

PRELIMINARY REPORT TO THE WASHINGTON LEGISLATURE

Professional Educator Collaborative



Executive summary

The Professional Educator Collaborative was established by the Washington Legislature 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 common school system” (E2SHB 1139 [HB 1139], 2019, sec. 401–404., p. 59). Specifically, the Collaborative is charged with providing recommendations in the areas of educator recruitment, certification, retention, professional learning and development, leadership, and evaluation for effectiveness.

Recommendations are expected to address Washington’s ongoing and critical educator shortage, which prompted the design and passage of HB 1139. Recruiting and retaining diverse educators—and then providing professional learning and support to ensure their effectiveness—is key to providing every student in the state, regardless of race, ethnicity, or other characteristics, with equitable access to an excellent, culturally responsive education.

Between April and October 2020, the Collaborative met regularly. The members agreed on a vision and process for the work, reviewed legislative history and context, examined research on certification, and drafted six preliminary recommendations for the Legislature to consider:

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 inservice teachers and teaching them to early-career educators and mentors
5. Encourage flexibility in assessment and their active use for learning improvement by focusing assessments on demonstrated evidence of learning and providing evidence of educators’ culturally responsive and anti-racist skills, as well as their ability to differentiate learning for diverse students
6. Expand opportunities for in-service educators’ career growth through both in-person and virtual cohort-based professional learning

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Introduction

Every child in Washington State deserves to receive an effective, culturally responsive education that prepares them to graduate from high school, move on to the college or career option of their choice, and become a thriving citizen who contributes to society and the economy. Educators (both teaching and non-teaching staff members) have a substantial responsibility in providing students with the instruction and support they need to learn, grow, and succeed.

Teacher quality is the most vital and malleable factor affecting student achievement (Hanushek, Kain, & Rivkin, 1998). Students taught by experienced and fully certificated educators are more likely to succeed than students taught by teachers who are not experienced or fully certificated (Clotfelter, Ladd, & Vigdor, 2007; Darling-Hammond et al., 2005). In Washington and across the nation, students of color and students affected by poverty are less likely than other students to be taught by effective, experienced, and fully certificated teachers (Cardichon et al., 2020).

Ensuring all Washington students are taught and served by effective, experienced, and fully certificated educators is especially challenging due to the state’s educator shortage, which is particularly severe in some content areas and geographic regions. This is all the more significant, given that the educator shortage exacerbates the mismatch between the racial, ethnic, and linguistic characteristics of students and educators.

Almost half of Washington’s students are students of color, and only about 11 percent of teachers are teachers of color (Professional Educator Standards Board [PESB], 2019). These disparities have consequences for all students. For students of color, having a teacher of the same race or ethnicity may improve test scores and reduce disciplinary issues (Gershenson et al., 2017; Goldhaber, Theobald, & Tien, 2015). For white students, diverse teachers provide exposure to multiple perspectives and can improve their ability to solve problems, think critically, and develop creativity (Page, 2007; Phillips, 2014).

In response to this critical educator shortage, the Washington Legislature passed [HB 1139](#) to streamline and coordinate “efforts ... to address the educator shortage,” ensure that educators receive “access to the opportunities they need to gain the knowledge and skills that will enable them to be increasingly successful in their classroom and schools,” and are recognized for their work (HB 1139, 2019, p. 2).¹

¹ The full text of HB 1139 is at <http://lawfilesexternal.wa.gov/biennium/2019-20/Pdf/Bills/House%20Passed%20Legislature/1139-S2.PL.pdf?q=20201013170743>. Part IV (pages 59–63) covers the charge of the Collaborative. According to HB 1139, an educator may be “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 Professional Educator Standards Board” (p. 59).

HB 1139’s multifaceted approach to address these issues included creating the Professional Educator Collaborative to focus on developing “meaningful policy options to expand the current and future workforce supply” (HB 1139, 2019, p. 59). The Collaborative is charged with making “recommendations on how to improve and strengthen state policies, programs, and pathways that lead to highly effective educators” (HB 1139, 2019, p. 59).

As stipulated in the bill, this report describes the activities of the Collaborative to date, and it makes preliminary recommendations for educator certification—one of six areas of focus.² This report is organized as follows:

1. A summary of the Washington legislative history that led to the passage of HB 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 report also has six appendices:

- Appendix A reproduces a presentation to the Collaborative by Lucinda Young, a member of the Collaborative and the Washington Education Association’s chief lobbyist
- Appendix B is a list of the Collaborative’s members and their affiliations
- Appendix C provides the logic model the Collaborative created to understand and agree on its outcomes
- Appendix D is a list of the Collaborative’s meetings
- Appendix E is a summary of the certification research shared with the Collaborative.
- Appendix F lists items identified for future discussion by the Collaborative

² The other five areas are educator recruitment, retention, professional learning and development, leadership, and evaluation for effectiveness (HB 1139, 2019).

Chapter 1. Legislative overview

The legislation leading to [HB 1139](#) was a response to Washington’s long-standing critical educator shortage.³ The number of individuals completing teacher preparation programs decreased almost continuously between 2010-11 and 2016-17 (PESB, 2019). Teacher persistence—the “percentage of beginning educators appearing in state personnel report data in a specific year [who] still appear one year, three years, or five years later” (PESB, 2019, pp. 10–11)—fluctuated, with a small increase between 2002-03 and 2015-16 (PESB, 2019). Teacher hiring has been on the rise since 2010-11, with a small increase between 2003-04 and 2008-09, followed by a drop in 2009-10 (PESB, 2019).

Several key pieces of legislation led to the creation of the Collaborative (for details, see Appendix A). A two-tiered licensure system for teachers and principals was legislated in the 1990s. PESB was legislated under EHB 2760 (2000), its authority was expanded under ESSB 5732 (2005), and it adopted evidence-based standards for effective teaching under ESHB 2261 (2009). A four-level rating system for evaluating classroom teachers and principals, as well as an expansion of alternative routes to certification, was adopted under E2SSB 6696 (2010). PESB’s authority over the basic skills and content area assessments was legislated under EHB 2760 (2000), and SHB 1621 (2019) removed minimum score requirements for the basic skills test.

HB 1139 created the Collaborative. Part I of HB 1139 focuses on educator recruitment strategies; Part II focuses on financial incentives, assistance, and supports; Part III focuses on educator retention strategies; and Part IV establishes the Collaborative and describes its charge:

- 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 systems
- 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 and provide recommendations on certification in a preliminary report (2020) and cover all six issues in a final report (2021)

³ The full text of HB 1139 is at <http://lawfilesexternal.wa.gov/biennium/2019-20/Pdf/Bills/House%20Passed%20Legislature/1139-S2.PL.pdf?q=20201013170743>.

Chapter 2. Group accomplishments to date

The following requirements outlined in [HB 1139](#)⁴ have been met:

- Each organization listed in the bill has designated one voting member (p. 61; see Appendix B for the membership list)
- The Collaborative has chosen two co-chairs (p. 61)
- PESB has provided staff support for the Collaborative (p. 62)
- PESB has convened the initial meeting of the Collaborative (p. 62)
- The Collaborative has contracted with a nonprofit, nonpartisan research institute for the purpose of consultation and guidance on meeting agendas and materials development, meeting facilitation, documenting Collaborative discussions and recommendations, locating and summarizing useful policy and research documents, and drafting required reports (p. 62)

Accomplishments

Using a competitive process, the Collaborative selected and contracted with Education Northwest (a nonprofit, nonpartisan organization founded in 1966 that builds capacity in schools, families, and communities through applied research and development). Education Northwest partners with states, districts, schools, community-based organizations, and foundations to address educational inequities and increase student success. Its services include technical assistance, consulting, and rigorous research and evaluation.

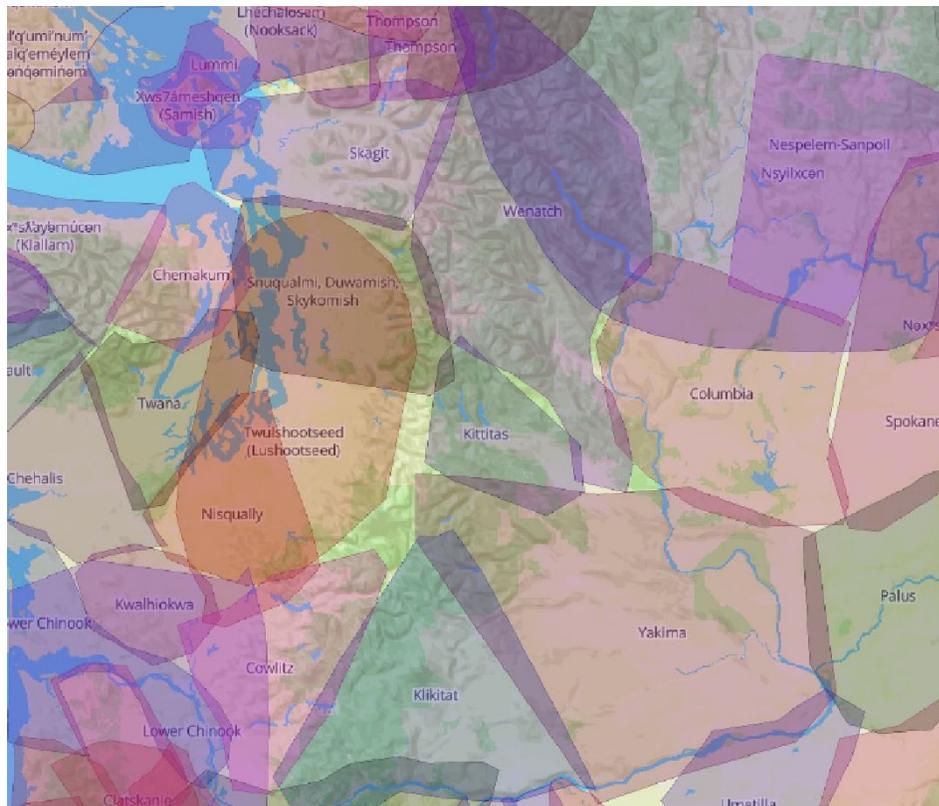
The Collaborative met eight times between April and October 2020 (about once a month). The co-chairs (once elected), PESB, and Education Northwest staff members have planned meetings leveraging member feedback. The co-chairs and Education Northwest staff members have facilitated the meetings. Presenters have included Collaborative members, staff from their organizations, and the Center for Strengthening the Teaching Profession. Meetings provided opportunities for individual reflection and work, as well as collaboration in small groups.

Each meeting began with a map of the Native languages spoken in Washington (figure 1) being shared on the screen, while a co-chair read the following tribal land acknowledgment:

"As we all gather today to conduct the work of the Professional Educator Collaborative, let's acknowledge that no matter where we are Zooming in from, we are on the traditional land of Native Americans. Their ancestors were the original inhabitants of the land we are occupying today. As we proceed with our work, let's make sure that our deliberations and recommendations benefit their descendants equitably."

⁴ The full text of HB 1139 is at <http://lawfilesexternal.wa.gov/biennium/2019-20/Pdf/Bills/House%20Passed%20Legislature/1139-S2.PL.pdf?q=20201013170743>.

Figure 1. Native languages spoken in Washington State



Source: Native Land, n.d. (with a search on Washington)

Collaborative members elected co-chairs: Aurora Flores, immediate past president of the Washington State School Directors' Association, and Nate Gardner, postsecondary vice president of the Washington School Counselor Association.

Collaborative members agreed on meeting norms, a vision to guide the work, and the need to adopt a systems approach. Members also established a shared understanding of the scope of work and created a logic model to map it out (see Appendix C). To inform work on the topic of certification, the Collaborative heard presentations on legislative history, certification, PESB's strategic planning, barriers administrators face and the Association of Washington School Principals' approaches to reducing them, and a summary of Washington's National Board Certification process. Members were also introduced to research on certification, and they had opportunities to reflect on and discuss it, eventually leading to the preliminary recommendations in this report.

Implications of the COVID-19 pandemic

The initial plan for the Collaborative was to hold monthly, daylong, in-person meetings beginning in spring 2020. With the onset of the COVID-19 pandemic, meetings have become virtual and have been shorter in length to accommodate the members' schedules (upcoming meetings are listed in Appendix D). Collaborative members and Education Northwest have strived to mitigate these circumstances with condensed, efficient meetings. In the words of one Collaborative member, Rep. Sharon Tomiko Santos, the expectation is still "to emerge from COVID-19 in a better place where students are empowered, and educators are prepared to engage" (S. T. Santos, personal communication during Collaborative meeting, September 11, 2020).

Chapter 3. Preliminary recommendations on certification

The Collaborative has identified six preliminary recommendations on certification for the Legislature and is continuing to refine these recommendations for its final report. These recommendations include:

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 inservice 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 diverse students
6. Expand opportunities for in-service educators' career growth through both in-person and virtual cohort-based professional learning

Context

This section reproduces information from an August 17, 2020, presentation by PESB staff members to the Collaborative (Manuel & Johnson, 2020). Certificate types in Washington can be grouped into three categories (table 1):

- Certificates that require a program or meet specific requirements
- Certificates resulting from training
- Limited certificates initiated by a school employer

Table 1. Categories of certificates

Type	Notes
<i>Certificates that require a program or meet specific requirements</i>	These include certificates for: <ul style="list-style-type: none"> • Teachers • Career and technical education teachers • Educational staff associates • Administrators
<i>Certificates resulting from training</i>	These include certificates for paraeducator trainings
<i>Limited certificates initiated by a school employer</i>	Most limited certificates require the district to develop a plan of support for the educator

Certificates can be renewed in five-year intervals with 100 clock hours or the equivalent in credits or professional growth plans. They can also be renewed with a valid national certificate issued by the National Board for Professional Teaching Standards (NBPTS), the National Association of School Psychologists, or the American Speech-Language-Hearing Association. Hours earned for a Department of Health license or a Board-Certified Behavior Analyst certificate may also be used toward renewal of a Washington State educator certificate. Holders of science, technology, engineering, and math (STEM) area endorsements must complete STEM renewal requirements. It is also possible to add an endorsement that, depending on the content area, may involve a test or both a program and a test.

Alternative routes to teacher certification in Washington lead to the same certification as traditional programs. Alternative route programs emphasize job-embedded learning, residency, and/or learning how to teach while teaching (including grow-your-own (GYO) educators, paraeducators, and career changers) and responding to shortage areas.

Recent developments in certification include grants incentivizing participation in professional learning communities, as well as major shifts and simplification in renewal requirements, making the professional certificate optional, and greater flexibility in the educator assessment system.

Preliminary recommendations

Inequitable access to effective, culturally responsive education is not random. Rather, it is systematically related to student demographics, especially race/ethnicity and poverty. Students of color and students affected by poverty are less likely than other students to be taught by fully certificated and experienced teachers, and “achievement gaps between students of color and white students are substantially explained by inequitable access to qualified teachers” (Cardichon et al., 2020, p. 1).

Improving educator certification is one way Washington State can take steps to surround every student with well-prepared educators. Students taught by fully certificated teachers are more likely to succeed than students whose teachers are not fully certificated (Clotfelter et al., 2007; Darling-Hammond et al., 2005).

Educator shortages and turnover, insufficient access to quality educator preparation, a student population that is much more diverse than the educator workforce, and a controversial assessment system stand in the way of a cohesive and flexible system that recruits, prepares, and retains excellent educators who are culturally responsive, inclusive, and reflective of the residents of Washington. In addition, the educator preparation system appears to focus on itself rather than on improving the educational experiences and outcomes of every student.

The Collaborative has identified six preliminary recommendations on certification that begin to address these challenges (table 2). It is continuing to refine these recommendations, and Appendix F presents some of the evolving thinking that will be reflected in the Collaborative’s final report (which will be submitted to the Legislature in November 2021).

Table 2. Connection between challenges and preliminary recommendations

Challenge	Preliminary recommendation #
<i>Insufficient focus on students</i>	1
<i>Educator shortage</i>	2
<i>Insufficient access to quality educator preparation, especially due to financial barriers—and particularly affecting potential candidates of color</i>	2
<i>Insufficient opportunities for practice in the field</i>	3
<i>An educator workforce that is not prepared to serve an increasingly diverse student population</i>	4
<i>An assessment system that may not best serve the purpose of ensuring quality without hampering access</i>	5
<i>Educator turnover</i>	6

Source: Authors

Recommendation 1: Integrate a student-centric lens into certification

To address the challenge of insufficient focus on students in the certification process, the Collaborative recommends integrating a student-centric lens into the certification process. To that end, candidates must demonstrate an ability to:

- Keep students at the center of what they learn, do, or will do in school every day
- Serve a diverse student population and differentiate instruction
- Provide students with a positive school experience
- Make students feel safe and welcome in schools, classrooms, and offices
- Support students as they face personal and societal challenges, including racism, discrimination, and the effects of poverty

Recommendation 2: Examine and support educator pathways to full certification and professional certification

To address Washington’s educator shortage, as well as insufficient access to quality preparation for potential educators—especially candidates of color—due to financial barriers, the Collaborative recommends examining and supporting multiple educator pathways to full certification and professional certification.

Building on sections 102–106, 109, 201, and 210–225 of [HB 1139](#), the Collaborative recommends:

- Developing a strong understanding of the multiple pathways to becoming an educator in Washington and the quality and equity of these pathways, including identifying which pathways to introduce, maintain, or expand; which to reform; and which to eliminate

- Evaluating the effectiveness and fairness of the reciprocity process through which Washington accepts every other state's approved preparation program toward Washington State certification
- Exploring opportunities to expand financial incentives for educator preparation

Alternative certification programs and GYO programs appear to be an effective way of increasing the number—as well as the diversity—of teachers (Garcia, 2020; Gist, Bianco, & Lynn, 2018; Woods, 2016).

Recommendation 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

One challenge the Collaborative has identified is insufficient opportunities for educators to practice in the field and hone their skills. To resolve this challenge, the Collaborative recommends strengthening Washington's field placement policies and processes.

Building on sections 102–106, 109, 201, and 210–225 of HB 1139, the Collaborative recommends:

- Identifying the needs of educator preparation programs, school districts, and their partners to collaboratively strengthen field placement
- Requiring that school districts take on a minimum number or percentage of aspiring educators as part of a residency model that promotes mastery-based learning and exposes participants to extensive culturally responsive practices
- Increasing resources for school leader internships

Teacher residencies appear to improve the recruitment and retention of effective teachers, especially among teachers of color, and have long-term benefits for students (Guha, Hyler, & Darling-Hammond, 2016).

Recommendation 4: Offer educators high-quality, racially literate professional learning opportunities for certificate renewal, including establishing anti-racist and racially literate standards for inservice teachers and teaching them to early-career educators and mentors

The Collaborative is deeply concerned that, as a whole, the Washington educator workforce is not prepared to serve the state's increasingly diverse student population. To begin to resolve this issue, the Collaborative recommends offering educators professional development for certificate renewal that promotes culturally responsive practices and teaches racial literacy.

Building on section 303 of HB 1139, the Collaborative recommends:

- Selecting strategies that allow teacher candidates to demonstrate their ability to use cultural responsiveness and racial literacy in the classroom
- Establishing anti-racist and racially literate standards and teaching them to early-career educators and mentors
- Prioritizing racially literate professional learning opportunities for certificate renewal
- Identifying lessons learned from alternative routes to certification on cultural responsiveness and implementing them at scale

Recommendation 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 diverse students

Washington's educator candidate assessment system may not best serve the purpose of ensuring quality without hampering access, especially for potential educators of color. To address this issue, the Collaborative recommends building flexibility into the assessment system and using assessment results to identify learning needs.

Building on section 303 of HB 1139, the Collaborative recommends:

- Introducing flexibility into the educator assessment system by relying on multiple factors that accurately measure quality, including demonstrated evidence of learning rather than completion, collecting evidence of educators' culturally responsive and anti-racist skills, and ability to differentiate learning for the diverse students
- Implementing the multiple measures consistently across the system
- Encouraging active use of assessments for teacher candidates' learning improvement

Candidates of color pass teacher preparation exams at lower rates than their white peers, resulting in fewer teachers of color (Goldhaber, Gratz, & Theobald, 2016; Nettles et al., 2011). Some teacher preparation programs use test results to identify and support candidates who may have gaps in their academic skills, as well as provide a general education program to address areas of weakness (Gitomer, Brown, & Bonett, 2011).

Recommendation 6: Expand opportunities for in-service educators' career growth through both in-person and virtual cohort-based professional learning

To address the challenge of educator turnover in Washington schools, the Collaborative recommends expanding opportunities for educators' career growth.

Building on sections 104–106, 109, 202, 207, and 301–302 of HB 1139, the Collaborative recommends:

- Implementing and promoting effective mentorship programs in which participants share knowledge, leadership, and power by creating and sustaining a system of support for mentors and mentees
 - Providing incentives for pre-service and in-service mentors
 - Replicating the program throughout all levels of the system for all educators—especially educators of color and bilingual educators
 - Ensuring that programs last three to five years, within and across sister school districts, and in geographic cohorts.
- Offering cohort-based learning for in-service educators
- Strengthening the content and cohesiveness of continuing licensure requirements for principals

The Collaborative also recommends identifying and implementing best practices to provide all these services in person and virtually.

Other recommendations

Collaborative members also discussed the challenge of an educator workforce comprising adults whose demographic characteristics do not reflect those of the students they serve. However, preliminary recommendations were not in the area of certification. Rather, Collaborative members considered supporting recruitment and retention pathways for candidates of color through partnerships and mentorships, as well as helping school districts and other relevant organizations implement appropriate hiring practices and integrate new hires into the district and school culture.

Conclusion

Every student in Washington State deserves equitable access to well-resourced schools staffed by effective, supported educators with whom they can identify racially, culturally, and linguistically. Finding and keeping those educators is the key to the success of all students. Certification is one way to ensure educator quality, as well as creating well-thought-out pathways to attract talented and diverse individuals into the profession.

The Collaborative has begun to identify possible improvements to educator certification in Washington. The ultimate goal is to help the state’s educational system become more cohesive and flexible so that schools recruit, prepare, and retain excellent educators who are culturally responsive, inclusive, and reflective of Washington students. These improvements are grounded in research and build on the current infrastructure—alternative pathways, residencies, assessments, and supports for educators. They also respond to a need that has become particularly visible in 2020: to better provide for traditionally underserved student populations by encouraging a certification approach that focuses on students, ensures racial literacy and cultural responsiveness, and distributes educators more equitably throughout the system. The work will continue into 2021, focusing on the five other topics and further refine and improve the recommendations on certification.

Acknowledgements

Thank you to the Collaborative's members for their engagement in the meetings that have led to this report, their passion for improving education for every student in Washington, and their support for the educators engaged in this work every day. Members Aurora Flores and Nate Gardner are appreciated for stepping up as co-chairs. Thank you to the bill's sponsor, Rep. Sharon Tomiko Santos, for her valuable guidance and context. This report would not be possible without the continuous support of PESB staff members, especially Alexandra Manuel and Mark Bergeson and formerly Justin Montermini. Maren Johnson of PESB, Gina Yonts of the Association of Washington School Principals, Cindy Rockholt of the Office of Superintendent of Public Instruction, Nasue Nishida of the Center for Strengthening the Teaching Profession, and Jim Meadows of the Washington Education Association are recognized for contributing useful content. In addition, thank you to Education Northwest's Hella Bel Hadj Amor, Jason Greenberg Motamedi, and Zoe Velie for drafting the report as well as Valerie Brodnikova, Margaret Gunn, Ira Pollack, Lisa Rummmler, and Ilona Wall, for their thoughtful work in copy editing and designing the document.

Appendix A: Legislative overview

This appendix describes the legislation leading up to the creation of the Collaborative in

HB 1139.⁵ Most of it summarizes content originally developed for a presentation to the Collaborative by Lucinda Young, a member of the Collaborative and the Washington Education Association’s chief lobbyist (Young, 2020). An overview of HB 1139 follows.

Early history

“The Washington State Legislature has a long history of setting policy for [educator] preparation programs. This includes creating standards for preparation programs, directing in detail various aspects of the licensure system, and addressing recruitment and retention. An arc has been created leading from recruitment, to preparation, to initial mentorship, to an evaluation system based on professional growth of the educator and ending with retirement from a job well done” (Young, 2020, p. 1).

“The legislature sets the overriding policy for our education preparation system. The [Washington] State Board of Education wrote the rules or the Washington Administrative Code to help enact those policies. In the 1990s under the direction of the Legislature, Washington ventured into a two-tiered licensure system for teachers and principals” (Young, 2020, p. 1).

Impactful legislation of the 2000s

In the 2000s, legislation occurred in a national context marked by the reauthorization of the Elementary and Secondary Education Act through the passage of the No Child Left Behind Act of 2001 (NCLB).⁶ NCLB required standardized student testing in reading and math in grades 3–8, as well as in high school. It set a goal of all students meeting or exceeding state standards in reading and math by 2014, closing student achievement gaps in the process.

EHB 2760, Promoting standards for educator quality

Sponsor: Rep. Quall, 2000 (Gov. Locke request legislation)

“PESB is created to serve as the sole advisory body to the State Board of Education (SBE) on issues related to educator certification, recruitment, alternative routes to certification,

⁵ The full text of HB 1139 is at

<http://lawfilesexternal.wa.gov/biennium/2019-20/Pdf/Bills/House%20Passed%20Legislature/1139-S2.PL.pdf?q=20201013170743>.

⁶

<https://www.k12.wa.us/policy-funding/grants-grant-management/every-student-succeeds-act-essa-implementation/elementary-and-secondary-education-act-esea/no-child-left-behind-act-2001>

mentoring, a prospective teacher pedagogy and principal assessments, evaluations and revocation of a license. This legislation also directed PESB to create and pilot the basic skills and content area assessments and gave them rule making authority concerning these assessments” (Young, 2020, p. 1).

ESSB. 5732: Powers, duties, and membership of the state board of education and the PESB

Sponsor: Sen. McAuliffe, 2005 (Gov. Gregoire request legislation)

PESB inherits SBE’s statutory authority on educator preparation and certification transfers, retains all previous statutory authority for alternative routes to certification and educator assessments, and continues to play an advisory role on the revocation or suspension of certificates. (Young, 2020, p. 2)

ESHB 2261: Concerning the state’s education system

Sponsor: Rep. Sullivan, 2009 (Section 401)

“Teachers, principals, and administrators must be provided with access to the opportunities they need to gain the knowledge and skills that will enable them to be increasingly successful in their classroom and schools” (HB 2261, p. 47). Accordingly, this bill charges PESB with adopting “standards for effective teaching that are evidence-based, measurable, associated with improved student learning, and calibrated on a career continuum [and] *incorporate standards for cultural competency*” and exploring the evaluation of pre-service teachers’ effectiveness (Young, 2020, p. 2).

E2SSB 6696: Regarding education reform

Sponsor: Sen. McAuliffe, 2010 (Gov. Gregoire request legislation)

Sections of this bill relevant to educator quality include a requirement that “each school district must establish performance criteria and an evaluation process for all staff and ... a four-level rating system for evaluating classroom teachers and principals with revised evaluation criteria” (Young, 2020, p. 2). There is also guidance on using student growth data in evaluations. “The alternative routes to certification program is expanded to allow additional approved providers. All higher education residency certificate programs are now required to propose and offer at least one alternative route program” (Young, 2020, p. 3).

SHB 1621: Concerning basic skills assessments for approved teacher preparation programs

Sponsor: Rep. Ybarra, 2019 (PESB request legislation)

This bill requires PESB to establish a way to assess an applicant's knowledge in the basic skills, which are defined as reading, writing, and math, at a minimum. This assessment, or a PESB-approved equivalent, becomes mandatory for applicants to an approved teacher preparation program, but there is no longer a minimum assessment score required for admission. Preparation programs may use the assessment in a formative way to assess candidate readiness.

Legislation leading directly to the Collaborative

HB 2573: Concerning the shortage of public-school teachers and substitute teachers.

Sponsor: Rep. Santos, 2016 (Superintendent of Public Instruction request legislation). Passed the House, died in Senate Rules Committee.

Key provisions include requiring a statewide recruitment campaign and issuing some out-of-state teachers a Washington Professional Certificate, allowing for the employment of retirees as substitute teachers, calling for partnerships between institutions of higher education and school districts on alternative-route programs and resident teacher placement, promoting educator supports by expanding the Beginning Educator Support Team (BEST) program and boosting mentor training, and offering some scholarship/tuition and fee-waiver opportunities.

E2SHB 1341: Concerning professional certification for teachers and school administrators.

Sponsor: Rep. Bergquist, 2017

This bill makes the professional teacher certificate optional and offers an option for residency certificate renewal for teachers and principals who have not achieved it. The Collaborative was included, but the governor vetoed that section due to lack of funding.

E4SHB 1827: Relating to expanding the current and future educator workforce supply through evidence-based strategies to improve and incentivize the recruitment and retention of highly effective educators, especially in high-need subject, grade-level, and geographic areas, and to establish a cohesive continuum of high-quality professional learning from preparation programs to job-embedded induction, mentoring, collaboration, and other professional development opportunities

Sponsor: Rep. Santos (lived in the 2017 and 2018 sessions)

This bill “creates or modifies teacher recruitment and retention programs ... revises grant and scholarship programs ... modifies teacher evaluation standards, addresses various issues of teacher recruitment such as the recruitment of military personnel and their spouses [and] creates the Collaborative” (Young, 2020, p. 4).

An overview of HB 1139

HB 1139 created the Collaborative—and it also addressed recruitment; financial incentives, assistance, and supports; and retention strategies (Final Bill Rpt., E.2.S.HB 1139, 66th Leg., Reg. Sess., Wash. 2019).

E2SHB 1139: Expanding the current and future educator workforce supply

Sponsor: Rep. Santos, 2019

Part I: Recruitment

- An educational service district regional recruiters pilot program
- An expansion of the Recruiting Washington Teachers program to encourage high school students to enter the field of education rather than teaching in specific subjects
- An alternative route programs subject matter expert group that leverages occupational industry experience to accede to teaching
- A work group that explores the recruitment of military personnel and their spouses
- Grants for an educational service district alternative route teacher certification pilot program that helps fund teacher candidates enrolled in the program with the intent to pursue an initial teacher certificate

Part II: Financial incentives, assistance, and supports

- A requirement for all teacher preparation programs, not just alternative route programs, to design plans for student teacher field placement that include considerations of high-need subject and geographic areas and high-quality mentoring
- The acquisition of remote supervision technology (funding permitting) to enable rural public schools’ access to student teachers from Central Washington University
- The conversion of the pilot Teacher Endorsement and Certification Help Program to a permanent program
- The expansion of a scholarship and loan repayment program to all educators
- An increase in the pool of educators who can access space-available tuition waivers
- The prioritization of the expansion of teacher preparation program enrollments in high-need subjects and high-need locations

Part III: Retention strategies

- An expansion of the BEST Program and a strengthening of mentor eligibility requirements
- A reform of teacher and principal evaluations
- A requirement for PESB to report to the Legislature on the results of the micro-credential pilot grant programs conducted during 2018/19
- Expanded opportunities for some retired educators to return to work
- A joint Office of Superintendent of Public Instruction-PESB report to the Legislature on the effect of discipline issued against professional educator certificates on educator recruitment and retention

Part IV: Strengthening and supporting professional pathways for educators

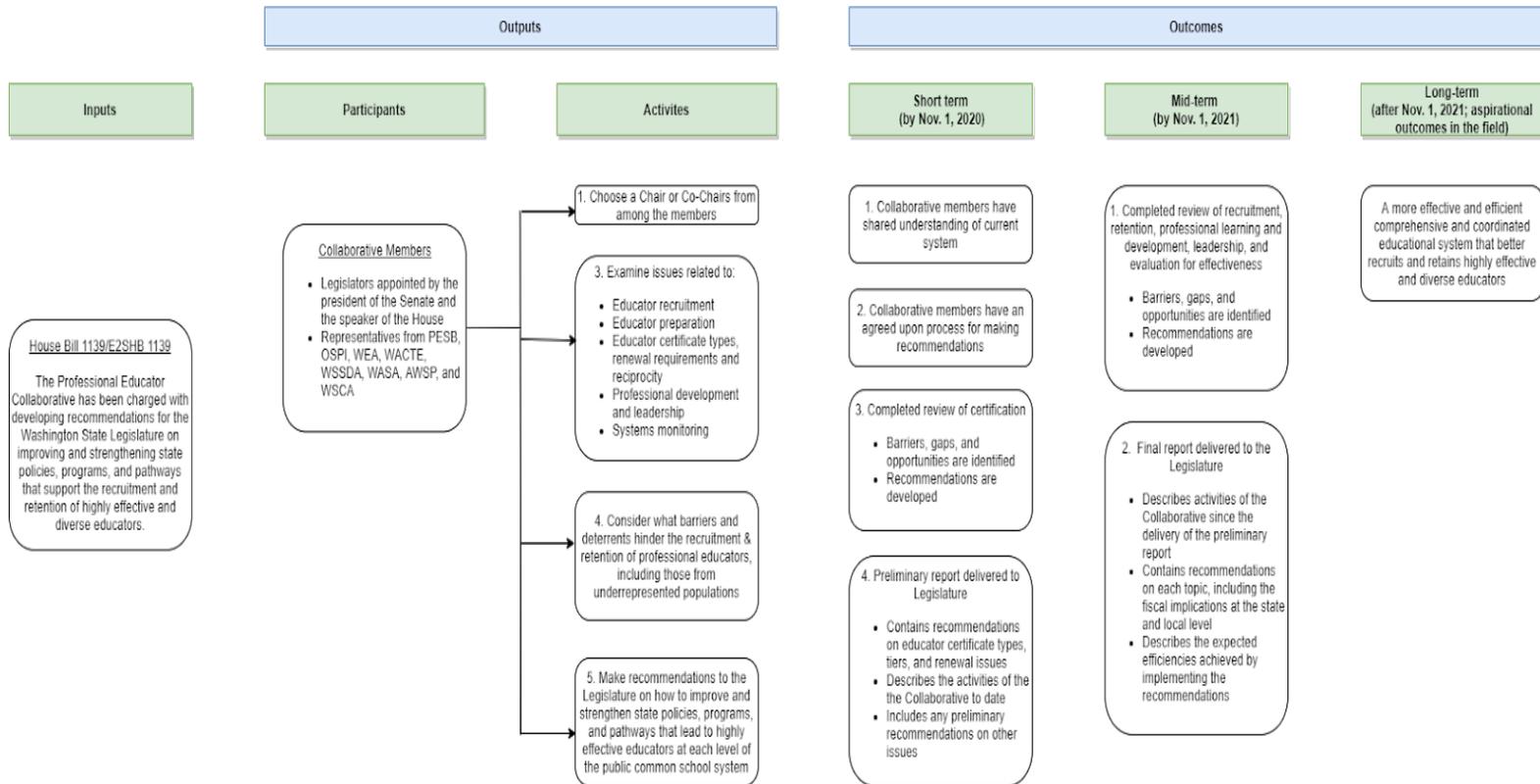
- To make recommendations on how to improve the mechanisms that lead to highly effective educators
- To address educator recruitment, certification, retention, professional learning and development, leadership, and evaluation systems
- To consider the incentives and supports necessary for educators at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

Appendix B: Group members

- Aurora Flores, Washington State School Directors' Association
- Nate Gardner, Washington School Counselor Association
- Tara Haskins, Washington Association of Colleges for Teacher Education
- Kurt Hatch, Association of Washington School Principals
- Alexandra Manuel, Professional Educator Standards Board
- Michaela Miller, Office of Superintendent of Public Instruction
- Mike Nelson, Washington Association of School Administrators
- Rep. Sharon Tomiko Santos, House of Representatives Democratic Caucus
- Sen. Claire Wilson, Senate Democratic Caucus
- Lucinda Young, Washington Education Association

Appendix C: Collaborative logic model

Professional Educator Collaborative Logic Model



Appendix D: Upcoming meetings

- November 13, 2020 8 a.m. to 12 p.m.
- November 20, 2020 8 a.m. to 12 p.m.
- December 11, 2020 8 a.m. to 12 p.m.
- December 18, 2020 8 a.m. to 12 p.m.
- January 18, 2021 9 to 11 a.m.
- February 12, 2021 9 to 11 a.m.
- March 12, 2021 9 to 11 a.m.
- April 9, 2021 9 to 11 a.m.

Appendix E: Certification research overview

This research summary examines evidence-based practices that appear to be related to increasing the number and diversity of fully certificated teachers and other educators.

Advanced teacher certification may increase teacher effectiveness and retention

Like many states, Washington uses National Board Certification as a means for advanced certification. The Washington State professional certificate is an optional advanced certificate. Washington also offers financial incentives for educators, including teachers and education staff associates (such as school counselors, nurses, and speech language pathologists), who achieve National Board for Professional Teaching Standards (NBPTS) National Board certification (Bales & Cramer, 2020; Education Commission of the States, 2018). In the past, there were two ways to obtain a professional certificate in Washington State, but the financial incentive is available only for those who achieve NBPTS National Board certification.

Advanced teacher certification, among other hypothesized effects, is thought to reinforce effective practices and therefore improve teacher effectiveness and student outcomes. It is also believed to improve teacher retention; fewer teachers with advanced certification tend to leave the profession. Teachers with advanced certification are also thought to be effective mentors for other teachers. These effects will improve teaching and learning throughout the entire system (National Research Council, 2008).

However, there is little research about the effects of advanced teacher certification. For example, a recent study by the Washington State Institute for Public Policy (WSIPP) found that almost 25 percent of classroom teachers in Washington held an advanced teacher certificate but that “WSIPP was unable to analyze the effectiveness of specific policies toward expanding the educator workforce” (Bales & Cramer, 2020, p. 1).

A comprehensive national research review found mixed results on the impact of board-certified teachers on student achievement data (National Research Council, 2008). About half of the 10 studies reviewed found that National Board Certified teachers (NBCTs) were more effective, as measured by student assessments—especially in reading—than non-NBCTs. The other half of the studies did not find a significant difference between teachers with and without national board certification.

There is also some evidence that NBCTs, or at least those who apply for National Board Certification, are more mobile—contrary to expectations—and may be more likely to leave their positions, especially in high-needs schools, than their peers (Goldhaber & Hansen, 2009).

Alternative certification programs can increase the number and diversity of teachers

Every state has some form of alternative certification or alternative route to certification, but these programs vary greatly. In 2016, about 20 percent of all new teachers nationwide entered the profession through alternative certification programs (Woods, 2016).

Alternative certification programs appear to be an effective way of increasing the number, as well as diversity, of teachers (Woods, 2016). However, research is mixed about the relationship between certification route and teacher quality, and the links between alternative routes and teacher effectiveness are unclear (Constantine et al., 2009; Jang & Horn, 2017). Similarly, there does not appear to be a link between certification route and teacher retention; teachers who participate in an alternative certification route or earn an alternative certification are no more or less likely to be retained than other teachers (Woods, 2016).

It is important to note that Washington State does not have a system of certification in which a traditional certificate is more rigorous than an alternative certificate. Instead, Washington has alternative routes to the same certificate that meet the same standards as traditional programs. The research on alternative teacher certification does not always specify which system is being evaluated. Further, as always, research should be examined critically in the local context.

Policy options to create effective alternative teacher certification pathways

- Reduce financial barriers to enter these programs through stipends, reduced tuition at university-based programs, or other financial assistance
- Recruit and select strong candidates through GPA minimums, admissions testing, or other academic indicators
- Reward alternative teacher candidates for the expertise they bring by, for example, allowing candidates to test out of certain coursework requirements
- Require coursework that helps teachers feel prepared to teach and meets their immediate teaching needs while limiting the amount of coursework required, especially during the first year of teaching
- Ensure that teachers receive certification at the end of the program
- Provide support for alternatively certified teachers before and during teaching through induction, observations, and mentorship
- Develop and consistently implement alternative certification program standards
- Ensure that teachers of all grades and subject areas—but especially shortage areas—can be certified through an alternative program
- Use innovative options, such as online courses, varying module lengths, and concurrent learning and teaching responsibilities

Source: Woods, 2016

Grow-your-own teacher programs may increase the diversity and retention of teachers

Grow-your-own (GYO) teacher programs recruit and train teachers from within communities to bring racial, ethnic, and cultural diversity and skills, such as bilingualism, into schools. Candidates often include paraeducators or teachers with limited teaching certificates. These are typically alternative pathway programs, in which candidates work as teachers as they earn their teaching credentials (Greenberg Motamedi, Leong, & Yoon, 2017). Some GYO teacher programs engage high school students from groups that are underrepresented in the educator workforce, encouraging them to see teaching as a desirable career path and providing opportunities to explore and practice teaching (Greenberg Motamedi et al., 2018).

GYO teacher programs are thought to increase teacher diversity and retention (Garcia, 2020; Gist et al., 2018). However, most research on GYO teacher programs describes the characteristics of specific programs and does not evaluate their effectiveness—or the policies that might create and sustain them.

A recent 50-state scan of GYO teacher programs found that the use of “GYO” may vary but that these programs all address common problems, including increasing teacher diversity (New

America, n.d.). “Most states have at least one GYO program, but tremendous variety exists in program design and strategy ... More than half of states have a GYO policy, but funding for GYO programs is inconsistent” (Garcia, 2020, pp. 10–11).

Statewide policies and practices that support high-quality GYO teacher programs include:

- Allocated funding to develop and sustain GYO teacher programs
- Data systems to track program recruitment and completion, job placement, and retention
- Program evaluation to gauge the impact on local workforce needs
- Teacher certification and licensure systems that offer multiple approaches to measuring educator skills and competencies
- Program accessibility for candidates with and without bachelor’s degrees through different program models
- Strong collaboration and coordination across school districts, educator preparation providers, and community organizations
- Recruitment of linguistically and culturally diverse candidates who are both reflective of and responsive to the needs of the local community
- Wraparound supports for candidates through the recruitment, preparation, and induction years
- Paid work-based experience under the guidance of a mentor teacher that aligns with educator preparation coursework
- Structured pathways for candidates to advance toward required teaching credentials and certification at various stages of their career

Source: *New America, n.d.*

Appendix F: Future discussion

The Collaborative intends to reflect on and possibly use the following considerations to inform a set of final recommendations on certification.

Certification overall

- Make our student-centric lens more explicit. Specifically, address these questions:
 - How can our certification programs improve educators' ability to teach and differentiate?
 - What do adults in schools need to learn so all their students succeed, and how do we incorporate that into certification?
- Better understand the impact of COVID-19 on the certification process and make recommendations to mitigate that impact
- Explicitly identify the significance of certification in terms of completion—and evidence of learning
- Better understand what certification signifies, including unpacking assumptions about measures of quality and effectiveness
- Deepen our understanding of certification as a barrier to some candidates, as well as deconstruct assumptions surrounding barriers and demographics
- Further explore the opportunity for true diversification of the system
- Explicitly identify the impact of certification on the workforce
- Explore the demographics of educators who stay in high-poverty schools

Certification pathways

- Better understand the evolution in certification programs and pathways over the years
- Elaborate on the relationship between traditional and alternative routes to certification
- Further examine alternative pathways for career changers and school staff members in the context of equity
- Consider skill centers as a mode for certification
- Consider requiring every existing program to provide a plan that ensures the quality and flexibility of the pathway, as well as access for candidates

Certification assessments

- Clearly identify and address assessments as a barrier
- Examine how assessments may be used to truly demonstrate evidence of learning and growth among pre-service and in-service educators
- Consider how assessment of prior learning may bridge educational experience in early learning and other youth service programs

- Develop wording to ensure there is a standardization of rigor for every assessment type

Field placement

- Strengthen field placement language to emphasize that paraeducators can continue to be employed as a paraeducator and student teach at the same time
- Develop methods to identify leaders (of all certification levels) in underrepresented populations to become potential mentors and provide the financial and career incentives for them to do so (not just in terms of clock hours)

Certification types and tiers

- Determine the true incentives for pursuit of a voluntary certificate
- Develop a deeper understanding of the role of voluntary certificates and how they may financially burden the state
- Further investigate the prevalence of, benefits of, and barriers to limited certificates
- Find ways to de-silo certification types to encourage professional growth among educators

Certification renewal and professional development

- Examine policy flexibility that allows paraeducators and other potential future educators to have formalized flexibility for student teaching
- Look further into cross-education system definitions, transitions, and pathways
- Consider requiring high-quality racially literate professional development for certificate renewal, similar to the STEM requirement
- Examine whether the current system of incentivizing NBCTs promotes retention and recruitment
- Understand how to thoughtfully use incentives in conditional loan scholarships and bonuses to deliver on our equity goals and serve high-poverty schools

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