California Department of Education

Executive Office

SBE-002 (REV. 11/2017)

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# **MEMORANDUM**

DATE: August 10, 2020

TO: MEMBERS, State Board of Education

FROM: TONY THURMOND, State Superintendent of Public Instruction

SUBJECT: 2018–19 Educator Equity Data

## Summary of Key Issues

California has long been committed to providing a high-quality education to all students regardless of socioeconomic status or background. Educational equity has been a thoughtfully and deliberatively discussed priority for many years. Under the Every Student Succeeds Act (ESSA), the California Department of Education (CDE) is leveraging and expanding upon previous work to recruit, prepare, and maintain a highly skilled educator workforce for the benefit of all students but especially students from historically underserved communities.

To meet ESSA requirements, this memo includes data illustrating the various credential statuses recognized by state law, statewide teacher misassignments, and data describing the distribution of “inexperienced,” “ineffective,” and “out-of-field” teachers serving students of color (also referred to as minority students throughout this item) and Socioeconomically Disadvantaged (SED) students (also referred to as low income students throughout this item).

### New Legislation Impacts Assignment Monitoring in California

Historically, teacher assignment monitoring was accomplished through a labor intensive, paper-based process in which county office of education (COE) credential analysts would manually compare master schedules, course descriptions, and educator credential information. Due to the immense workload, statute required that only one-quarter of certificated staff employed within California be reviewed annually. However, decile 1–3 schools under the former Academic Performance Index (API) system were monitored annually. Therefore, the results of statewide monitoring were not available until the culmination of a four-year cycle. This timeline prevented the California Commission on Teacher Credentialing (CTC) and CDE from being able to provide the misassignment data necessary to fulfill federal reporting requirements under ESSA.

To address this issue, the Budget Act of 2018 required the CTC and the CDE to enter into a data sharing agreement, and allocated $380,000 to the CTC for the purpose of building a semi-automated assignment monitoring system. The following year, Assembly Bill 1219 required annual assignment monitoring of all California’s schools, including teaching assignments at charter schools. In January of 2019, the CTC began working with an outside contractor to initiate the work to develop the California Statewide Assignment Accountability System (CalSAAS).

A second bill chaptered in 2019 impacts credentialing and assignment monitoring for charter schools. The provisions of AB 1505 (Chapter 486, Statutes 2019) change the credential and professional fitness requirements of educators employed at charter schools. Previous law allowed for credentialing flexibility for charter school teachers who were teaching in non-core, non-college preparatory courses. AB 1505 removed that flexibility from the law and aligned charter school teacher credentialing requirements with those for all other public school teachers.

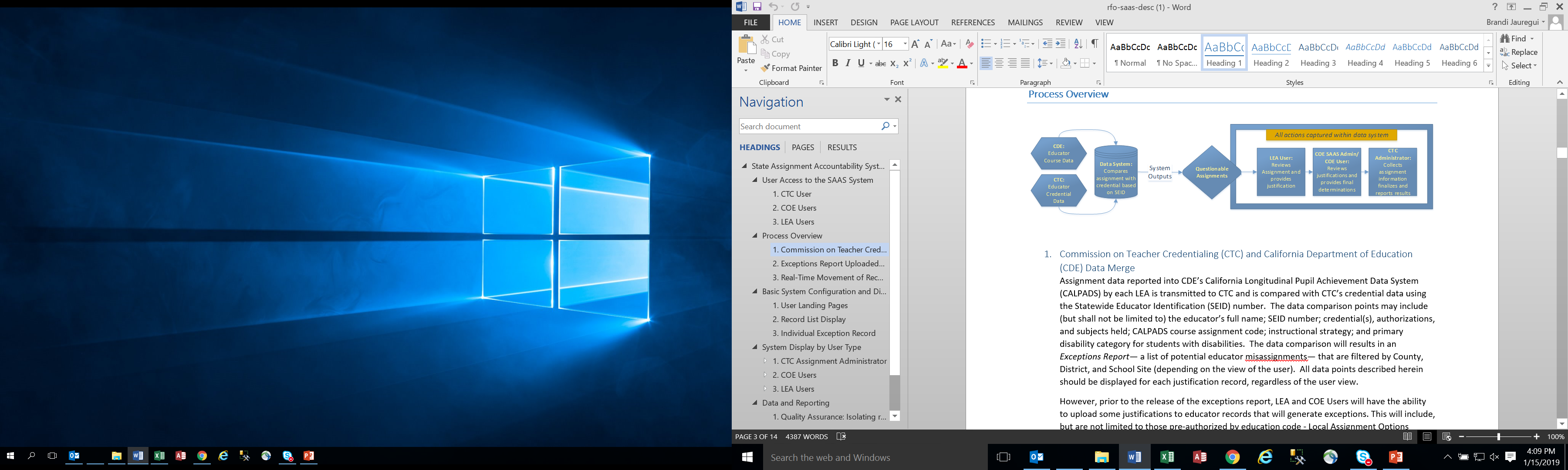
California *Education Code (EC)* Section 47605.4 now requires that all charter school teachers must obtain the certificate required for the teacher’s certificated assignment by July 1, 2025. In addition, *EC* also requires that by July 1, 2020, all charter school teachers must obtain a certificate of clearance and demonstrate their professional fitness.

This bill includes provisions that allow educators already employed in non-core or non-college preparatory teaching assignments at charter schools during the 2019–20 school year up to five additional years to obtain the credential required for the teacher’s certificated assignment. These educators must earn the appropriate credential for their assignment by July 1, 2025. Charter school teachers that are newly hired for their assignment in the 2020–21 school year (and beyond), or who maintain employment at the same charter school but are assigned to a new teaching assignment, are required to hold the appropriate certification for their assignment.

### The California State Assignment Accountability System

The CalSAAS works through an interface where the Commission’s credentialing data is compared with CDE’s California Longitudinal Pupil Achievement Data System (CALPADS) educator assignment data based on the educator’s unique Statewide Educator Identifier number. Each educator’s credentials are evaluated for their assignments as reported by their employing local educational agency (LEA). Educators who are assigned to courses in which they do not clearly hold an appropriate credential authorization for the course are identified through the system as “exceptions.” LEAs will have 60 days to justify exceptions and the monitoring authority will have an additional 30 days to send final justifications to CTC. Assignments flagged as "exceptions" that have not been justified by the end of this timeline are the final "misassignments."

Figure 1 outlines the CalSAAS data analysis process.

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*Figure 1. CalSAAS Process Diagram*

Because of the ongoing COVID–19 pandemic, the CDE had to push back the deadline for submission of the 2019–20 CALPADS Fall 2 data to late April 2020. This change impacted the start of the first assignment monitoring process because CalSAAS relies on the CDE to provide the CALPADS Fall 2 educator assignment and course data. With a brand-new set of course codes and completely new method of assignment monitoring, the CDE and CTC anticipate that the first set of data will require extensive internal review and that LEAs will require additional technical support.

Although the first year of monitoring within CalSAAS will utilize data from the 2019–20 school year, AB 1219 requires these data to be used only for informational purposes. COEs and LEAs will be able to view their monitoring results within CalSAAS. The intent of this year is to: (1) allow all participating entities to learn the new system, (2) identify areas where LEAs have submitted inaccurate educator assignment and course data to CALPADS, and (3) address any institutional assignment issues prior to the following consequential year. Beginning with the CALPADS educator assignment and course data collected in the 2020–21 school year, monitoring results will be made publicly available on the Commission’s web page.

### Reporting Educator Equity Data under the Every Student Succeeds Act

Under California’s Local Control Funding Formula (LCFF), LEAs are held accountable for improving student performance. Specifically, California’s LCFF-based accountability system sets eight priorities for school districts and charter schools (10 for COEs). LCFF Priority 1 recognizes that LEAs should be accountable for providing all students with access to standards-aligned instructional materials, facilities that are in good repair, and teachers who hold teaching credentials and are appropriately assigned (have official certification for the position in which they are teaching).

Educators are not appropriately assigned if they are placed in a teaching or services position for which the employee does not hold a legally recognized certificate or credential or if placed in a certificated teaching or services position that the employee is not otherwise authorized by statute to hold. ESSA Section 1112(b)(2) requires each LEA receiving ESSA funds to submit a plan to the state educational agency that describes how it will identify and address any disparities that result in low-income and minority students being taught at higher rates than other students by ineffective, inexperienced, or out-of-field teachers; also referred to as equity gaps.

To meet ESSA requirements, California developed definitions for “ineffective” and “out-of-field” teachers that built on LCFF Priority 1 by focusing on credential and assignment status, specifically whether teachers are teaching without a credential or teaching outside of their field of preparation. In November 2019, the State Board of Education approved updated definitions for “ineffective” and “out-of-field” teachers. The definition of “ineffective teacher” was expanded to include individuals teaching with Provisional Internship Permits (PIPs), Short-Term Staff Permits (STSPs), and Variable Term Waivers. The definition of “out-of-field teacher” was also expanded to include individuals teaching with Short-Term Waivers, Emergency English Learner or Bilingual Permits, and on Local Assignment Options. LEAs are expected to locally update the section of their Local Control and Accountability Plan (LCAP) Federal Addendum related to educator equity to reflect the updated definitions of “ineffective” and “out-of-field” teachers.

The data presented in this memorandum are representative of the 2018–19 school year and therefore are based on the original definition for “out-of-field” teachers. There are no data for “ineffective” teachers by decile because CalSAAS data is not available at this time. CDE staff plans to provide the SBE with an additional information memorandum with updated data for the 2019–20 school year based on the updated definitions upon receipt of a data file which meets these definitions from the CTC.

#### **Table 1: 2018–19 California Definitions for Purposes of Collecting Equity Data under the Every Student Succeeds Act**

| **Term** | **Definition** |
| --- | --- |
| Ineffective Teacher | A teacher who is: (a) misassigned (placed in a position for which the employee does not hold a legally recognized certificate or credential or a certificated employee placed in a teaching or services position in which the employee is not otherwise authorized by statute to serve), or (b) teaching without a credential. |
| Out-of-Field Teacher | A teacher who has not yet demonstrated subject matter competence in the subject area(s) or for the student population to which he or she is assigned. Under this definition, teachers with the following limited permits would be considered out-of-field:   * General Education Limited Assignment Permit * Special Education Limited Assignment Permit |
| Inexperienced Teacher | A teacher who has two or fewer years of teaching experience. |
| Minority Student | A student who is American Indian/Alaska Native, Asian, African American, Filipino, Native Hawaiian/Pacific Islander, Hispanic, or Two or More Races Not Hispanic. |
| Low-Income Student | A student who is eligible to receive free or reduced price meals also referred to SED students. |

LEAs applying for ESSA funds are required to complete the LCAP Federal Addendum. The LCAP Federal Addendum is meant to supplement the LCAP to ensure that eligible LEAs have the opportunity to meet the LEA Plan provisions of the ESSA. The Title I, Part A Educator Equity section of the addendum requires LEAs to examine their educator data and student population data and identify any disparities that result in low-income and minority students being taught at higher rates than other students by ineffective, inexperienced, or out-of-field teachers. If disparities are identified, LEAs are also required to describe how they engaged stakeholders in a process to identify strategies to address disparities. Lastly, LEAs are required to describe actions they will take to eliminate any identified disparities.

Since July 2019, CDE Educator Excellence and Equity Division staff have reviewed over 1,700 Title I, Part A Educator Equity addendum sections and provided hundreds of hours of technical assistance and support to LEAs to complete the addendum with an accurate picture of their equity data and strategies to address any identified disparities.

For the 2018–19 California Educator Equity Data in Attachment 1, the CDE used student and educator data collected through CALPADS and educator credential and authorization information provided by the CTC. These data were used to create data profiles by school that provide information regarding the rates at which low-income and minority students are taught by out-of-field and inexperienced teachers at some groups of schools compared to the rates at which students are taught by these categories of teachers in other groups of schools.

The data included in the attachment represents California’s 10,130 schools organized by student demographics into deciles. The 1,013 schools in Decile one were compared to the 1,013 schools in Decile ten.

A summary of disproportionate rates of access to educators based on 2018–19 data is provided in Table 2 below.

#### **Table 2: Summary of 2018–19 Educator Equity Data**

| **Distribution** | **Description** |
| --- | --- |
| Inexperienced Teachers by Minority Decile | 13.6 percent of teachers in California’s schools with the highest percentage of minority students had been teaching for two or fewer years, while 11.1 percent of teachers in schools with the lowest percentage of minority students have been teaching for two or fewer years. |
| Inexperienced Teachers by Low-Income Decile | 13.8 percent of teachers in schools with the highest percentage of low-income students have been teaching for two or fewer years, while 9.0 percent of teachers in schools with the lowest percentage of SED students have been teaching for two or fewer years. |
| Out-of-field Teachers by Minority Decile | 1.0 percent of teachers in schools with the highest percentage of minority students held a Limited Assignment Permit; while 0.7 percent of teachers in schools with the lowest percentage of minority students held a Limited Assignment Permit. |
| Out-of-field Teachers by Low-Income Decile | 0.8 percent of teachers in schools with the highest percentage of low-income students held a Limited Assignment Permit; while 0.7 percent of teachers in schools with the lowest percentage of low-income students held a Limited Assignment Permit. |

### California Credentials Issued in 2018–19

In California, teachers may earn a teaching credential through a variety of programs offered by an institution of higher education or through intern programs offered by a school district, COE, or a consortium of districts. All teacher preparation programs must meet the same teacher preparation standards and be accredited by the CTC.

Table 3 shows the total number of full-time equivalent individuals holding teaching documents who were employed in California public schools in 2018–19. The table also shows the numbers as a percentage of the total teaching staff in California. Considering the total number of certificated teaching staff in California’s schools, the number of university and district intern credentials accounted for 1.4 percent and 0.3 percent, respectively. For permits, educators holding STSPs accounted for 1.2 percent and PIPs accounted for 0.8 percent of the total teaching workforce. Educators holding Limited Assignment Teaching Permits represented 0.7 percent and waivers less than 0.1 percent of the workforce.

#### **Table 3: California Teacher Authorizations 2018–19**

| **California Teacher Authorizations** | **2018–19 Number** | **2018–19 Percent of Total** |
| --- | --- | --- |
| Fully Credentialed Teacher (Preliminary and Clear) | 293,558 | 95.5% |
| University Intern Credentials | 4,346 | 1.4% |
| District Intern Credentials | 818 | 0.3% |
| Limited Assignment Teaching Permits | 2,143 | 0.7% |
| PIPs | 2,538 | 0.8% |
| STSPs | 3,635 | 1.2% |
| Variable Term Waivers | 432 | 0.1% |
| Total | 307,470 | 100% |

*Source: Teacher Supply in California: A Report to the Legislature Annual Report   
2018–19. California Commission on Teacher Credentialing, April 2020.*

### Promoting Equitable Access to Teachers Program

The CDE has developed the Promoting Equitable Access to Teachers (PEAT) Program to assist LEAs in identifying and addressing local disparities or equity gaps. A key element of the PEAT Program is a suite of equity tools designed to guide LEAs as they collect and analyze the appropriate data, conduct data analyses to identify potential equity gaps, conduct a root cause analysis and consider various strategies to address disparities, and engage stakeholders in the process. Other PEAT resources address the topics of retention, recruitment, and diversification of the teacher workforce to directly assist LEAs to continuously improve equitable access to teachers. More recently, PEAT staff have added resources on asset-based pedagogies in order to support teachers’ and LEAs’ efficacy in serving California’s culturally rich and diverse communities. Some of these tools were initially developed to help LEAs successfully complete their LCAP Federal Addenda in 2018–19. Now, these tools serve to assist LEAs and school communities to continue addressing any equity gaps in the years ahead. The tools are available on the CDE PEAT Program web page at <https://www.cde.ca.gov/pd/ee/peat.asp>.

In 2018–19, CDE and CTC staff partnered to offer over 31 in-person trainings and several webinars to assist LEAs in transitioning to the changes in CALPADS, to understanding the requirements in CalSAAS, as well as completing the LCAP Federal Addendum. Staff trained over 3,300 people through in-person trainings at COEs and over 1,900 participants via webinar. CDE and CTC staff continued to offer support to LEAs through office hours held each Monday for one hour. Prior to the shelter in place order, CDE and CTC staff collaborated to provide additional courses to update LEAs regarding the CALPADS and CalSAAS changes. These trainings were provided to a variety of regions throughout California; they included in-person trainings as well as online webinars. CDE staff plans to provide extensive technical assistance this winter to assist LEAs to update the educator equity sections of their addenda locally utilizing data provided in CalSAAS.

## Attachment(s)

* **Attachment 1:** 2018–19 California Educator Equity Data (3 pages)

# **2018–19 California Educator Equity Data**

## Table 1: 2018–19 Inexperienced Teachers by Minority Student Enrollment

| Decile Rank for Title I Schools | Number of Schools | Total Student Enrollment | Minority Student Enrollment | Percent of Minority Student Enrollment | Total Teachers | Number of Inexperienced Teachers | Percentage of Inexperienced Teachers |
| --- | --- | --- | --- | --- | --- | --- | --- |
| Decile I | 1,013 | 415,057 | 125,018 | 30.1% | 22,793 | 2,524 | 11.1% |
| Decile 2 | 1,013 | 609,321 | 278,598 | 45.7% | 32,545 | 3,595 | 11.0% |
| Decile 3 | 1,013 | 662,648 | 383,477 | 57.9% | 33,912 | 3,677 | 10.8% |
| Decile 4 | 1,013 | 648,119 | 448,181 | 69.2% | 32,007 | 3,400 | 10.6% |
| Decile 5 | 1,013 | 680,482 | 540,542 | 79.4% | 34,795 | 4,123 | 11.8% |
| Decile 6 | 1,013 | 664,485 | 580,284 | 87.3% | 32,666 | 4,029 | 12.3% |
| Decile 7 | 1,013 | 645,585 | 599,239 | 92.8% | 31,493 | 3,843 | 12.2% |
| Decile 8 | 1,013 | 687,937 | 660,399 | 96.0% | 33,608 | 3,877 | 11.5% |
| Decile 9 | 1,013 | 640,382 | 627,675 | 98.0% | 31,139 | 3,637 | 11.7% |
| Decile 10 | 1,013 | 521,713 | 518,701 | 99.4% | 25,830 | 3,507 | 13.6% |
| Statewide Totals | 10,130 | 6,175,729 | 4,762,114 | 77.1% | 310,788 | 36,212 | 11.7% |

## Table 2: 2018–19 Inexperienced Teachers by Socioeconomically Disadvantaged Student Enrollment

| Decile Rank for Title I Schools | Number of Schools | Total Student Enrollment | SED Enrollment | Percent of SED Student Enrollment | Total Teachers | Number of Inexperienced Teachers | Percentage of Inexperienced Teachers |
| --- | --- | --- | --- | --- | --- | --- | --- |
| Decile I | 1,013 | 702,660 | 83,967 | 11.9% | 34,333 | 3,092 | 9.0% |
| Decile 2 | 1,013 | 729,644 | 201,078 | 27.6% | 36,683 | 3,664 | 10.0% |
| Decile 3 | 1,013 | 679,926 | 280,859 | 41.3% | 34,592 | 3,727 | 10.8% |
| Decile 4 | 1,013 | 641,269 | 351,116 | 54.8% | 33,173 | 3,858 | 11.6% |
| Decile 5 | 1,013 | 607,933 | 402,846 | 66.3% | 30,695 | 3,810 | 12.4% |
| Decile 6 | 1,013 | 603,855 | 456,328 | 75.6% | 30,150 | 3,758 | 12.5% |
| Decile 7 | 1,013 | 567,191 | 469,519 | 82.8% | 28,548 | 3,651 | 12.8% |
| Decile 8 | 1,013 | 590,870 | 521,692 | 88.3% | 29,333 | 3,627 | 12.4% |
| Decile 9 | 1,013 | 580,763 | 538,963 | 92.8% | 28,661 | 3,627 | 12.7% |
| Decile 10 | 1,013 | 471,618 | 455,946 | 96.7% | 24,620 | 3,398 | 13.8% |
| Statewide Totals | 10,130 | 6,175,729 | 3,762,314 | 60.9% | 310,788 | 36,212 | 11.7% |

## Table 3. 2018–19 Out-of-Field Teachers by Minority Student Enrollment

| Decile Rank for Title I Schools | Number of Schools | Total Student Enrollment | Minority Student Enrollment | Percent of Minority Student Enrollment | Total Teachers | Number of Out-of-Field  Teachers | Percentage of Out-of-Field Teachers |
| --- | --- | --- | --- | --- | --- | --- | --- |
| Decile I | 1,013 | 415,057 | 125,018 | 30.1% | 22,793 | 160 | 0.7% |
| Decile 2 | 1,013 | 609,321 | 278,598 | 45.7% | 32,545 | 203 | 0.6% |
| Decile 3 | 1,013 | 662,648 | 383,477 | 57.9% | 33,912 | 283 | 0.8% |
| Decile 4 | 1,013 | 648,119 | 448,181 | 69.2% | 32,007 | 251 | 0.8% |
| Decile 5 | 1,013 | 680,482 | 540,542 | 79.4% | 34,795 | 277 | 0.8% |
| Decile 6 | 1,013 | 664,485 | 580,284 | 87.3% | 32,666 | 228 | 0.7% |
| Decile 7 | 1,013 | 645,585 | 599,239 | 92.8% | 31,493 | 242 | 0.8% |
| Decile 8 | 1,013 | 687,937 | 660,399 | 96.0% | 33,608 | 201 | 0.6% |
| Decile 9 | 1,013 | 640,382 | 627,675 | 98.0% | 31,139 | 253 | 0.8% |
| Decile 10 | 1,013 | 521,713 | 518,701 | 99.4% | 25,830 | 249 | 1.0% |
| Statewide Totals | 10,130 | 6,175,729 | 4,762,114 | 77.1% | 310,788 | 2,347 | 0.8% |

## Table 4. 2018–19 Out-of-Field Teachers by Socioeconomically Disadvantaged Student Enrollment

| Decile Rank for Title I Schools | Number of Schools | Total Student Enrollment | SED Student Enrollment | Percent of SED Student Enrollment | Total Teachers | Number of Out-of-Field  Teachers | Percentage of Out-of-Field Teachers |
| --- | --- | --- | --- | --- | --- | --- | --- |
| Decile I | 1,013 | 702,660 | 83,967 | 11.9% | 34,333 | 230 | 0.7% |
| Decile 2 | 1,013 | 729,644 | 201,078 | 27.6% | 36,683 | 290 | 0.8% |
| Decile 3 | 1,013 | 679,926 | 280,859 | 41.3% | 34,592 | 267 | 0.8% |
| Decile 4 | 1,013 | 641,269 | 351,116 | 54.8% | 33,173 | 258 | 0.8% |
| Decile 5 | 1,013 | 607,933 | 402,846 | 66.3% | 30,695 | 261 | 0.9% |
| Decile 6 | 1,013 | 603,855 | 456,328 | 75.6% | 30,150 | 232 | 0.8% |
| Decile 7 | 1,013 | 567,191 | 469,519 | 82.8% | 28,548 | 203 | 0.7% |
| Decile 8 | 1,013 | 590,870 | 521,692 | 88.3% | 29,333 | 212 | 0.7% |
| Decile 9 | 1,013 | 580,763 | 538,963 | 92.8% | 28,661 | 207 | 0.7% |
| Decile 10 | 1,013 | 471,618 | 455,946 | 96.7% | 24,620 | 187 | 0.8% |
| Statewide Totals | 10,130 | 6,175,729 | 3,762,314 | 60.9% | 310,788 | 2,347 | 0.8% |