



## Equitable Access to Teachers

### Defining Terms in the ESSA State Plan

This document is intended as a resource to the ESSA State Plan Hub Committee as it considers decision points brought by the Effective Instruction and Leadership Spoke Committee. The table below illustrates the terms that must be defined in the ESSA State Plan, the definitions that existed under NCLB, applicable Colorado statute that can be used to define the terms moving forward, and any other possible options outside of Colorado statute.

Term	NCLB	CO State law	Other options
<b>Inexperienced</b>	Was defined by States (>3 years)	None	The Effective Instruction and Leadership Spoke Committee recommends continuing with the existing definition.
<b>Unqualified</b>	Non-HQ: no license	Article 63: does not hold license or authorization (and school has not received waiver)	None, Colorado law must be followed.
<b>Out-of-field</b>	Non-HQ: no subject matter competency	Article 60: <u>endorsement</u> – designation on a license or an authorization of grade level or developmental level, subject matter, or service specialization in accordance with the preparation, training, and experience of the holder of such license or authorization  <b>*The Effective Instruction and Leadership Spoke Committee recommends using this definition in order to ensure consistency with Colorado law and ensure equity.</b>	Allow in-field to be demonstrated using NCLB menu of options for demonstrating subject matter competency (see other handout)
<b>ineffective</b>	none	S.B. 10-191 definition of ‘ineffective’	None



This document is intended as a resource to the ESSA Hub Committee as it considers decision points brought by the Effective Instruction and Leadership Spoke Committee. The information below is excerpted from the 2015 Colorado Educator Equity Plan. The complete plan, including strategies for addressing gaps, is available at <http://www.cde.state.co.us/fedprograms/co-educator-equity-plan-2015-draft-5-21-15>.

## Equity Gaps

### Defining and Identifying Equity Gaps in Colorado

Colorado's equity gap analyses presented in this section rely upon one of the three statutory obligations for SEAs to ensure that "poor and minority children are not taught at higher rates than other children by inexperienced, unqualified, or out-of-field teachers." Colorado's students have been receiving core content instruction in classrooms taught by highly qualified teachers at a rate of more than 99 percent for several years now and more than 99 percent of Colorado's core content teachers are HQ (see [http://www.cde.state.co.us/FedPrograms/tii/a\\_hqt\\_hqtd.asp](http://www.cde.state.co.us/FedPrograms/tii/a_hqt_hqtd.asp)). Because the vast majority of schools have attained 100 percent HQ teachers and HQ teacher-taught core classes, and state-wide such a small proportion of teachers and core classes are non-HQ, efforts to identify equity gaps and ensure equitable access have focused primarily on teacher experience. Tables 2 and 3 below demonstrate the distribution of non-HQ teacher-taught classrooms among the poverty and minority quartiles in Colorado. See the key terms on page four for more information of the aggregation of unqualified and out-of-field into non-highly qualified.

Table 2: Percent of Non-HQ Teacher-Taught Classrooms by Poverty Quartiles

Poverty Quartile	Mean Percent of Non-HQ Classes	Differences in Quartiles	State Equity Gap
4 (Low Poverty)	2.2147	Gap between 4 (low) and 1 (high)	-1.6834
3	1.3922	Gap between 4 (low) and 2	-1.1595
2	1.0552	Gap between 3 and 1 (high)	-0.8609
1 (High Poverty)	0.5313		

Table 3: Percent of Non-HQ Teacher-Taught Classrooms by Minority Quartiles

Minority Quartile	Mean Percent of Non-HQ Classes	Differences in Quartiles	State Equity Gap
4 (Low Minority)	0.9476	Gap between 4 (low) and 1 (high)	-0.0637
3	1.5383	Gap between 4 (low) and 2	0.8750
2	1.8226	Gap between 3 and 1 (high)	-0.6544
1 (High Minority)	0.8839		

*Equity Gap: Higher Rates of Inexperienced Teachers Teaching in Schools with High Poverty, High Minority and High English Learner Populations*

For equity gap analyses, poverty and minority quartiles were calculated based on the percent of minority students or students experiencing poverty within schools. The percent of inexperienced teachers teaching within each poverty and minority quartile were compared to each other. In the 2013-2014 school year (the most recent data available), the highest poverty and minority quartiles had the highest percentage of inexperienced teachers (see Tables 4 and 5). The largest gaps exist between the first quartile and the third and fourth quartiles, indicating that a higher percent of inexperienced teachers are teaching in high poverty and high minority schools.

Table 4: Percent of Inexperienced Teachers by Poverty Quartiles

Quartile	Percent of Inexperienced Teachers	Differences in Quartiles	State Equity Gap
4 (Low Poverty)	19.11	Gap between 4 (low) and 1 (high)	14.8
3	16.55	Gap between 4 (low) and 2	2.03
2	21.14	Gap between 3 and 1 (high)	17.36
1 (High Poverty)	33.91		

Table 5: Percent of Inexperienced Teachers by Minority Quartiles

Quartile	Percent of Inexperienced Teachers	Differences in Quartiles	State Equity Gaps
4 (Low Minority)	18.95	Gap between 4 (low) and 1 (high)	15.38
3	17.17	Gap between 4 (low) and 2	0.07
2	19.02	Gap between 3 and 1 (high)	17.16
1 (High Minority)	34.33		

Furthermore, a cross-tabulation of the poverty and minority quartiles indicated that the schools in the highest poverty quartile also were in the highest minority quartile (see Table 6). Specifically, among the 447 highest poverty schools, 353 (79%) were also in the highest minority quartile; the vast majority of the lowest poverty schools (90%) were in the two lowest minority quartiles.

Table 6: Percent of Inexperienced Teachers in Schools Based on Poverty and Minority Quartiles

Poverty By Minority		Minority Quartile				Total
		1 (High Minority)	2	3	4 (Low Minority)	
Poverty Quartile	1 (High Poverty)	353	68	11	15	447
		19.78%	3.81%	0.62%	0.84%	25.04%
	2	83	202	83	80	448
		4.65%	11.32%	4.65%	4.48%	25.10%
	3	8	133	173	131	445
		0.45%	7.45%	9.69%	7.34%	24.93%
	4 (Low Poverty)	3	42	178	222	445
		0.17%	2.35%	9.97%	12.44%	24.93%
Total		447	445	445	448	1785
		25.00%	24.90%	24.90%	25.10%	100.00%

The statistically significant correlation between the percent of English Learners and students in poverty ( $\alpha = .79$ ) and minority students ( $\alpha = .67$ ) within - Colorado schools makes it reasonable to conclude that English Learners are also being taught by a higher percentage of inexperienced teachers. In fact, the highest quartile of English Learners has a higher percentage of inexperienced teachers (33.26%) than the lowest EL quartile (19.38%).

#### Equity Gap 2: Higher Rates of Unlicensed or Uncertified Teachers in High Poverty and High Minority Schools

Lastly, The Colorado Educator Profile provided by the U.S. Department of Education indicates that the 2011-2012 percent of first year teachers in “High Poverty Quartile” (HPQ) schools was higher (6.8%) than the “Low Poverty Quartile” (LPQ) schools (4.3%). The same pattern exists between the “High Minority Quartile” (HMQ) (6.8%) and the “Low Minority Quartile” (LMQ) (4.8%) schools. The Educator Profile Report also shows a higher percent of teachers without licensure or certification in HPQ (3.6%) than LPQ (1.2%) schools. Likewise, the percent of uncertified or



unlicensed teachers in HMQ (4.5%) is higher than LMQ (1.3%) schools (see Colorado Educator Equity Profile, 2011-2012 Data). It should be noted that charter schools in Colorado can be waived from teacher licensure requirements and therefore can be considered HQ through having a Bachelor's degree or higher and demonstrating subject matter competency through an approved method (see key terms definitions on page 4). Consequently, CDE is unable to determine what portion, if any, of the unlicensed teachers included in these data are actually HQ in charter schools.

#### *Summary of Identified Gaps*

The evidence indicates that Colorado's poor, minority, and English Learner students have been taught at higher rate by inexperienced and unlicensed teachers than have other children. Therefore, the focus of this equity plan is to address the gaps in the rates of poor, minority and EL students being taught by inexperienced teachers (Equity Gap 1) and teachers without licensure or certification (Equity Gap 2).



This document is intended as a resource to the Colorado State Board of Education as it considers decision points brought by the Effective Instruction and Leadership Spoke Committee. The information detailed in this handout relates to the qualifications that have been applicable to compliance with teacher and paraprofessional qualifications required under No Child Left Behind.

## Background on Qualifications Terminology

---

### License

A license is obtained by a teacher when they have completed an approved teacher preparation program and demonstrated, in accordance with Colorado law and applicable rule, that they have the pedagogical knowledge and skills to serve as a classroom teacher in Colorado.

Types of licenses include:

- Initial license
- Professional license
- Master teacher license
- Alternative license

### Authorization

An authorization is obtained when a teacher may not have met all applicable requirements to obtain a license but is authorized to serve as a classroom teacher for a shortened period of time.

Types of authorizations include:

- Interim authorization
- 5-Year substitute authorization
- 1-Year substitute authorization
- Adjunct authorization
- Exchange teacher authorization

### Endorsement

An endorsement is added to a teaching license. A teacher obtains an endorsement by demonstrating, in accordance with Colorado law and applicable rule, that they have the necessary subject matter knowledge to teach in a particular subject area and grade level. A license cannot be obtained without at least one endorsement. It is possible to obtain multiple endorsements on a single teaching license. More detailed information on what is required to obtain an endorsement is available at <http://www.cde.state.co.us/cdeprof/endorsementrequirements>.

### Highly Qualified

Highly qualified was a particular set of requirements for teachers and paraprofessionals established in No Child Left Behind (NCLB).

## Highly Qualified Teachers

---

**To be considered highly qualified (HQ) under NCLB, all core content teachers had to:**

- Hold a degree (BA or higher)
- Be fully licensed (exception for general ed teachers in charter schools with waivers)
- Demonstrate subject matter competency



## Eight types of teaching licenses that met the definition of ‘fully licensed’ for NCLB HQ purposes:

- Initial license
- Professional license
- Interim authorization
- Master teacher license (previously Master Teacher Licenses)
- Alternative license
- 5-Year substitute authorization
- Adjunct authorization
- Exchange teacher authorization

## Subject matter competency had to be shown through at least one of the following methods:

Elementary (Grades K-6)	Secondary (Grades 6-12)
Passing a Colorado elementary content test (e.g., PLACE, PRAXIS II)	Earning an endorsement in assigned field
Passing an approved elementary content test in another state*	Holding a degree in assigned field
Passing an elementary assessment for National Board Certification	Passing a Colorado content test in assigned field (e.g., PLACE, PRAXIS II)
Passing the elementary HOUSSE provision (if eligible)*	Earning 24-semester hours in assigned field**
	Earning National Board Certification in assigned field
	Passing a secondary multi-subject HOUSSE provision (if eligible)*

\*= Not aligned to Colorado endorsement requirements

\*\*= Similar to Colorado endorsement requirements but with added local discretion.

## Who had to be highly qualified?

- **All K-12 core content teachers**
  - Inclusive of Special Education teachers serving as the primary provider of core content instruction
  - Core content areas under NCLB included: English, reading or language arts; mathematics; science; foreign languages; social studies (civics, government, history, geography, economics); The arts (visual arts, music)
- **Verified for all teachers in the above contexts**
  - Hiring constraints placed on Title I teachers beginning in 2012 (per HQ State Plan required and approved by USDE)

## Highly Qualified Paraprofessionals

- NCLB required that instructional paraprofessionals in **Title I programs** must possess specific skills and knowledge in reading, writing, mathematics and instruction to be considered qualified to assist in instruction.
- NCLB outlined the following requirements for paraprofessionals to be considered highly qualified:
  - Possess a high school diploma or its equivalent (e.g., the GED); AND
  - Demonstrate subject matter competency by:
    - Earning an Associate’s (or higher) degree; OR
    - Completing at least two years (48 credit hours) of study at an institution of higher education; OR
    - Passing a formal state or local assessment measuring one’s knowledge of and ability to assist classroom teachers in reading, writing and mathematics.



## Meeting K-12 Teacher Qualification Requirements in ESSA: Local Implications in Colorado

**Purpose of this document:** The flow chart below illustrates hiring and reporting considerations based on the current recommendation from the Effective Instruction and Leadership Spoke Committee that the term ‘in-field’ be defined as holding an endorsement in the teaching subject area. The intended use of this document at this time is for the ESSA Hub Committee and State Board of Education consider the outcomes posed by this definition in order to reach a final decision for Colorado’s ESSA State Plan

### Hiring Considerations Legend

Compliant with ESSA and considered in-field for equity reporting

Permitted by State law and ESSA, but considered out of licensed area for federal reporting.

May lead to low-income and minority students being taught at a disproportionate rate by out-of-field teachers.

Non-Compliant with State law

Non-Compliant with ESSA

**Reporting Information:** CDE must report the following information to the USDE, which is to include public posting:-  
% of teachers **in the State** that are inexperienced, teaching under an emergency authorization, and who are not teaching in the subject or field for which they are licensed (endorsed).  
Rates at which low-income and minority children enrolled in **Title I schools** are taught by ineffective, out-of-field, and inexperienced teachers and whether these rates are disproportionate compared to other children (referred to in the chart below as **disproportionality**).

\*NOTE: In the chart below, ‘high minority or low-income population’ refers to schools in the highest quartile based on those populations in Colorado.

