions for success.

- **CDE should provide districts with general research, case studies and technical assistance on the utilization of teacher leaders including:**

  - Budget and compensation considerations: For example, what restricted funds (e.g., Title 1) and general funds could be used to compensate teacher leaders?

- Contract and policy options: For example, how might stipends and other forms of compensation be offered to teacher leaders? What types of hybrid positions might be developed to allow teacher leaders to continue teaching while providing leadership support to their colleagues? How might teacher leadership be formalized?

- Selection, training, support and evaluation of teacher leaders: What qualifications should teacher leaders possess? Who should be part of the selection process? What training opportunities should be offered to teacher leaders and who will offer them? How, and by whom, should teacher leaders be evaluated?

- Implementation strategies for small, medium and large districts: What are the unique challenges of districts of different size and how can these differences be accommodated? What examples of successful approaches are available?

- **California should reinstate fee subsidies and compensation incentives for teachers who earn National Board Certification (NBC)**, including additional stipends for NBC teachers who teach in high-need schools and create mentoring and lead teacher opportunities for Board-certified and other accomplished teachers. In addition, these subsidies should extend to principals who earn Board certification under NBC's new program for recognizing accomplished principals.

- **The California Commission on Teacher Credentialing should develop a new authorization or Recognition of Study for a "Professional Learning Facilitator" (PLF)**. Like National Board Certification, this authorization would not be required by school districts or the state, but it would organize opportunities for training and could be recognized by districts that elect to do so. Preparation programs could offer training tied to the domains and standards for teacher leadership listed below, as recommended by the Teacher Leadership Exploratory Consortium.

Model Standards for Teacher Leadership Exploratory Consortium

In 2008, the Teacher Leadership Exploratory Consortium developed model standards for teacher leadership. Members of the Consortium wrote, "If we want schools to be laboratories of innovation able to tackle the significant challenges they face, school leaders and teacher leaders must work together to identify, replicate and scale up programs and practices deemed effective in supporting student learning."[111] These standards could serve as the basis for new teacher leadership training programs:

Domain I: Fostering a Collaborative Culture to Support Educator Development and Student Learning

Domain II: Accessing and Using Research to Improve Practice and Student Learning

Domain III: Promoting Professional Learning for Continuous Improvement

Domain IV: Facilitating Improvements in Instruction and Student Learning

Domain V: Promoting the Use of Assessments and Data for School and District Improvement

Domain VI: Improving Outreach and Collaboration with Families and Community

Domain VII: Advocating for Student Learning and the Profession

PLF preparation programs, based on sound teacher leadership standards, would provide new opportunities for teachers to receive the training to serve effectively in a variety of leadership roles, including:

- Cooperating teachers for pre-service student teachers
- Induction mentors and coaches for beginning teachers
- Coaches for experienced teachers
- Professional development leaders
- Formative evaluators of teachers
- Consulting teachers utilized by Peer Assistance and Review (PAR) programs.

7B: Develop licensing structures that conceptualize a career continuum and include optional advanced certificates for both teachers and administrators to encourage and recognize accomplishment and to support the development of new leadership roles.

California already has a two-tiered system for both teachers and administrators that awards an initial license that can be transformed into a professional or "clear" license following induction. However, license renewal or advancement is not tied to a more complete conception of a career continuum, as it is in some other states, with expectations for ongoing learning. With respect to teachers, a three-tiered system, like New Mexico's, might award advanced certification to teachers who become National Board certified or complete a similar state performance assessment. It might also include advanced certificates, like the PLF described above, leaving many possibilities for recognition that can signal accomplishment, knowledge and skill.

California could also consider creating a tiered licensing system for administrators (like those in Connecticut, Delaware and some other states) in which: a beginning license is granted based on completion of an approved program and a high-quality performance assessment and initiates a period of guided mentoring; a continuing license is granted based on successful completion of an induction program and effective evaluations, supported by opportunities for coaching through Educational Leadership Academies, and is renewed periodically based on approved professional development and effective evaluations; and an advanced license may be granted based on passing the National Board Certification for Principals or another specialized area of knowledge and skill, like the PLF.

7C: Promote labor-management collaboration to enable innovation in educator roles, responsibilities and compensation systems.

- **Convene a task force consisting of superintendents, union leaders and school board leaders to collaboratively plan for a statewide conference on labor-management collaboration to share innovative practices and to promote cross-district dialogue.** Co-sponsors should include the California Department of Education, the California Teachers Association, the California Federation of Teachers, the Association of California School Administrators, the California Association of School Business Officials and the California School Boards Association. Obtaining a commitment to labor-management collaboration from these organizations would be a significant breakthrough for education reform in California, and the conference would provide a large number of school leaders the opportunity to learn directly from district labor and management leaders who are advancing student learning through collaboration.

- **Develop a comprehensive agenda for improving labor-management collaboration in school districts across the state.**

- **In developing expertise for teacher leaders and administrators, include a focus on understanding strategies for labor-management collaboration and opportunities to learn new collaborative skills.**

7D: <u>Focus state agencies on becoming leaders of a learning system.</u>

Through partnerships with the state's universities, regional and local agencies and other knowledge organizations, **enable CTC and CDE to share research and expertise with schools and districts** throughout the state. These agencies, in collaboration with the state board, should:

- **Document and disseminate information on effective models of preparation, induction, professional learning, evaluation and career development to share with institutions of higher education, schools and districts through online vehicles, conferences and public/professional outreach.**

- **Support networks of schools and districts to engage in shared learning and knowledge production.**

- **Use what is learned about effective practices to inform state policy as it influences legislation, regulatory guidance and plans for scale up and expansion of practice.**

FINAL THOUGHTS

Perhaps the most important recommendation is that this report be treated as a living document, with its proposals reviewed bi-annually to evaluate where progress has been made, to reassess recommendations based on current needs and trends and to update the recommendations.

As we consider and plan for the transformation of the education workforce, we need to recognize that we are launching a long-term effort – like the Marshall Plan that rebuilt Europe after World War II – to rebuild the education system in the state of California. We should think of this challenge and opportunity in terms of decades, not a few months or years. Our commitment and strategic investment needs to be built and sustained over time and beyond single budget, election and policy cycles.

While the effort will be substantial, our goal should be nothing less than a Golden State that represents, as it once did, the best place on earth for educators to work and students to learn – a state that cultivates the human ingenuity and intelligence that will fuel our economy, create a sustainable, healthy environment and ensure that all citizens are able to make contributions that reflect their unique passions and highest potential.

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(Note: numbers correspond to footnotes in report)

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