

FINAL REPORT TO THE WASHINGTON LEGISLATURE

Professional Educator Collaborative

November 2021



Executive summary

Washington state faces **ongoing and critical shortages of skilled and qualified educators**, especially those who work with Washington’s youngest students in elementary education or in small towns and rural areas (Professional Educator Standards Board [PESB], 2021a).

Recognizing this ongoing challenge, the Washington State Legislature passed Engrossed Second Substitute House Bill 1139 (E2SHB 1139) in the 2019 session. The bill aims to address the state’s educator shortage and improve the identification, training, hiring, retention, and support of effective educators across the state. The legislation emphasized that, to accomplish these goals, Washington must have a “comprehensive and coordinated long-term vision that addresses Washington’s demands for an excellent, effective educator workforce” (E2SHB 1139, 2019, p. 58).

Among the many areas covered by this comprehensive legislation, E2SHB 1139 established the Professional Educator Collaborative to make “recommendations on how to improve and strengthen state policies, programs, and pathways that lead to highly effective educators at each level of the public school system” (E2SHB 1139, 2019, p. 59).

The Collaborative is charged with providing recommendations on educator preparation, recruitment, retention, professional learning and development, leadership, evaluation for effectiveness, and systems monitoring.

— E2SHB 1139, 2019

The Collaborative was asked to “examine issues related to educator recruitment, certification, retention, professional learning and development, leadership, and evaluation for effectiveness ... consider what barriers and deterrents hinder the recruitment and retention of professional educators, including those from underrepresented populations ... [and] ... consider what incentives and supports could be provided at each stage of an educator’s career to produce a more effective educational system” (E2SHB, 2019, p. 60).

Specifically, the Collaborative was directed to review the following issues:

1. “Educator recruitment, including the role of school districts, community and technical colleges, preparation programs, and communities; and the efficacy of financial incentives and other types of support on recruitment.
2. Educator preparation, including traditional and alternative route program design and content; the role of community and technical colleges; field experience duration and quality; the efficacy of financial assistance and incentives, such as apprenticeship models

or other methods of providing compensation to working candidates on program completion; school district and community connections; and the need for and efficacy of academic and social support for students.

3. Educator certificate types and tiers, including requirements for an initial or first-tier certificate; requirements for advanced certificates; and requirements that are transferable between certificate types.
4. Educator certificate renewal requirements, including comparing professional growth plan requirements with the teacher and principal residency certificate renewal requirements established in RCW 28A.410.251.
5. Educator evaluation, including comparison to educator certificate renewal requirements to determine inconsistent or duplicative requirements or efforts; implementation issues and tool refinement; and relationships with educator compensation.
6. Educator certificate reciprocity.
7. Professional learning and development opportunities, particularly for mid-career teachers.
8. Leadership in the education system, including best practices of high-quality leaders; training for principals and administrators; and identifying and developing teachers as leaders.
9. Systems monitoring, including collection of outcomes data on educator production, employment, and retention, and the value in a cost-benefit analysis of state recruitment and retention activities” (E2SHB 1139, 2019, p. 60–61).

Formed in 2020, the Collaborative met 21 times to discuss issues associated with this legislative charge and offer recommendations that range from policy changes to increased investments. Membership in the Collaborative was specified in the legislation and includes one voting representative from each of the following: PESB, Office of Superintendent of Public Instruction (OSPI), the Washington Association of Colleges for Teacher Education, the Washington State School Directors’ Association, the Washington Education Association, the Washington Association of School Administrators, the Association of Washington School Principals, and the Washington School Counselor Association. The Collaborative also includes legislators from the two largest caucuses of the Senate and the House of Representatives.

The Collaborative’s final **recommendations are organized around the five steps in the educator career continuum**, “the journey an educator takes as they navigate pathway options, preparation programs, certification, and growth opportunities throughout their professional roles” (PESB, 2021b, p. 8).

Table ES-1. The Washington state Professional Educator Collaborative’s recommendations aim to accomplish goals that align with the five steps in the educator career continuum

| Step | Goal |
|------------------------------|---|
| Access and identify | Recruit Washington’s educator candidates through multiple pathways and avenues to explore and access careers in education |
| Preparation | Prepare Washington’s educator candidates to meet the needs of each and every student |
| Placement¹ | Promote inclusive, cohort-based hiring that includes student voice and more training for staff who do the hiring |
| Retention | Reduce educator turnover rates through effective human resources practices, financial incentives, and investing in mentoring and leadership |
| Growth and transition | Create greater accessibility to “un-siloed” professional learning that meets student and community needs and capitalizes on existing assets |

¹ Placement differs from Access and Identify in that placement is about hiring employees in school districts while Access and Identify is about recruiting students into preparation programs.

Overview of recommendations

The following table provides an overview of the high-level recommendations resulting from the Collaborative review of the issues listed above.

Table ES-2. The Washington state Professional Educator Collaborative’s recommendations align with the five steps in the educator career continuum

| Step | Recommendation |
|----------------------------|--|
| Access and identify | <p>The Collaborative recommends expanding grow your own educators initiatives, creating stronger collaboration among educator preparation programs, PESB, OSPI, school districts, and educators’ unions to expand grow-your-own teacher programs, bridge courses, and guided pathways and other options to encourage students at all levels to pursue careers in education including a paid residency or other financial incentive models. In addition, these programs need enhanced advertising about their availability and stronger transitions among programs.</p> <p>The Collaborative recommends supporting transitions into the education profession, with school districts collaboratively developing stronger transitions for second year teacher candidates and supporting transition into the profession.</p> |
| Preparation | <p>The Collaborative recommends that educator preparation programs and PESB promote consistent use of best practices across educator preparation programs while ensuring program accountability as directed by state law.</p> <p>The Collaborative recommends that PESB and OSPI implement a paid residency program for all teacher preparation pathways.</p> <p>The Collaborative recommends that educator preparation programs, PESB, OSPI, school districts, and educational service districts (ESDs) collaboratively enhance a statewide infrastructure for mentoring candidates as they transition from educator preparation programs to districts and ESDs.</p> |

Placement

The Collaborative recommends that PESB encourage school districts to adopt best practices in hiring (HB 1644, 2017) and district human resources professionals to be credentialed. Best practices could be incentivized to promote inclusive, cohort-based hiring that includes student voice, cultural competency, diversity, equity, inclusion, and more training for staff involved in making hiring decisions.

The Collaborative recommends that OSPI Beginning Educator Support Team (BEST) program, educator preparation programs, and school districts collaborate to enhance partnerships at transition points to ensure effective mentoring and student teaching (e.g., ensure school districts carefully assign buildings, classes, and mentors to student teachers).

The Collaborative recommends that state and local policy support inclusive placement and selection for all roles, including school board and educator roles, making the educator system more accessible to all people living in the school community.

Retention

The Collaborative recommends that OSPI and PESB establish a workgroup to examine human resources and instructional practices of districts and ESDs with relatively high retention rates for various groups of educators. The workgroup will study success, incorporate the learnings from the existing BEST program, and create suggestions for sharing effective practices with other districts and scaling them up.

The Collaborative recommends that community partners and professional learning organizations be incentivized to strengthen and support educator retention during the first five years.

Growth and transition

The Collaborative recommends that state agencies, educator preparation programs, and educator associations develop and recommend a professional learning system for educators focused on evidence-based applications of learning in the classroom. As part of this system, PESB could determine whether there is an interest in developing optional credentials across educator roles in emerging content areas, if directed by the legislature, including but not limited to: elementary and secondary computer science, social and emotional learning, mastery-based learning, ethnic studies, and climate science.

The Collaborative recommends that PESB develop a professional learning infrastructure in which community experts help cohorts of educators access and use knowledge from the communities they serve in regions across the state. This could include working closely with content experts and community organizations to develop learning and implementation systems that are adequately resourced. Groups could include the state Office of Equity, ethnic commissions, Governor's Office of Indian Affairs, community-based organizations, OSPI, school districts, ESDs, and professional associations.

The Collaborative recommends that state agencies and school districts collaborate to create “un-siloed” professional learning options that promote improved learning, coordination across roles, common language and shared understandings, and leveraging of various funding sources.

The Collaborative’s recommendations aim to ensure that all Washington students are served by effective educators. They also support the creation of a system that attracts and retains more effective educators to meet the increasing demand in the field and encourages a range of people across the state to enter the profession and serve the students in their own communities. The recommendations seek to realize the Collaborative’s **vision for a coherent student- and family-centered public education system, where everyone works to break down existing silos and collaborates to meet the needs of students, their families, and the educators who serve them.**

Contents

| | |
|--|----|
| Executive summary | i |
| Introduction | 1 |
| Mapping across the career continuum..... | 7 |
| Recommendations..... | 10 |
| Conclusion | 27 |
| Acknowledgements | 29 |
| Appendices | 30 |
| References | 43 |

Introduction

More than 1.1 million students attend Washington public schools (OSPI, n.d.).

In response to their needs, the Washington State Legislature passed **E2SHB 1139** in April 2019. This bill aims to address Washington’s educator shortage and improve the identification, training, hiring, retention, and support of effective educators across the state. Parts I through III of the bill focus on educator recruitment and retention and on financial incentives, assistance, and supports. Part IV establishes the Professional Educator Collaborative (the Collaborative) and describes its charge (Part IV is reproduced in Appendix A):

All students need “highly effective educators, especially in high-need subject, grade-level, and geographic areas,” who can access “a cohesive continuum of high-quality professional learning from preparation programs to job embedded induction, mentoring, collaboration, and other professional development opportunities.”

— E2SHB 1139, 2019, p. 1²

- › To make recommendations on how to improve the mechanisms that lead to highly effective educators
- › To address educator recruitment, certification, retention, professional learning and development, leadership, and evaluation systems³
- › To consider the incentives and supports necessary for educators at all stages to thrive in their careers and for the creation of a more effective educational system
- › To document its work in a preliminary report focused on certification (2020) and a final report (2021)

² “‘Educator’ means a paraeducator, teacher, principal, administrator, superintendent, school counselor, school psychologist, school social worker, school nurse, school physical therapist, school occupational therapist, or school speech-language pathologist or audiologist. ‘Educator’ includes persons who hold, or have held, certificates as authorized by rule of the Washington PESB” (E2SHB 1139, 2019, p. 60).

³ A glossary of key terms is included in Appendix D.

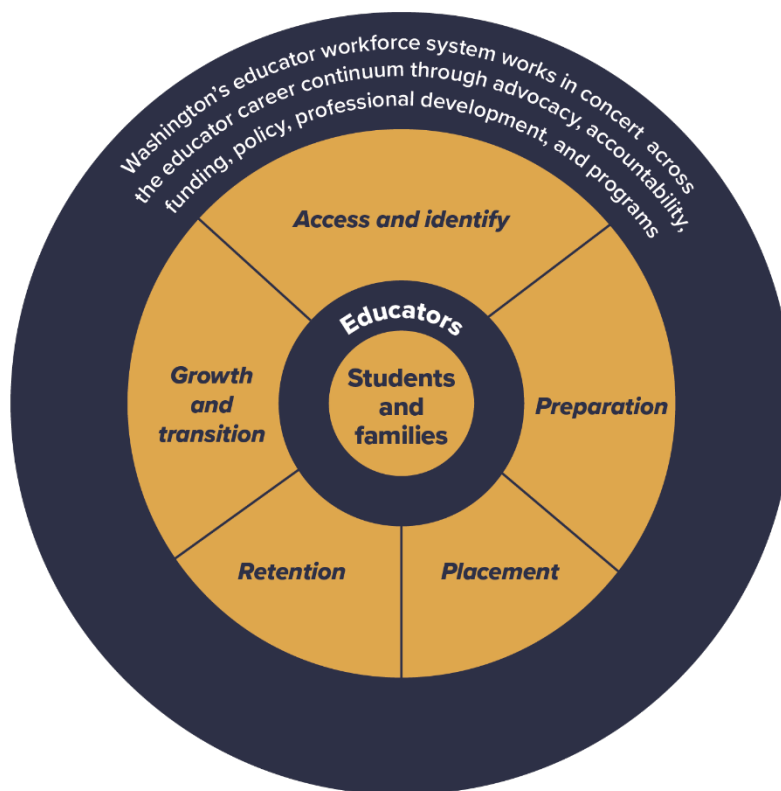
In November 2020, the Collaborative made **preliminary recommendations** for educator certification and identified issues for future discussion that were relevant to the other topics of focus listed in the bill.⁴

This report presents the Collaborative’s final **recommendations for ensuring that high-quality educators serve students in Washington**, who enter the system with a wide range of needs and circumstances including race-ethnicity, gender and sexual orientation, physical and mental health, rurality, special needs and disabilities, and religion.

To meet the need for more educators, especially in rural communities and in some roles and subject areas, the recommendations intend to foster a system where more educators come from the places where they work and are prepared to fill gaps in areas of highest need. The recommendations aim to support the Collaborative’s **“comprehensive and coordinated long-term vision that addresses Washington’s demands for an excellent, effective educator workforce”** (E2SHB 1139, 2019, p. 58); **centers students and families; and ensures the many stakeholders involved work “in concert”** (E2SHB 1139, 2019, p. 2) rather than in silos (figure 1).

⁴ A summary of the preliminary report is included in Appendix B. For more information on the process, a brief overview of the work groups’ meetings is presented in Appendix C.

Figure 1. The Professional Educator Collaborative’s vision for Washington state’s education system



Source: Professional Educator Standards Board (PESB)

Figure 1 illustrates the **guiding principles the Collaborative has developed**; these lie at the core of the Collaborative’s vision for an education system that produces enough effective educators to serve every student in the state. These principles center students and families in all deliberations and recommendations. They also promote “un-siloing” (moving away from the common practice of agencies and institutions working in isolation while pursuing shared goals) and coordinating efforts.

In the envisioned system:

- › Students and families are at the center.
- › Educators who serve them are at the next level.
- › At a given point in time, each educator’s career falls somewhere along the continuum depicted in the third ring of the figure. The continuum is defined as “the journey an

educator takes as they navigate pathway options, preparation programs, certification, and growth opportunities throughout their professional roles” (PESB, 2021b, p. 8).

- › The outer ring represents agencies, organizations, and other components of the educator workforce system supporting educators across the continuum. These organizations accomplish their work through various roles, including advocacy, accountability, funding, policy, professional development, and programs.

The Collaborative’s vision centers students and families in all deliberations and recommendations.

A student- and family-centered approach is necessary to successfully implement the recommendations in this report and to positively impact student academic as well as social and emotional outcomes, or “the knowledge, skills, and attitudes to develop healthy identities, manage emotions and achieve personal and collective goals, feel and show empathy for others, establish and maintain supportive relationships, and make responsible and caring decisions” (CASEL, n.d.).

When student and family voices are elevated within the school system, students and families are more likely to feel connected and valued. Centering student and family voices in practice and policy could encourage schools to increase their focus on considering and meeting the needs of students, families, and communities, which may improve student outcomes (Jones & Kahn, 2017).

Furthermore, when students feel connected, valued, and reflected within the education system, they may be more likely to consider a career in education (Aragorn, 2018; Graham & Erwin, 2011).

With this evidence in mind, the Collaborative hopes its recommendations will create a system where students have support as they face the effects of the social, economic, and political climate; poverty; and other personal and societal challenges.

Student voice is crucial to having a successful and healthy school environment. We believe that students are the individuals who live the full effects of procedures, policies, and curriculum in schools. We believe that student voice doesn't end with a single meeting, a single group of students, or a single decision. Student voice must be woven into every matter in education.

—Collaborative member,
Collaborative Meeting 9,
November 5, 2020

Parents will always need to be included and as students get older their role in advocating for themselves takes center stage. We need to make sure that in our systems we allow for many types/opportunities and understand and connect with those who students consider family and significant adults.

—Collaborative member,
Collaborative Meeting 19,
August 13, 2021

The recommendations also aim to promote increased collaboration between educator preparation programs and school districts to develop curricula that reflect the needs of students, families, and communities. Ultimately, the Collaborative wants to support school environments where students feel safe and welcome and have a positive experience.

The Collaborative recognizes the importance of “un-siloing.” Some state education systems are organized into narrowly focused silos or agencies which excel at “solving problems that fall neatly within these silos” but may struggle to collaborate to solve complex problems that straddle different agencies (Urban, 2018, p. 3). When these silos are broken down, student needs can be met more effectively by the coordinated efforts of many educators and other practitioners who work in the complex system. In an “un-siloed” system, entities routinely collaborate to ensure that educators receive consistent messaging and learning.

In Washington, entities in the education system include but are not limited to the 10 organizations that E2SHB 1139 mandates to be represented in the Collaborative (see appendix E for a list of the organizations). These stakeholders play multiple, overlapping roles at various stages of the educator career continuum. Each entity brings distinctive expertise to this system.

The Collaborative believes in the power of collective action and acknowledges that “un-siloing” means sharing duties and control (Manuel, 2021). To successfully implement the recommendations in this report, all partners will need to act in a unified manner at state and local levels, in contrast to the decentralized and discrete efforts currently in place. “Un-siloing” will create continuity across the educator career continuum so that individuals feel that they belong in the field regardless of the stage of their career or their professional role. This will improve educator retention (Carver-Thomas, 2018) and make the process more cost effective.

This final report is organized as follows:

1. An overview of the complex **context** in which educators meet student needs
2. A list of the Collaborative's final **recommendations**, grouped into the educator career continuum areas shown in figure 1

The report also has five appendices:

- › Appendix A reproduces Part IV of E2SHB 1139
- › Appendix B summarizes the preliminary report
- › Appendix C provides a brief overview of the Collaborative's meetings
- › Appendix D is a glossary of key terms
- › Appendix E lists the Collaborative members and their affiliations

Mapping across the career continuum

This section provides a **framework and graphical illustrations to organize the Collaborative’s work** related to educator preparation, certification, recruitment, retention, professional learning and development, leadership, evaluation, and systems monitoring, **as well as the different agencies and organizations that operate within the state education system.**

The topics outlined in E2SHB 1139 can be **organized around the steps in the educator career continuum**: access and identify, preparation, placement, retention, and growth and transition (PESB, 2021b). Table 1 provides a crosswalk of the steps and the E2SHB 1139 topics.

Table 1. Crosswalk of the educator career continuum steps and E2SHB 1139 topics

| Steps in the career continuum | Topics from E2SHB 1139 |
|-------------------------------|---|
| Access and identify | Recruitment, leadership, systems monitoring |
| Preparation | Preparation, leadership, systems monitoring |
| Placement ⁵ | Certification, leadership, systems monitoring |
| Retention | Retention, leadership, systems monitoring |
| Growth and transition | Professional learning and development, leadership, evaluation for effectiveness, systems monitoring |

Many actors, including community organizations, education associations, and state and local partners, play one or more roles in the process. These roles include accountability, advocacy, grant-making, policy, and program implementation (figure 2).

⁵ Placement differs from Access and Identify in that placement is about hiring employees in school districts while Access and Identify is about recruiting students into preparation programs.

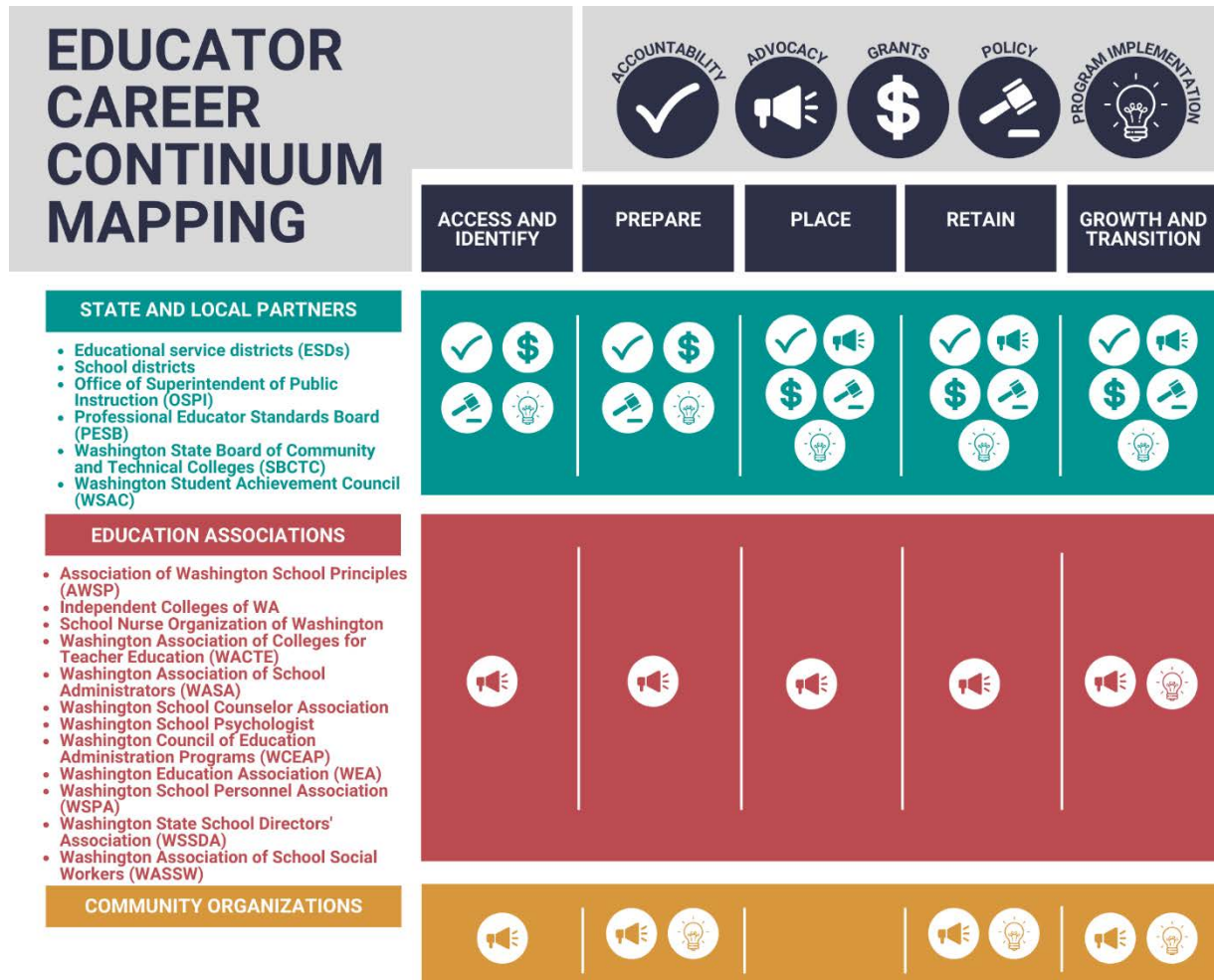
Figure 2. Roles in the educator career continuum



Source: PESB

State and local partners such as educational service districts (ESDs), school districts, Office of Superintendent of Public Instruction (OSPI), PESB, State Board for Community and Technical Colleges, and Washington Student Achievement Council (WSAC) are involved with all or most roles along the continuum, while education associations, which represent educators in the field, also play an advocacy role throughout (figure 3).

Figure 3. Actors and their roles in the Washington state educator career continuum



Source: PESB

Recommendations

The Collaborative developed the following recommendations to fulfill its vision of a coherent student- and family-centered public education system in which all the actors involved break down existing silos and collaborate to meet the needs of students, their families, and the educators who serve them. The recommendations are aligned with specific stages and goals of the educator career continuum in Washington state (PESB, 2021b).

Each set of recommendations is accompanied by example strategies that support one or more recommendations in the set. The recommendations assume that the legislature will provide sufficient resources to carry them out.

Access and identify

Issue(s) the recommendations aim to solve: Challenges in recruiting individuals to become professional educators at all levels across the state

Washington's educator shortage is a complex issue requiring multi-faceted solutions, policy innovation, and collective action. Steady progress has been made to reduce educator shortages through innovative strategies and policies at local, regional, and state levels. However, demographic, content, role, and geographic shortages persist.

Washington continues to face extreme shortages of educators who reflect the demographics of K–12 students and are equipped to meet the range of needs students face. Closing this gap is a critical step in making public education more equitable.

Perennial shortages in some areas, such as special education and English language learning, are widespread. Other content and role shortages, such as school counselors and school psychologists, vary by district. Rural school districts in Washington have the most pronounced geographic shortages (PESB, 2021a).

Through the implementation of E2SHB 1139, the legislature and educational partners statewide have made significant progress in building the educator workforce. Now, Washington has an opportunity to advance our education system by supporting diverse pathways into education, making strategic investments for professional development in the workforce, and prioritizing access to and retention in the profession through innovative policy change.

Charge from the bill:

- › “Educator recruitment, including the role of school districts, community and technical colleges, preparation programs, and communities, and the efficacy of financial incentives and other types of support on recruitment” (E2SHB 1139, p. 60)
- › “Leadership in the education system, including best practices of high quality leaders, training for principals and administrators, and identifying and developing teachers as leaders” (E2SHB 1139, p. 61)
- › “Systems monitoring, including collection of outcomes data on educator production, employment, and retention, and the value in a cost-benefit analysis of state recruitment and retention activities” (E2SHB 1139, p. 61)

Goal: Provide Washington’s educator candidates with multiple pathways and avenues to explore and access a career in education

Why? Educators who enter the profession through programs with strong support, clear pathways, and support through transitions are more likely to complete their training and be hired and retained as educators (Connally et al., 2017; Gist et al., 2019; Guha et al., 2016).

Recommendations

1. The Collaborative recommends expanding grow your own educators initiatives, creating stronger collaboration among educator preparation programs, PESB, OSPI, school districts, and educators’ unions to expand grow-your-own teacher programs, bridge courses, and guided pathways and other options to encourage students at all levels to pursue careers in education including a paid residency or other financial incentive models. In addition, these programs need enhanced advertising about their availability and stronger transitions among programs.
2. The Collaborative recommends supporting transitions into the education profession, with school districts collaboratively developing stronger transitions for second year teacher candidates and supporting transition into the profession.

Example strategies

- a. PESB, school districts, and educator preparation programs can launch new or use existing heritage language programs as pathways to educator certification to meet state needs for bilingual educators (recommendation 1).

- b. PESB could steward a grant program for educator preparation programs to develop bridge courses that support the effective implementation of coordinated grow-your-own efforts through guided pathways (recommendation 1).
- c. PESB, OSPI, and the Association of Washington Student Leaders (AWSL) can leverage high school teacher preparation program candidates as advocates for the profession through the Recruiting Washington Teacher program, the Bilingual Educators Initiative, and career and technical education teacher academies. A youth summit could be convened in Olympia to connect future educators with legislators and support them in developing advocacy and relationship-building skills (recommendation 1).
- d. Educator preparation programs can partner with the community such as with youth groups and faith-based organizations to promote the education profession (recommendation 1).
- e. Educator preparation programs, PESB, and school districts can track and use data to support the effectiveness of all pathways and avenues to explore and access a career in education (recommendations 1 and 2).

Preparation

Issue(s) the recommendations aim to solve:

Providing high-quality educators in all public school districts regardless of size or location

The Collaborative understands that providing effective training to teachers is crucial for strengthening the teacher workforce in Washington state. The Collaborative believes there is room for improvement when it comes to:

- › Educator preparation programs centering their curriculum and pre-service experiences, including field experiences and residency, on meeting the range of needs of the students whom educators will serve
- › The state fostering, strengthening, and expanding partnerships among programs,

“When educators are competent and confident in their knowledge, skills, and abilities, they are better positioned to facilitate student learning and support students socially, emotionally, and academically ... Teacher retention and turnover can often be traced to a teachers’ sense of effectiveness, which is linked to their preparation (and early teaching) experiences.”

— PESB, 2021a, p. 36

community-based organizations, and school districts to enhance the preparation experience

- › Educator preparation programs and school districts working in reduced silos to implement strong, supportive preparation strategies and provide school-level mentorship

Charge from the bill:

- › “Educator preparation, including traditional and alternative route program design and content, the role of community and technical colleges, field experience duration and quality, the efficacy of financial assistance and incentives, such as apprenticeship models or other methods of providing compensation to working candidates, on program completion, school district and community connections, and the need for and efficacy of academic and social support for students” (E2SHB 1139, p. 60)
- › “Leadership in the education system, including best practices of high quality leaders, training for principals and administrators, and identifying and developing teachers as leaders” (E2SHB 1139, p. 61)
- › “Systems monitoring, including collection of outcomes data on educator production, employment, and retention, and the value in a cost-benefit analysis of state recruitment and retention activities” (E2SHB 1139, p. 61)

Goal: Prepare Washington’s educator candidates to meet the needs of every student

Why? Effective teachers can impact student achievement more than any other aspect of schooling, and high teacher turnover rates reduce achievement for students whose classrooms are directly affected, as well as for other students in the school (Carver-Thomas & Darling-Hammond, 2017; Chetty et al., 2014).

Recommendations

1. The Collaborative recommends that educator preparation programs and PESB promote consistent use of best practices across educator preparation programs while ensuring program accountability as directed by state law.
2. The Collaborative recommends that PESB and OSPI implement a paid residency program for all teacher preparation pathways.
3. The Collaborative recommends that educator preparation programs, PESB, OSPI, school districts, and ESDs collaboratively enhance a statewide infrastructure for mentoring candidates as they transition from educator preparation programs to districts and ESDs.

Example strategies

- a. Schools and educator preparation programs can collaborate to better integrate coursework and field experiences to strengthen the connection between theory and practice (recommendation 1).
- b. Educator preparation programs, school districts, ESDs, professional associations, and community-based organizations can collaborate to help candidates and educators implement Universal Design for Learning to improve learning for students with a wide range of needs (recommendation 1).
- c. Educator preparation programs and PESB after consulting practicing educators who are recent graduates, should review the appropriateness of existing assessments in light of their purpose, quality, and burden on candidates. Based on these findings, they should consider adoption, abandonment, and/or reform of different assessments (recommendation 1)
- d. Educator preparation programs can develop or enhance ways of taking student voice into account, including making resources like the *AWSL Student Equity Guide* (2020) available to candidates (recommendation 1).
- e. Educator preparation programs, state agencies, and the Washington Association of Colleges for Teacher Education can review policies and identify and reconcile differences across institutions and agencies (e.g., required internship hours for principals; recommendation 1).
- f. PESB and WSAC can use grants (e.g., the alternative route block grant) to fund residency opportunities for teachers, administrators, and education staff associates in state-prioritized shortage areas (recommendation 2).

- g.** State agencies, professional associations and school districts can convene a workgroup to strengthen student teaching and internships for other roles (recommendation 2).
- h.** Schools can support seamless transitions when an educator retires by pairing them with a student teacher or providing internships in buildings where someone is going to retire. This will allow candidates to spend time learning policies and rules in a building where they may be placed after graduation (recommendation 3).
- i.** The state or school districts can increase pay for mentors (recommendation 3).

Placement

Issue(s) the recommendations aim to solve: Placing educators where they have training that enables them to best support student needs

Students benefit when educators are subject-matter experts and competent in their roles: well-trained educators are better equipped to fully engage their students in rigorous learning and better poised to help them identify their interests and talents, which may illuminate a path to postsecondary degrees, training, and careers (PESB, 2021a).

Despite efforts to recruit teachers in high-need content areas, the number of limited certificates and out-of-endorsement placements indicates that Washington state faces perennial shortages in English language learning, special education, science, technology, engineering, mathematics, career and technical education, and another dozen or more subject areas (PESB, 2021a).

Promising strategies like professional growth plans and the expanded use of specialty endorsements may help grow existing talent, but more must be done to address the persistent content area shortages.

The state has a tremendous opportunity to reduce challenges in educator placement and assignment by strengthening partnerships between districts and preparation programs. Creative policy efforts, from innovative hiring and placement practices to job-embedded learning and expanded professional development opportunities, will enable school districts to leverage local educator talent to meet students' learning needs.

Charge from the bill:

- › “Educator certificate types and tiers, including requirements for an initial or first-tier certificate, requirements for advanced certificates, and requirements that are transferable between certificate types” (E2SHB 1139, p. 60)
- › “Educator certificate renewal requirements, including comparing professional growth plan requirements with the teacher and principal residency certificate renewal requirements established in RCW 28A.410.251” (E2SHB 1139, p. 61)
- › “Leadership in the education system, including best practices of high quality leaders, training for principals and administrators, and identifying and developing teachers as leaders” (E2SHB 1139, p. 61)
- › “Systems monitoring, including collection of outcomes data on educator production, employment, and retention, and the value in a cost-benefit analysis of state recruitment and retention activities” (E2SHB 1139, p. 61)

Goal: Enable school districts to leverage local educator talent to meet students’ learning needs

Why? Educators who are strategically placed in schools with strong leadership, and high-quality induction and early support are more likely to be effective and retained (Balu et al., 2009; Behrstock & Cogshall, 2009; Grissom et al., 2016).

Recommendations

1. The Collaborative recommends that PESB encourage school districts to adopt best practices in hiring (HB 1644, 2017) and district human resources professionals to be credentialed. Best practices could be incentivized to promote inclusive, cohort-based hiring that includes student voice, cultural competency, diversity, equity, inclusion, and more training for staff involved in making hiring decisions.
2. The Collaborative recommends that OSPI Beginning Educator Support Team (BEST) program, educator preparation programs, and school districts collaborate to enhance partnerships at transition points to ensure effective mentoring and student teaching (e.g., ensure school districts carefully assign buildings, classes, and mentors to student teachers).
3. The Collaborative recommends that state and local policy support inclusive placement and selection for all roles, including school board and educator roles, making the educator system more accessible to all people living in the school community.

Example strategies

- a. OSPI and school districts can track and use disaggregated data to support the effectiveness of hiring practices (recommendation 1).
- b. School districts can include students and parents on hiring committees and provide training to hiring committees and human resources staff on how to use and center student and parent voice. The Washington State School Directors' Association and education unions could develop suggestions for successful implementation (recommendation 1).
- c. School districts can train staff involved in making hiring decisions on valuing the skill sets new teachers bring (recommendation 1).
- d. PESB can encourage cohort-based hiring through a grant program or residency initiative (recommendation 1).
- e. School districts can train staff to welcome new hires into the district and school culture ensuring that new staff members are mentored and supported taking into account intersectionality related to diversity and anti-racism (recommendation 2).

Retention

Issue(s) the recommendations aim to solve: Educator turnover negatively affects student success and wastes money at the district level

Retaining quality educators can benefit students and districts by reducing the disruptions and costs related to teacher turnover. When educators leave the field, “classrooms can become destabilized, student support systems are disrupted, and student academic outcomes suffer” (PESB, 2021b, p. 13). High turnover rates can also lead to additional financial burdens for schools and districts that need to hire new staff. The impacts are greatest in “urban schools serving low-income students and students of color where educator turnover is almost a third higher” (PESB, 2021b, p. 13).

Data and anecdotal evidence show that educators may be more likely to remain in the profession “when they experience fulfilling work environments through quality professional learning, leadership opportunities, and ... workplaces” in which they feel they belong (PESB, 2021b, p. 13).

Charge from the bill:

- › “The collaborative shall examine issues related to educator...retention...The examination must consider what barriers and deterrents hinder the...retention of professional educators, including those from underrepresented populations” (E2SHB 1139, p. 60)
- › “Leadership in the education system, including best practices of high quality leaders, training for principals and administrators, and identifying and developing teachers as leaders” (E2SHB 1139, p. 61)
- › “Systems monitoring, including collection of outcomes data on educator production, employment, and retention, and the value in a cost-benefit analysis of state recruitment and retention activities” (E2SHB 1139, p. 61)

Goal: Reduce educator turnover rates through effective human resources practices, financial incentives, and investing in mentoring and leadership

Why? Effective human resources practices, strong leadership, high quality induction and early support reduce teacher attrition (Grissom et al., 2016; Ingersoll & Strong, 2011; Kraft et al., 2018; Wurtzel & Curtis, 2008).

Recommendations

1. The Collaborative recommends that OSPI and PESB establish a workgroup to examine human resources and instructional practices of districts and ESDs with relatively high retention rates for various groups of educators. The workgroup will study success, incorporate the learnings from the existing BEST program, and create suggestions for sharing effective practices with other districts and scaling them up.
2. The Collaborative recommends that community partners and professional learning organizations be incentivized to strengthen and support educator retention during the first five years.

Example strategies

- a. School districts can reduce educator turnover rates with effective, relevant, equity-centered human resources and onboarding practices (recommendation 1).
- b. School districts can establish well-defined support systems that all educators can access after being hired (recommendation 1).

- c. School districts can require specific certifications and credentials for human resources professionals working in education (recommendation 1).
- d. School districts and the state can continue to fund and grow mentoring programs, including programs for mentoring educators from underrepresented populations, and focusing on areas in which mentoring supports are lacking and need to be developed (recommendation 2).
- e. School districts can create opportunities for educators to make choices and participate in decision-making (recommendation 2).

Growth and transition

Issue(s) the recommendations aim to solve: Challenge in supporting high-quality educators throughout their careers, which impacts retention

Offering clear career paths for educators with professional development and leadership opportunities may contribute to retention and ensure that the workforce is equipped with the knowledge and skills they need to support students. Educators in Washington currently can access many high-quality professional learning opportunities through many providers, but “this system also contains structural gaps” (PESB, 2021b, p. 14).

The Collaborative recognizes that a “comprehensive and coherent professional growth system requires intentional opportunities for certificate renewal and career growth [for] in-service teachers, [principals], and mentors” (PESB, 2021b, p. 14). Additionally, to retain educators and provide support to incoming staff, this growth system “should also develop experienced educators to become mentors and coaches of new educators, eventually bridging these experiences to leadership opportunities and career growth” (PESB, 2021b, p. 14).

Charge from the bill:

- › “Professional learning and development opportunities, particularly for mid-career teachers” (E2SHB 1139, p. 61)
- › “Leadership in the education system, including best practices of high quality leaders, training for principals and administrators, and identifying and developing teachers as leaders” (E2SHB 1139, p. 61)
- › “Educator evaluation, including comparison to educator certificate renewal requirements to determine inconsistent or duplicative requirements or efforts, implementation issues and tool refinement, and relationship with educator compensation” (E2SHB 1139, p. 61)

- › “Systems monitoring, including collection of outcomes data on educator production, employment, and retention, and the value in a cost-benefit analysis of state recruitment and retention activities” (E2SHB 1139, p. 61)

Goal: Create greater accessibility to “un-siloed” professional learning that meets student and community needs and capitalizes on existing assets

Why? Effective professional development for teachers is successful in raising student achievement and teacher retention (Darling-Hammond et al., 2017; García & Weiss, 2019).

Recommendations

1. The Collaborative recommends that state agencies, educator preparation programs, and educator associations develop and recommend a professional learning system for educators focused on evidence-based applications of learning in the classroom. As part of this system, PESB could determine whether there is an interest in developing optional credentials across educator roles in emerging content areas, if directed by the legislature, including but not limited to: elementary and secondary computer science, social and emotional learning, mastery-based learning, ethnic studies, and climate science.
2. The Collaborative recommends that PESB develop a professional learning infrastructure in which community experts help cohorts of educators access and use knowledge from the communities they serve in regions across the state. This could include working closely with content experts and community organizations to develop learning and implementation systems that are adequately resourced. Groups could include the state Office of Equity, ethnic commissions, Governor's Office of Indian Affairs, community-based organizations, OSPI, school districts, ESDs, and professional associations.
3. The Collaborative recommends that state agencies and school districts collaborate to create “un-siloed” professional learning options that promote improved learning, coordination across roles, common language and shared understandings, and leveraging of various funding sources.

Example strategies

- a.** The legislature and PESB can provide resources for professional development providers to develop courses in emerging topics such as social and emotional learning, Universal Design for Learning, climate science, and trauma informed practice (recommendation 1).
- b.** School districts can develop or enhance ways of taking student voice into account, including inviting students to serve on education boards and commissions and making resources like the AWSL *Student Equity Guide* (2020) available (recommendation 2).
- c.** School districts, professional associations, and OSPI could collaborate to develop curricula for professional development days for certificated staff that focuses on state priorities (recommendation 3).⁶

⁶ Note that Section 1 (recommendation 3) of ESHB 1426 says "To renew a teacher certificate on or after July 1, 2023, 15 percent of continuing education must focus on equity-based school practices" (ESHB 1426, 2021, p. 1).

How the Collaborative’s recommendations meet the charge of E2SHB 1139

The Collaborative reviewed and discussed all topics from E2SHB 1139 and made recommendations related to educator recruitment, retention, preparation, and professional learning.

Table 2. Crosswalk of E2SHB 1139 topics and Collaborative recommendations and notes

| Topics from E2SHB 1139 | Recommendations and notes |
|---|---|
| <p>The examination must consider what barriers and deterrents hinder the recruitment and retention of professional educators, including those from underrepresented populations.</p> | <p>The Collaborative reviewed and discussed barriers to educator recruitment and retention during Collaborative Meeting 9 (11/13/2020) and Meeting 14 (2/12/2021). Based on these discussions, the Collaborative recommends that:</p> <ul style="list-style-type: none"> • PESB encourage school districts to adopt best practices in hiring (HB 1644, 2017) and district human resources professionals to be credentialed (placement recommendation 1). • OSPI BEST program, educator preparation programs, and school districts collaborate to enhance partnerships at transition points to ensure effective mentoring and student teaching (placement recommendation 2). • State and local policy support inclusive placement and selection for all roles, including school board and educator roles, making the educator system more accessible to all people living in the school community (placement recommendation 3). • OSPI and PESB establish a workgroup to examine human resources and instructional practices of districts and ESDs with relatively high retention rates for various groups of educators (retention recommendation 1). • Community partners and professional learning organizations be incentivized to strengthen and support educator retention during the first five years (retention recommendation 2). |

Educator recruitment, including the role of school districts, community and technical colleges, preparation programs, and communities, and the efficacy of financial incentives and other types of support on recruitment

The Collaborative reviewed and discussed educator recruitment during Collaborative Meeting 9 (11/13/2020) and Meeting 14 (2/12/2021). Based on these discussions, the Collaborative recommends:

- Expanding grow your own educators initiatives, creating stronger collaboration among educator preparation programs, PESB, OSPI, school districts, and educators' unions to expand grow-your-own teacher programs, bridge courses, and guided pathways and other options to encourage students at all levels to pursue careers in education including a paid residency or other financial incentive models. In addition, these programs need enhanced advertising about their availability and stronger transitions among programs (access and identify recommendation 1).
- Supporting transitions into the education profession, with school districts collaboratively developing stronger transitions for second year teacher candidates and supporting transition into the profession (access and identify recommendation 2).

Educator preparation, including traditional and alternative route program design and content, the role of community and technical colleges, field experience duration and quality, the efficacy of financial assistance and incentives, such as apprenticeship models or other methods of providing compensation to working candidates, on program completion, school district and community connections, and the need for and efficacy of

The Collaborative reviewed and discussed educator preparation during Collaborative Meeting 10 (11/20/2020) and Meeting 13 (1/8/2021). Based on these discussions, the Collaborative recommends that:

- Educator preparation programs and PESB promote consistent use of best practices across educator preparation programs while ensuring program accountability as directed by state law (preparation recommendation 1).
- PESB and OSPI implement a paid residency program for all teacher preparation pathways (preparation recommendation 2).
- Educator preparation programs, PESB, OSPI, school districts, and ESDs collaboratively enhance a statewide infrastructure for mentoring as they

| | |
|--|--|
| <p>academic and social support for students</p> | <p>transition from educator preparation programs to districts and ESDs (preparation recommendation 3).</p> |
| <p>Educator certificate types and tiers, including requirements for an initial or first-tier certificate, requirements for advanced certificates, and requirements that are transferable between certificate types</p> | <p>The Collaborative reviewed educator certificate types and tiers during Collaborative Meeting 5 (7/23/2020), Meeting 6 (8/17/2020), Meeting 7 (9/11/2020), and Meeting 8 (10/9/2020). The Collaborative has no recommendations for the legislature on this topic.</p> |
| <p>(iv) Educator certificate renewal requirements, including comparing professional growth plan requirements with the teacher and principal residency certificate renewal requirements established in RCW 28A.410.251</p> | <p>The Collaborative reviewed educator certificate renewal requirements during Collaborative Meeting 8 (10/9/2020) and has no recommendations for the legislature on this topic.</p> <p>The Collaborative notes that PESB has done major revisions of renewal rules to ensure consistency between certificate types. This includes HB 1341 (2017), which establishes the Professional Certification Collaborative to review the integration of, and smooth the transitions between, educator certificates and to make recommendations on how to improve and strengthen the pathways that lead to highly effective educators at each level of the public school system. HB 1341 also removed requirements for second-tier licensure, leaving an optional pathway through earning a National Board Certificate, and required PESB to adopt rules for professional administrator certification that are substantially similar to the professional development credit option for professional teacher certification.</p> |

(v) Educator evaluation, including comparison to educator certificate renewal requirements to determine inconsistent or duplicative requirements or efforts, implementation issues and tool refinement, and relationship with educator compensation

The Collaborative reviewed educator evaluation during Collaborative Meeting 12 (12/18/2020) and has no recommendations for the legislature on this topic.

(vi) Educator certificate reciprocity

The Collaborative reviewed educator certificate reciprocity during Collaborative Meeting 5 (7/23/2020) and has no recommendations for the legislature on this topic.

(vii) Professional learning and development opportunities, particularly for mid-career teachers

The Collaborative reviewed and discussed professional learning and development opportunities during Collaborative Meeting 12 (12/18/2020) and Meeting 13 (1/8/2021). Based on these discussions, the Collaborative recommends that:

- State agencies, educator preparation programs, and educator associations develop and recommend a professional learning system for educators focused on evidence-based applications of learning in the classroom (growth and transition recommendation 1).
- PESB develop a professional learning infrastructure in which community experts help cohorts of educators access and use knowledge from the communities they serve in regions across the state (growth and transition recommendation 2).
- State agencies and school districts collaborate to create “un-siloed” professional learning options that promote improved learning, coordination across roles, common language and shared understandings, and leveraging of various funding sources (growth and transition recommendation 3).

(viii) Leadership in the education system, including best practices of high-quality leaders, training for principals and administrators, and identifying and developing teachers as leaders

The Collaborative reviewed leadership in the education system during Collaborative Meeting 17 (5/4/2021) and has no recommendations for the legislature on this topic.

(ix) Systems monitoring, including collection of outcomes data on educator production, employment, and retention, and the value in a cost-benefit analysis of state recruitment and retention activities

The Collaborative reviewed systems monitoring in the education system and has no recommendations for the legislature on this topic.

The Collaborative notes that SHB 1741 (2017) introduced the requirement for educator preparation programs to enter into data-sharing agreements with the Education Research and Data Center (ERDC) to facilitate the transfer of student-level data collected and held by those programs. The expressed intent of the legislature was to better understand the training provided by educator preparation programs, best practices, and the career paths followed by educators who complete those programs. The ERDC is explicitly charged with analyzing the data for research and monitoring. RCW 43.41.400 established the ERDC within the Office of Financial Management and outlines its mandated purpose and duties.

RCW 28A.410.210 outlines the scope of authority and duties of PESB to ensure that people who seek to become educators in Washington are adequately prepared and in sufficient supply. In particular, article 9 of this law charges PESB with “maintain(ing) data concerning educator preparation programs and their quality, educator certification, educator employment trends and needs, and other data deemed relevant by the board”

Conclusion

Every Washington student deserves a well-rounded education that opens the postsecondary doors of their choice. Accordingly, the state needs effective educators to meet students' academic, social, and emotional needs. Investing in educator training and recruitment practices that center on local student needs will help build and sustain a system where all students have access to effective educators and inspiring role models, and providing more leadership opportunities for current staff can promote educator retention (Kuhn, 2018; Learning Policy Institute, 2017) and ultimately reduce educator shortages. Educators need support at every step of their career continuum to best support students, feel successful and fulfilled, grow, and remain in the profession. It behooves the many entities forming the state's educational system to collaborate in "un-siloed" ways to help educators navigate this complex landscape and contribute to student success. With these lenses and this hope, the Professional Educator Collaborative presents the recommendations in this report to the legislature.

The Collaborative's work was disrupted by the onset of the COVID-19 pandemic. Collaborative members acknowledge that this report may not fully meet the legislative mandate for a variety of reasons, including COVID-19-related demands on their time as well as limitations on meeting frequency, length, and structure due to operating in a virtual setting. Three areas in particular would benefit from additional work.

The Collaborative was charged with reviewing "systems monitoring, including collection of outcomes data on educator production, employment, and retention, and the value in a cost-benefit analysis of state recruitment and retention activities" (E2SHB 1139, p. 61). There was no time for a discussion focused on systems monitoring. The group acknowledged that OSPI, PESB, and preparation programs collect, report, and analyze a wealth of data on preparation, certification, recruitment, retention, and career pathways. For example, PESB is charged with "maintain(ing) data concerning educator preparation programs and their quality, educator certification, educator employment trends and needs, and other data deemed relevant by the board" (RCW 28A.410.210, article 9). The state does not currently fund those activities directly, and school districts do the best they can to recruit and retain educators. Further study may be warranted.

The Collaborative also discussed "educator evaluation, including comparison to educator certificate renewal requirements to determine inconsistent or duplicative requirements or efforts, implementation issues and tool refinement, and relationship with educator compensation," (E2SHB 1139, p. 61) in the context of the growth and transition step of the educator continuum. Members elected to focus on professional learning rather than evaluation. There was some discussion of an evaluation system based on a professional growth model, and

that continues to inform certification renewal. However, not all members felt that the current system is designed to effectively inform compensation decisions for all educators.

The final report was also expected to include “the fiscal implications of each recommendation at the state and local level” and “expected efficiencies achieved by implementing the recommended comprehensive and coordinated system” (E2SHB 1139, p. 62). Streamlining activities that are currently duplicated by multiple agencies in the education system might reduce costs and increase efficiency; however, the Collaborative did not have time to explore this topic. Further study is likely promising.

Acknowledgements

Thank you to the Collaborative members for the content they contributed to this report, as well as for their thoughtful approach to serving all Washington students and accessing, identifying, preparing, placing, retaining, growing, and transitioning an effective body of educators. We appreciate Collaborative member Nate Gardner for his service as chair. Thank you to the E2SHB 1139 sponsor, Representative Sharon Tomiko Santos, for her advice and leadership. This report would not be possible without the support of PESB staff members, especially Alexandra Manuel and Mark Bergeson.

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Appendices

Appendix A. Part IV of E2SHB 1139

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PART IV
STRENGTHENING AND SUPPORTING PROFESSIONAL
PATHWAYS FOR EDUCATORS—THE COLLABORATIVE

15 NEW SECTION. **Sec. 401.** FINDINGS—INTENT. (1) The legislature
16 finds that additional time and resources are necessary to establish a
17 comprehensive and coordinated long-term vision that addresses
18 Washington's demands for an excellent, effective educator workforce.
19 The legislature recognizes that such an undertaking requires focused
20 efforts to develop meaningful policy options to expand the current
21 and future workforce supply.

22 (2) Therefore, the legislature intends to establish a
23 professional educator collaborative, including a variety of
24 stakeholders, to make recommendations on how to improve and
25 strengthen state policies, programs, and pathways that lead to highly
26 effective educators at each level of the public common school system.

27 NEW SECTION. **Sec. 402.** A new section is added to chapter
28 28A.410 RCW to read as follows:

29 THE COLLABORATIVE. (1) For the purpose of this section,
30 "educator" means a paraeducator, teacher, principal, administrator,
31 superintendent, school counselor, school psychologist, school social
32 worker, school nurse, school physical therapist, school occupational
33 therapist, or school speech-language pathologist or audiologist.
34 "Educator" includes persons who hold, or have held, certificates as
35 authorized by rule of the Washington professional educator standards
36 board.

1 (2) (a) The professional educator collaborative is established to
2 make recommendations on how to improve and strengthen state policies,
3 programs, and pathways that lead to highly effective educators at
4 each level of the public school system.

5 (b) The collaborative shall examine issues related to educator
6 recruitment, certification, retention, professional learning and
7 development, leadership, and evaluation for effectiveness. The
8 examination must consider what barriers and deterrents hinder the
9 recruitment and retention of professional educators, including those
10 from underrepresented populations. The collaborative shall also
11 consider what incentives and supports could be provided at each stage
12 of an educator's career to produce a more effective educational
13 system. Specifically, the collaborative must review the following
14 issues:

15 (i) Educator recruitment, including the role of school districts,
16 community and technical colleges, preparation programs, and
17 communities, and the efficacy of financial incentives and other types
18 of support on recruitment;

19 (ii) Educator preparation, including traditional and alternative
20 route program design and content, the role of community and technical
21 colleges, field experience duration and quality, the efficacy of
22 financial assistance and incentives on program completion, school
23 district and community connections, and the need for and efficacy of
24 academic and social support for students;

25 (iii) Educator certificate types and tiers, including
26 requirements for an initial or first-tier certificate, requirements
27 for advanced certificates, and requirements that are transferable
28 between certificate types;

29 (iv) Educator certificate renewal requirements, including
30 comparing professional growth plan requirements with the teacher and
31 principal residency certificate renewal requirements established in
32 RCW 28A.410.251;

33 (v) Educator evaluation, including comparison to educator
34 certificate renewal requirements to determine inconsistent or
35 duplicative requirements or efforts, implementation issues and tool
36 refinement, and relationship with educator compensation;

37 (vi) Educator certificate reciprocity;

38 (vii) Professional learning and development opportunities,
39 particularly for mid-career teachers;

1 (viii) Leadership in the education system, including best
2 practices of high quality leaders, training for principals and
3 administrators, and identifying and developing teachers as leaders;
4 and
5 (ix) Systems monitoring, including collection of outcomes data on
6 educator production, employment, and retention, and the value in a
7 cost-benefit analysis of state recruitment and retention activities.
8 (3)(a) The members of the collaborative must include
9 representatives of the following organizations:
10 (i) The two largest caucuses of the senate and the house of
11 representatives, appointed by the president of the senate and the
12 speaker of the house of representatives, respectively;
13 (ii) The Washington professional educator standards board;
14 (iii) The office of the superintendent of public instruction;
15 (iv) The Washington association of colleges for teacher
16 education;
17 (v) The Washington state school directors' association;
18 (vi) The Washington education association;
19 (vii) The Washington association of school administrators;
20 (viii) The association of Washington school principals; and
21 (ix) The association of Washington school counselors.
22 (b) Each organization listed in (a) of this subsection must
23 designate one voting member, except that each legislator is a voting
24 member.
25 (c) The collaborative shall choose its chair or cochairs from
26 among its members.
27 (d) The voting members of the collaborative, where appropriate,
28 may consult with stakeholders, including representatives of other
29 educator associations, or ask stakeholders to establish an advisory
30 committee. Members of such an advisory committee are not entitled to
31 expense reimbursement.
32 (e) The voting members of the collaborative must consult with the
33 student achievement council's office of student financial assistance
34 on issues related to financial incentives, assistance, and supports.
35 (4)(a) Staff support for the collaborative must be provided by
36 the Washington professional educator standards board, and from other
37 state agencies, including the office of the superintendent of public
38 instruction, if requested by the collaborative.

1 (b) The Washington professional educator standards board must
2 convene the initial meeting of the collaborative within sixty days of
3 the effective date of this section.

4 (5) The collaborative must contract with a nonprofit, nonpartisan
5 institute that conducts independent, high quality research to improve
6 education policy and practice and that works with policymakers,
7 researchers, educators, and others to advance evidence-based policies
8 that support equitable learning for each child for the purpose of
9 consultation and guidance on meeting agendas and materials
10 development, meeting facilitation, documenting collaborative
11 discussions and recommendations, locating and summarizing useful
12 policy and research documents, and drafting required reports.

13 (6) Legislative members of the collaborative are reimbursed for
14 travel expenses in accordance with RCW 44.04.120. Nonlegislative
15 members are not entitled to be reimbursed for travel expenses if they
16 are elected officials or are participating on behalf of an employer,
17 governmental entity, or other organization. Any reimbursement for
18 other nonlegislative members is subject to chapter 43.03 RCW.

19 (7)(a) By November 1, 2020, and in compliance with RCW 43.01.036,
20 the collaborative shall submit a preliminary report to the education
21 committees of the legislature that makes recommendations on the
22 educator certificate types, tiers, and renewal issues described in
23 subsection (2) of this section. The report must also describe the
24 activities of the collaborative to date, and include any preliminary
25 recommendations agreed to by the collaborative on other issues
26 described in subsection (2) of this section.

27 (b) By November 1, 2021, and in compliance with RCW 43.01.036,
28 the collaborative shall submit a final report to the education
29 committees of the legislature that describes the activities of the
30 collaborative since the preliminary report and makes recommendations
31 on each issue described in subsection (2) of this section, including
32 the fiscal implications of each recommendation at the state and local
33 level. The report must also describe the expected efficiencies
34 achieved by implementing the recommended comprehensive and
35 coordinated system.

36 (8) This section expires July 1, 2022.

37 NEW SECTION. **Sec. 403.** This act is necessary for the immediate
38 preservation of the public peace, health, or safety, or support of

1 the state government and its existing public institutions, and takes
2 effect immediately.

3 NEW SECTION. **Sec. 404.** If specific funding for the purposes of
4 this act, referencing this act by bill or chapter number, is not
5 provided by June 30, 2019, in the omnibus appropriations act, this
6 act is null and void.

--- END ---

Appendix B. Summary of preliminary report

In fall 2020, PESB submitted the Collaborative’s preliminary report to the legislature on behalf of the Collaborative (Education Northwest, 2020). As stipulated in E2SHB 1139, **the preliminary report described the activities of the Collaborative to date and made preliminary recommendations for educator certification.**⁷

The preliminary report was organized as follows:

1. A summary of the Washington legislative history that led to the passage of E2SHB 1139
2. A description of the Collaborative’s activities
3. A list of the Collaborative’s preliminary recommendations on certification, following an overview of the legislative and research contexts

The Collaborative identified six preliminary recommendations that focused on certification:

1. Integrate a student-centric lens into certification
2. Examine and support educator pathways to full certification and professional certification
3. Strengthen field placement, including supporting and investing in a teacher residency model that promotes mastery-based learning for educators and exposes participants to culturally responsive practices
4. Offer educators high-quality, racially literate professional learning opportunities for certificate renewal, including establishing anti-racist and racially literate standards for in-service teachers and teaching them to early-career educators and mentors
5. Encourage flexibility in assessment and active use for learning improvement by focusing assessments on demonstrated evidence of learning and provide evidence of educators’ culturally responsive and anti-racist skills, as well as their ability to differentiate learning for students with a range of characteristics
6. Expand opportunities for in-service educators’ career growth through both in-person and virtual cohort-based professional learning

Collaborative members also identified a list of items for future discussion, which appeared in an appendix. Broad themes included a continued focus on students, effectiveness, access, success, incentives, barriers, an educator workforce that is prepared to meet the wide range of needs students bring into the system, and leadership and professional learning opportunities.

⁷ The other areas of focus are educator preparation, recruitment, retention, professional learning and development, leadership, evaluation for effectiveness, and systems monitoring (E2SHB 1139, 2019).

Appendix C. Summary of work group meetings

- › **April 7, 2020:** The Collaborative developed an understanding of the scope of work, established collaboration norms, and began the selection of a chair or co-chairs.
- › **May 12, 2020:** The Collaborative learned about PESB’s 2021–2025 strategic plan to provide context for Washington’s educational priorities and goals for the next four years. The group began to develop ideas for recommendations.
- › **May 28, 2020:** The Collaborative determined the need for a shared vision for the work group and began to develop a logic model that outlines resources and activities necessary to meet the charge of E2SHB 1139 and the associated outcomes.
- › **July 14, 2020:** The Collaborative established a common understanding of the context that is relevant to the work group. They received an overview of teacher quality in Washington state and reviewed the legislature’s history of setting policy for the educator pipeline from the 1990s to E2SHB 1139. Members then began to identify what is and is not working well in the current education system.
- › **July 23, 2020:** Members drafted the vision statement to help guide the work of the Collaborative. They then reviewed the status of educator certification in Washington and discussed the implications for their work.
- › **August 17, 2020:** Members briefly reviewed the vision statement and logic model and discussed whether to use them in the report. They received information on the successes and barriers administrators face in Washington’s education system, and the Washington Association of School Principals’ approach to reduce these barriers. The Collaborative continued to develop ideas for preliminary recommendations on certification.
- › **September 11, 2020:** The Collaborative reviewed example recommendations from published reports and discussed the types of recommendations they would like to include in their report.
- › **October 9, 2020:** The Collaborative learned about the processes for National Board Certification in Washington and then reviewed and provided feedback on the draft preliminary report.
- › **November 20, 2020:** The Collaborative received information on flexible assessment initiatives and cultural competency standards for preparation programs in Washington as well as on culturally responsive teaching standards nationally and within the Washington context. The Collaborative then began to draft recommendations for educator preparation.

- › **December 11, 2020:** The Collaborative began to develop recommendations on educator retention. They learned about research findings and statewide initiatives to recruit and retain educators. The Collaborative incorporated information learned into draft recommendations on educator retention.
- › **December 18, 2020:** The Collaborative began to develop recommendations on educator professional development and evaluation. They received context with presentations on professional learning and evaluation strategies in Washington.
- › **January 8, 2021:** The Collaborative reviewed and refined existing recommendations, specifically for educator preparation and professional development.
- › **February 12, 2021:** The Collaborative learned about educator recruitment, grow-your-own programs, retention, and expanding the workforce. Research on trauma in schools was also provided to further inform the development of the recommendations.
- › **March 12, 2021:** The Collaborative explored opportunities to “un-silo” the education system in Washington. They heard about research on “un-siloing” state entities and proposed work to reexamine and “un-silo” cultural competency standards throughout the state.
- › **April 9, 2021:** The work group refined recommendations for educator professional development, preparation, recruitment, and retention.
- › **May 14, 2021:** Collaborative members heard about the Washington State School Directors' Association and Washington Association of School Administrators' approaches to leadership to inform the work group's future recommendations on this topic. The Collaborative also devoted time to reviewing the outline for the final report.
- › **June 11, 2021:** The Collaborative reviewed and proposed revisions to the first draft of the final report.
- › **August 13, 2021:** The Collaborative reviewed and proposed revisions to the second draft of the final report.
- › **September 10, 2021:** The Collaborative heard about Universal Design for Learning to inform language in the report about serving students with a wide range of needs. They discussed possible implications for the report.
- › **October 15, 2021:** The Collaborative discussed the state of the latest draft of the final report and agreed that the draft reflected their work and decisions.

Appendix D. Glossary

- › **Access and identify:** Find potential educator candidates and create avenues that make it easier to explore education careers and enter educator preparation programs (PESB, 2021b).
- › **Bridge courses:** Courses that are designed to prepare students for college.
- › **Certification:** Legally required Washington state licensure system for K-12 educators including specific requirements for education and completion.
- › **Cohort-based hiring:** A model where a group is hired rather than a number of individuals; individuals may interview as a group, including working on a project together and may eventually receive training together.
- › **Educational service district (ESD):** Regional entities that provide programs and services to school districts.
- › **Evaluation systems:** Washington state requires teachers and principals to be evaluated annually using the Teacher and Principal Evaluation and Growth Program (TPEP). It “is based on these core principles:
 - High quality teaching and leading are key to student success.
 - Growth in practice is developmental in nature.
 - Growth occurs best when there are clear standards of practice supported by quality professional learning and learning-focused feedback.
 - Evaluation systems should reflect and address the career continuum.
 - The focus for teacher and principal growth should be driven by student learning needs” (OSPI, n.d.-d).
- › **Growth and transition:** Opportunities for educators to advance their career and enhance their professional skills (PESB, 2021b).
- › **Grow-your-own:** Teacher programs that recruit and train teachers from within communities. These programs are often partnerships between schools, districts, community organizations, and teacher preparation programs. Some of these programs recruit and train school staff and community members to become certificated teachers. Others focus on high school students. Candidates often include paraprofessionals or teachers with limited teaching certificates. These programs are typically alternative pathway programs, in which candidates work as teachers as they earn their teaching credentials.
- › **Guided pathways:** An approach to help students earn community college credentials.

- › **Heritage language program:** A language program that is designed for individuals who have some proficiency in or a cultural connection to a heritage language through family, community, or country of origin (Heritage Languages in America, n.d.)
- › **Office of Superintendent of Public Instruction (OSPI):** The state education agency that oversees and supports Washington state public schools up to grade 12. The citizens of Washington elect the Superintendent every four years.
- › **Placement:** The process by which properly credentialed educators are hired, assigned roles and settings, and onboarded (PESB, 2021b).
- › **Prepare:** Develop candidates through preparation programs to meet and exceed educator standards (PESB, 2021b).
- › **Professional Educator Standards Board (PESB):** A state education agency with the mission “to strengthen the educator workforce through professional standards, policy, and innovation” (PESB, 2021b).
- › **Professional growth plans:** “Job-embedded, self-directed professional development. With a [professional growth plan], teachers, administrators, paraeducators and (educational staff associates) set their own goals, align them to certification standards, design an action plan, and collect evidence. Educators then reflect on the process” (PESB, 2021a, p. 42).
- › **Professional learning and development:** “A comprehensive, sustained, job-embedded, and collaborative approach to improving teachers' and principals' effectiveness in raising student achievement. Professional learning fosters collective responsibility for improved student performance and must comprise learning that is aligned with student learning needs, educator development needs, and school district, or state improvement goals. Professional learning shall have as its primary focus the improvement of teachers' and school leaders' effectiveness in assisting all students to meet the state learning standards” (RCW 28A.415.430).
- › **Recruitment:** “Recruitment refers to the process of identifying, attracting, interviewing, selecting, hiring and onboarding employees. In other words, it involves everything from the identification of a staffing need to filling it” (SmartRecruiters, n.d.).
- › **Retain:** Engage educators in a fulfilling and supportive work environment (PESB, 2021b).
- › **Retention:** A situation in which educators choose to stay on with their current employer or role or in the education profession; the processes and resources put in place to motivate educators to stay on, such as setting goals and providing resources and support.

- › **Social and emotional learning:** “The process through which all young people and adults acquire and apply the knowledge, skills, and attitudes to develop healthy identities, manage emotions and achieve personal and collective goals, feel and show empathy for others, establish and maintain supportive relationships, and make responsible and caring decisions” (CASEL, n.d.).
- › **State Board for Community and Technical Colleges:** A board that “advocates, coordinates and directs Washington state’s system of 34 public community and technical colleges” (Washington State Board for Community and Technical Colleges, n.d.).
- › **Universal Design for Learning:** “A framework to improve and optimize teaching and learning for all people based on scientific insights into how humans learn” (CAST, n.d.).
- › **WSAC:** A council with the mission to “advance educational opportunities and attainment in Washington” and that “leads statewide strategic planning to improve educational coordination and transitions, supports Washingtonians through the administration of financial aid, 529 college savings plans, and support services, (and) advocates for the economic, social, and civic benefits of postsecondary education” (WSAC, n.d.).

Appendix E. Professional Educator Collaborative members

- › **Aurora Flores**, Washington State School Directors' Association
- › **Nate Gardner**, Washington School Counselor Association
- › **Tara Haskins**, Ph.D., Washington Association of Colleges for Teacher Education
President
- › **Kurt Hatch**, Association of Washington School Principals
- › **Alexandra Manuel**, PESB
- › **Michaela Miller**, OSPI
- › **Mike Nelson**, Washington Association of School Administrators
- › **Luckisha Phillips**, MSW, Federal Way School Board Director, Washington State School
Directors' Association
- › **Representative Sharon Tomiko Santos**, House of Representatives Democratic Caucus
- › **Scott Seaman**, Association of Washington School Principals⁸
- › **Senator Claire Wilson**, Senate Democratic Caucus
- › **Lucinda Young**, Chief Lobbyist, Washington Education Association

⁸ Two members from the Washington State School Directors' Association are listed because member Aurora Flores resigned in fall of 2020 and Luckisha Phillips replaced her. Two members from the Association of Washington School Principals are listed because member Kurt Hatch accepted a new position in spring of 2021 and Scott Seaman replaced him. Ms. Flores' and Mr. Hatch's contribution to the Collaborative's charge is greatly appreciated by the work group.

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