# Attachment 2:California ESSA State Plan-Revised State Template for the Consolidated State Plan

## The Elementary and Secondary Education Act of 1965, as amended by the Every Student Succeeds Act



**U.S. Department of Education
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1. Disproportionate Rates of Access to Educators (*ESEA section* *1111(g)(1)(B)):* Describe how low-income and minority children enrolled in schools assisted under Title I, Part A are not served at disproportionate rates by ineffective, out-of-field, or inexperienced teachers, and the measures the SEA will use to evaluate and publicly report the progress of the SEA with respect to such description.[[1]](#footnote-2)

**Evaluating and Reporting Disproportionate Rates of Access to Educators Under the No Child Left Behind Act**

California’s 2016 State Plan to Ensure Equitable Access to Excellent Educators (2016 equity plan), available on the California Department of Education (CDE) Educator Excellence Web page at <http://www.cde.ca.gov/pd/ee/>, includes California’s most recent data regarding the rates at which low-income and minority children enrolled in schools assisted under Title I, Part A are served at disproportionate rates by unqualified, out-of-field, or inexperienced teachers. The definitions provided in Table 28 below were used to collect relevant teacher and student data and calculate disproportionate rates of access to educators (or equity gaps) to meet requirements under the 2001 reauthorization of the Elementary and Secondary Education Act, No Child Left Behind (NCLB).

**Table 27. California Definitions for Purposes of Collecting Equity Data Under NCLB**

| **Term** | **Definition**  |
| --- | --- |
| Unqualified teacher | A teacher who is assigned based on the issuance of a Provisional Intern Permit (PIP), Short-term Staff Permit (STSP), or Variable or Short-term Waiver. |
| Out-of-field teacher | A teacher who holds a Limited Assignment Teaching 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. These students are referred to as socioeconomically disadvantaged (SED) throughout the plan. |

For the 2016 equity plan, the CDE used data collected via the California Longitudinal Pupil Achievement Data System (CALPADS), data collected by the California Commission on Teacher Credentialing (CTC), and *CalEdFacts* to create data profiles that provide information regarding the rates at which low-income and minority children are taught by unqualified, out-of-field, and inexperienced teachers compared to the rates at which other children are taught by these teachers.

At the request of stakeholders, and to provide a more precise depiction of statewide gaps, the plan includes equity gap data with California’s 10,453 schools organized by student demographics into deciles. The 1,002 schools in decile 1 were compared to the 1,002 schools in decile 10.

A summary of disproportionate rates of access to educators as described in the 2016 equity plan is provided in Table 29 below.

**Table 28. Summary of Equity Gaps Described in California’s 2016 Equity Plan**

| **Term** | **Equity Gap** |
| --- | --- |
| Inexperienced Teachers by Minority Decile | 13.5 percent of teachers in California’s schools with the highest percentage of minority students had been teaching for 2 or fewer years, while 10.1 percent of teachers in schools with the lowest percentage of minority students have been teaching for 2 or fewer years. This represents an equity gap of 3.4 percent. |
| Inexperienced Teachers by SED Decile | 14.3 percent of teachers in schools with the highest percentage of SED students have been teaching for 2 or fewer years, while 9.4 percent of teachers in schools with the lowest percentage of SED students have been teaching for 2 or fewer years. This represents an equity gap of 4.9 percent. |
| Unqualified Teachers by Minority Decile | 2.2 percent of teachers in schools with the highest percentage of minority students hold a PIP, STSP, or Waiver; while 0.8 percent of teachers in schools with the lowest percentage of minority students hold a PIP, STSP, or Waiver. This represents an equity gap of 1.4 percent. |
| Unqualified Teachers by SED Decile | 2 percent of teachers in schools with the highest percentage of SED students hold a PIP, STSP, or Waiver; while 1 percent of teachers in schools with the lowest percentage of SED students hold a PIP, STSP, or Waiver. This represents an equity gap of 1 percent. |
| Out-of-field Teachers by Minority Decile | 0.7 percent of teachers in schools with the highest percentage of minority students held a Limited Assignment Permit, while 0.5 percent of teachers in schools with the lowest percentage of minority students hold a Limited Assignment Permit. This represents an equity gap of 0.2 percent. |
| Out-of-field Teachers by SED Decile | 0.6 percent of teachers in schools with the highest percentage of SED students held a Limited Assignment Permit, while 0.4 percent of teachers in schools with the lowest percentage of SED students hold a Limited Assignment Permit. This represents an equity gap of 0.2 percent. |

## Evaluating and Reporting Equity Gaps Under the Every Student Succeeds Act

California’s Local Control Funding Formula (LCFF), enacted in 2013, fundamentally changed how all local educational agencies (LEAs) in the state are funded, how they are measured for results, and the services and supports they receive to allow all students to succeed to their greatest potential. California is committed to aligning state and federal education policies to the greatest extent possible to develop an integrated local, state, and federal accountability and continuous improvement system grounded in the LCFF.

Under the LCFF, LEAs are held accountable for improving student performance. Specifically, California’s LCFF-based system sets eight priorities for school districts and charter schools (ten for county offices of education). 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). Teachers are not appropriately assigned if they are placed in a 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. State law provides that teachers in charter schools shall hold a certificate, permit, or other document equivalent to that which a teacher in other public schools would be required to hold, but grants charter schools credentialing flexibility with regard to non-core, non-college preparatory courses.5

Under NCLB, California did not collect data regarding teacher effectiveness, nor did the state have a definition for the term “ineffective teacher.” The CDE has consulted with diverse stakeholders regarding the most appropriate approach for addressing the Every Student Succeeds Act (ESSA) requirement to evaluate and publicly report data regarding “ineffective” teachers and the students they serve.

To meet ESSA requirements, California’s definition for “ineffective teacher” builds on LCFF Priority 1 by focusing on credential and assignment status – specifically whether teachers are not appropriately assigned or are teaching without a credential – while recognizing the flexibility afforded charter schools under state law. California will meet the requirement by reporting – at the school and district levels and statewide – data illustrating the various credential statuses recognized by state law and teacher misassignments and any equity gaps that may exist within each status. The data profile will include:

* The percent of teachers who are holding either preliminary or clear credentials;
* The percent of teachers with intern credentials;
* The percent of teachers who are misassigned; and
* The percent of teachers with emergency permits, provisional permits, or waivers.

Under the ESSA, the definitions provided in Table 13 below will be used to collect relevant teacher and student data and calculate equity gaps.

**Table 29. California Definitions for Purposes of Collecting Equity Data Under ESSA[[2]](#footnote-3)**

| **Term** | **Definition**  |
| --- | --- |
| Ineffective teacher | An ineffective teacher is any of the following:* An individual whose assignment is legally authorized by an emergency permit that does not require possession of a full teaching license; or
* A teacher who holds a teaching credential but does not possess a permit or authorization that temporarily allows them to teach outside of their credentialed area (misassigned); or
* An individual who holds no credential, permit, or authorization to teach in California.

Under this definition, teachers with the following limited emergency permits would be considered ineffective: * Provisional Internship Permits,
* Short-Term Staff Permits
* Variable Term Waivers

Substitute permits or Teaching Permits for Statutory Leave (TPSL) holders serving as the teacher of record. |
| Out-of-field teacher | A credentialed out-of-field teacher is: A credentialed 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, the following limited permits will be considered out of field:* General Education Limited Assignment Permit (GELAP)
* Special Education Limited Assignment Permit (SELAP)
* Short-Term Waivers
* Emergency English Learner or Bilingual Authorization Permits
* Local Assignment Options **<Start add>**except for those made pursuant to California Code of Regulations, Title 5, Section 80005(b)**<End add>.**
 |
| 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.  |

**<Start delete>**California is currently determining the process through which teacher misassignment data will be collected. Once the process has been clarified, and no later than spring 2019, the CDE will use data collected via the CALPADS, data collected by the CTC, and *CalEdFacts***<End delete><Start add>**The CDE and the CTC entered into a data-sharing memorandum of understanding, which led to the modernization of the statewide system for teacher assignment monitoring and to the development of the California Statewide Assignment Accountability System (CalSAAS). CalSAAS identifies potential teacher misassignments and provides a communication platform for LEAs to address and resolve them. This has enabled CDE**<End add>**to create data profiles that provide information regarding the rates at which low-income and minority children are taught by teachers in the credential and assignment statuses recognized by state law, consistent with the ineffective teacher definition, out-of-field teachers, and inexperienced teachers, compared to the rates at which other children are taught by these types of teachers. The data profile **<Start delete>** will **<End delete>** include**<Start add>**s**<End add>** comparisons for each of these components. To provide a more precise depiction of equity gaps, California will **<Start delete>** continue to**<End delete>** organize data by **<Start delete>** deciles**<End delete><Start add>**quartiles**<End add>**.

Each year, the CDE will use this data to evaluate equity gaps and prepare a report that communicates the state’s progress toward eliminating equity gaps. The report will be provided to the State Board of Education and posted on CDE Web pages.

Beyond the evaluation and public reporting of equity gaps, California will take a number of steps to ensure that low-income and minority children enrolled in schools assisted under Title I, Part A are not served at disproportionate rates by ineffective, out-of-field, or inexperienced teachers. Under ESSA Section 1112(b)(2), each LEA is required to submit a plan to the state educational agency (SEA) that describes how it will identify and address any disparities that result in low-income students and minority students being taught at higher rates than other students by ineffective, inexperienced, or out-of-field teachers. Beginning in the 2018–19 school year, LEAs will need to address this provision in the LCAP Addendum. The LCAP is the LEA strategic planning document that is submitted every three years and updated annually, while the Addendum ensures LEAs are meeting federal planning requirements and is submitted to the SEA for approval. In reviewing LCAP Addenda, the SEA will only approve LEA plans that include descriptions about how the LEA will identify and address any disparities that result in low-income students and minority students being taught at higher rates than other students by ineffective, inexperienced, or out-of-field teachers. If the LEA’s response is insufficient, California will return the LCAP Addendum with suggestions for ways to strengthen the LEA’s response.

Further, once updates to California’s procedures for calculating, reporting, and evaluating equitable access to teachers are completed and new procedures have been established, the CDE will provide training to the relevant state and local educational agencies to promote statewide understanding of the new requirements as they relate to the LCAP process and to provide support in informing LEAs about the new teacher equity reporting process. State and county educational agencies within the statewide system of support will collaborate to develop and provide resources, tools, support, and technical assistance regarding teacher equity issues that will be available to all LEAs (Level 1 supports). These agencies will also develop and provide needs assessment, root cause analysis, improvement planning, evidence-based decision making, and performance and progress monitoring tools and training that is differentiated to the needs of LEAs that have been identified as having persistent teacher equity gaps (Level 2 supports). LEAs will also be provided with expert points of contact at the state and regional levels with whom they can discuss available guidance and be supported to develop strong teacher equity plans.

**Table 30<Start add>a<End add>. 2014–15 Inexperienced Teachers for Title I Schools by Minority Student Enrollment**

| **Quartile 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** | **Percent of Inexperienced Teachers** |
| --- | --- | --- | --- | --- | --- | --- | --- |
| **Quartile 1** | 1,616 | 777,822 | 400,462 | 51.5% | 40,914 | 4,874 | 11.9% |
| **Quartile 2** | 1,611 | 1,017,172 | 849,284 | 83.5% | 48,509 | 5,978 | 12.3% |
| **Quartile 3** | 1,614 | 1,052,844 | 1,000,984 | 95.1% | 49,811 | 5,916 | 11.9% |
| **Quartile 4** | 1,613 | 1,030,616 | 1,019,670 | 98.9% | 48,882 | 6,236 | 12.8% |
| **Title I****Total** | 6,454 | 3,878,454 | 3,270,400 | 84.3% | 188,116 | 23,004 | 12.2% |
| **Statewide Total** | 10,028 | 6,224,433 | 4,697,286 | 75.5% | 300,997 | 35,525 | 11.8% |

**<Start add> Table 30b. 2019–20 Ineffective Teachers for Title I Schools by Minority Student Enrollment**

| **Quartile 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** | **Percent of Inexperienced Teachers** |
| --- | --- | --- | --- | --- | --- | --- | --- |
| **Quartile 1** | 1,784 | 855,244 | 466,246 | 54.5% | 45,660 | 3,439 | 7.5% |
| **Quartile 2** | 1,785 | 1,109,614 | 935,282 | 84.3% | 54,516 | 4,703 | 8.6% |
| **Quartile 3** | 1,785 | 1,145,346 | 1,091,641 | 95.3% | 54,764 | 4,209 | 7.7% |
| **Quartile 4** | 1,784 | 1,041,601 | 1,029,093 | 98.8% | 48,900 | 5,806 | 11.9% |
| **Title I****Total** | 7,138 | 4,151,805 | 3,038,209 | 73.2% | 203,840 | 18,157 | 8.9% |
| **Statewide Total** | **10,020** | **6,147,573** | **3,648,614** | **59.4%** | **300,939** | **24,323** | **8.1%** |

**<End add>**

**Table 3<Start delete>1<End delete><Start add>0c<End add>. 2014–15 Out of Field Teachers for Title I Schools by Minority Student Enrollment**

| **Quartile 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** | **Percent of Out of Field Teachers** |
| --- | --- | --- | --- | --- | --- | --- | --- |
| **Quartile 1** | 1,616 | 777,822 | 400,462 | 51.5% | 40,914 | 226 | 0.6% |
| **Quartile 2** | 1,611 | 1,017,172 | 849,284 | 83.5% | 48,509 | 327 | 0.7% |
| **Quartile 3** | 1,614 | 1,052,844 | 1,000,984 | 95.1% | 49,811 | 327 | 0.7% |
| **Quartile 4** | 1,613 | 1,030,616 | 1,019,670 | 98.9% | 48,882 | 354 | 0.7% |
| **Title I** **Total** | 6,454 | 3,878,454 | 3,270,400 | 84.3% | 188,116 | 1,234 | 0.7% |
| **Statewide Total** | 10,028 | 6,224,433 | 4,697,286 | 75.5% | 300,997 | 1,953 | 0.6% |

**Table 3<Start delete>2<End delete><Start add>1a<End add>. 2014–15 Inexperienced Teachers for Title I Schools by Socioeconomically Disadvantaged Student Enrollment**

| **Quartile Rank for Title I Schools** | **Number of schools** | **Total Student Enrollment** | **Socio-economically Disadvantaged Student Enrollment** | **Percent of Socio-economically Disadvantaged Student Enrollment** | **Total Teachers** | **Number of Inexperienced Teachers** | **Percent of Inexperienced Teachers** |
| --- | --- | --- | --- | --- | --- | --- | --- |
| **Quartile 1** | 1,613 | 966,149 | 447,575 | 46.3% | 48,601 | 5,417 | 11.1% |
| **Quartile 2** | 1,614 | 966,758 | 727,573 | 75.3% | 46,376 | 5,785 | 12.5% |
| **Quartile 3** | 1,614 | 996,175 | 868,422 | 87.2% | 47,390 | 5,803 | 12.2% |
| **Quartile 4** | 1,613 | 949,372 | 902,922 | 95.1% | 45,749 | 5,999 | 13.1% |
| **Title I** **Total** | 6,454 | 3,878,454 | 2,946,492 | 76.0% | 188,116 | 23,004 | 12.2% |
| **Statewide Total** | 10,028 | 6,224,433 | 3,760,569 | 60.4% | 300,997 | 35,525 | 11.8% |

**<Start add>Table 31b. 2019–20 Ineffective Teachers for Title I Schools by Socioeconomically Disadvantaged Student Enrollment**

| **Quartile Rank for Title I Schools** | **Number of schools** | **Total Student Enrollment** | **Socio-economically Disadvantaged Student Enrollment** | **Percent of Socio-economically Disadvantaged Student Enrollment** | **Total Teachers** | **Number of Inexperienced Teachers** | **Percent of Inexperienced Teachers** |
| --- | --- | --- | --- | --- | --- | --- | --- |
| **Quartile 1** | 1,784 | 1,085,435 | 484,961 | 44.7% | 54,401 | 4,209 | 7.7% |
| **Quartile 2** | 1,785 | 1,077,499 | 773,820 | 71.8% | 53,666 | 4,738 | 8.8% |
| **Quartile 3** | 1,785 | 1,035,200 | 881,247 | 85.1% | 49,881 | 4,588 | 9.2% |
| **Quartile 4** | 1,784 | 953,671 | 898,181 | 94.2% | 45,892 | 4,622 | 10.1% |
| **Title I** **Total** | 7,138 | 4,151,805 | 3,038,209 | 73.2% | 203,840 | 18,157 | 8.9% |
| **Statewide Total** | **10,020** | **6,147,573** | **3,648,614** | **59.4%** | **300,939** | **24,323** | **8.1%** |

**<End add>**

**Table 3<Start delete>4<End delete><Start add>1c<End add>. 2014–15 Out of Field Teachers for Title I Schools by Socioeconomically Disadvantaged Student Enrollment**

| **Quartile Rank for Title I Schools** | **Number of schools** | **Total Student Enrollment** | **Socio-economically Disadvantaged Student Enrollment** | **Percent of Socio-economically Disadvantaged Student Enrollment** | **Total Teachers** | **Number of Out of Field Teachers** | **Percent of Out of Field Teachers** |
| --- | --- | --- | --- | --- | --- | --- | --- |
| **Quartile 1** | 1,613 | 966,149 | 447,575 | 46.3% | 48,601 | 284 | 0.6% |
| **Quartile 2** | 1,614 | 966,758 | 727,573 | 75.3% | 46,376 | 353 | 0.8% |
| **Quartile 3** | 1,614 | 996,175 | 868,422 | 87.2% | 47,390 | 351 | 0.7% |
| **Quartile 4** | 1,613 | 949,372 | 902,922 | 95.1% | 45,749 | 246 | 0.5% |
| **Title I** **Total** | 6,454 | 3,878,454 | 2,946,492 | 76.0% | 188,116 | 1,234 | 0.7% |
| **Statewide Total** | 10,028 | 6,224,433 | 3,760,569 | 60.4% | 300,997 | 1,953 | 0.6% |

**Table 3<Start delete>4<End delete><Start add>2a<End add>. 2014–15 Unqualified Teachers by Socioeconomically Disadvantaged Student Enrollment**

| School Type | Number of schools | Total Student Enrollment | Socio-economically Disadvantaged Student Enrollment | Percent of Socio-economically Disadvantaged Student Enrollment | Total Teachers | Number of Unqualified Teachers | Percent of Unqualified Teachers |
| --- | --- | --- | --- | --- | --- | --- | --- |
| Title I  | 6,454 | 3,878,454 | 2,946,492 | 76.0% | 188,116 | 2,940 | 1.6% |
| Non-Title I | 3,574 | 2,345,979 | 814,077 | 34.7% | 112,881 | 1,555 | 1.4% |
| Statewide Total | 10,028 | 6,224,433 | 3,760,569 | 60.4% | 300,997 | 4,495 | 1.5% |

**<Start add>Table 32b. 2019–20 Ineffective Teachers by Socioeconomically Disadvantaged Student Enrollment**

| School Type | Number of schools | Total Student Enrollment | Socio-economically Disadvantaged Student Enrollment | Percent of Socio-economically Disadvantaged Student Enrollment | Total Teachers | Number of Unqualified Teachers | Percent of Unqualified Teachers |
| --- | --- | --- | --- | --- | --- | --- | --- |
| Title I  | 7,138 | 4,151,805 | 3,038,209 | 73.2% | 203,840 | 18,157 | 8.9% |
| Non-Title I | 2,882 | 1,995,768 | 610,405 | 30.6% | 97,099 | 6,166 | 6.4% |
| Statewide Total | **10,020** | **6,147,573** | **3,648,614** | **59.4%** | **300,939** | **24,323** | **8.1%** |

**<End add>**

**Table 3<Start delete>5<End delete><Start add>2c<End add>. 2014–15 Out of Field Teachers by Socioeconomically Disadvantaged Student Enrollment**

| School Type | Number of schools | Total Student Enrollment | Socio-economically Disadvantaged Student Enrollment | Percent of Socio-economically Disadvantaged Student Enrollment | Total Teachers | Number of Out of Field Teachers | Percent of Out of Field Teachers |
| --- | --- | --- | --- | --- | --- | --- | --- |
| Title I  | 6,454 | 3,878,454 | 2,946,492 | 76.0% | 188,116 | 1,234 | 0.7% |
| Non-Title I | 3,574 | 2,345,979 | 814,077 | 34.7% | 112,881 | 719 | 0.6% |
| Statewide Total | 10,028 | 6,224,433 | 3,760,569 | 60.4% | 300,997 | 1,953 | 0.6% |

1. Consistent with ESEA section 1111(g)(1)(B), this description should not be construed as requiring a State to develop or implement a teacher, principal or other school leader evaluation system. [↑](#footnote-ref-2)
2. California *Education Code (EC)* Section 47605(l) states that teachers in charter schools shall hold a CTC certificate, permit, or other document equivalent to that which a teacher in other public schools would be required to hold. However, *EC* Section 47605(l) grants charter schools credentialing flexibility with regard to non-core, non-college preparatory courses. Therefore, the ESSA required definitions and approach to reporting data for ineffective, out-of-field, and inexperienced teachers will account for the statutory flexibility afforded to charter schools under state law. [↑](#footnote-ref-3)