Analysis

Item 9: Department of Education

K-12 Professional Development

Analyst: Doug Wilson

Request: Accept a report required by HB 3427 (2019) on a plan to provide an effective combination of programs and initiatives for the professional development of education from kindergarten through grade 12.

Analysis: Section 48 of the Student Success Act (HB 3427) requires the Oregon Department of Education (ODE) and the Educator Advancement Council (EAC), after consulting with various education related entities, to "develop a plan to provide an effective combination of programs and initiatives for the professional development of educators from kindergarten through grade 12 and to be funded by the Statewide Education Initiatives Account. The plan shall be based on consideration of increasing: (a) Educator retention; (b) Educator diversity; (c) Mentoring and coaching of educators; (d) Participation in educator preparation programs; and (e) Educator scholarships." The report is due to the Legislative Assembly by January 15, 2020.

The report's proposed plan primarily address issues relating to diversifying the K-12 workforce and in reducing the systemic barriers that have kept the K-12 system from achieving the diversification in the past. One designated aim in this proposed plan is to "develop a cohesive racially-affirming environment across Oregon's educator workforce continuum." This includes strengthening the relationships between staff of school districts and the educator preparation programs (EPP) in addressing these issues. There are three strategies or tiers in this plan described in detail below:

- "Dismantle barriers to teaching and administration due to systemic racism;
- Support current initiatives through meaningful shifts in practice; and
- Implement comprehensive systems marrying educator preparation and K-12 support programs that can yield racially/cultural affirming environments."

The agency submitted a two-year budget but only one year is included in the current biennium meaning the proposal spends only half of the \$15 million of funding available for 2019-2021. The tables below reflect the estimated amount proposed for one year (second year of the 2019-21 biennium) totaling \$7.5 million. More discussion of this is in the LFO recommendation section below.

Tier 1 -- Dismantling Barriers

Program	Amount	Description
Oregon Teacher	\$750,000	Provide additional funds to this existing program (current 2019-21
Scholars		funding is \$1 million) to increase the number of scholarships
Program		available to teacher candidates who are linguistically or ethnically
		diverse. Funds may also be used for alumni networking, career
		search, and advancement opportunities.
Oregon	\$750,000	Initiate this new program to support leadership preparation and
Administrator		administration/leadership pathways for racially, ethnically, and
Scholars		linguistically diverse educators. Details on how this program will
Program		operate still must be developed by a workgroup.

Program	Amount	Description
Multiple	\$250,000	Evaluate the new TSPC strengths-based approach for measuring
Measures of		teacher candidate performance. This provides alternatives to the
Teacher		current exam or assessments which often are identified as a
Performance		barrier to a more diverse educator workforce. Some EPPs have
		started providing the alternatives. Funds would be used to
		determine the long-term effectiveness through both quantitative
		and qualitative analysis.
Mitigate	\$250,000	Underwrite the costs of TSPC licensure and the costs of
Licensure and		assessments for teacher candidates who are racially/ethnically
Assessment		and linguistically diverse. National research identifies these costs
Costs		as barriers to a diverse workforce.

Tier 2: Redefine Current Initiatives

Program	Amount	Description			
Grow Your Own	\$2,500,000	Invest in GYO programs under a new set of standards to ensure			
(GYO) Investment		that these programs work with the communities they serve and			
		that operationally include current culturally specific initiatives			
		including those funded through the Student Success Act (e.g.,			
		African American/Black Student Success Plan). Specific details			
		including the new standards still must be developed.			
Fund Pilot Anti-	\$500,000	Fund two pilot on-line graduate level courses for teachers that			
Racist Courses		address racism issues for educators looking to deepen their			
		learning on these issues and to offer a model in a culturally			
		sustaining context for current teachers.			
Support the	\$250,000	This 2015 Act requires Oregon's EPPs to prepare a plan for the			
Oregon Educators		recruitment, admission, retention, and graduation of diverse			
Equity Act		educators. Funding will support the implementation and			
		accountability for the plans of the six public universities' EPPs.			

Tier 3: System Reform

This proposed tier brings together K-12 leaders with EPP staff to achieve consistent culturally and racially affirming environments in a Community of Practice (CoP) model. The components are: (1) mentoring meetings between leaders of K-12 (e.g., school leadership or lead teachers), EPPs, and a consultant; (2) CoP meetings which would bring together the mentoring participants at a district(s) level; and (3) Site-Based Professional Learning which would involve a greater number of participants at the district(s) level. Participating districts would be identified as serving high percentages of emerging bilingual students. The costs are based on six CoPs, each with 20 participants from districts and EPPs.

Program	Amount	Description
Mentorship for	\$216,500	Fund monthly hour-long mentoring sessions with a K-12 district
Leadership		leader, an EPP leader, and a consultant to discuss key contextual
		factors for implementing culturally sustaining pedagogy.
		Funding is available for 11 sessions annually for the 20
		participants in each CoP.

Program	Amount	Description			
Communities of	\$403,380	Fund a series of bi-monthly full-day meetings with the 20			
Practices (CoPs)		participants in each CoP to receive training on race equity and			
		culturally sustaining pedagogy. Funds would be used for			
		meeting facilitator, travel, food, and the cost for substitutes			
		backfilling for meeting participants.			
Site-Based	\$405,000	Fund 15 two-hour long trainings for staff from K-12 sites and			
Professional		EPP sites for a more condensed version of the day-long CoP			
Learning		meeting above. This training would be open to more staff than			
		just those participating in the mentoring. Funds are for costs			
		related to facilitation, food, and travel of participants.			
Research and	\$500,000	Invest in comprehensive research and evaluation to determine if			
Evaluation		the CoP model outlined above is effective and how it can be			
		used in other districts. Who and how this task is to be			
		undertaken has yet to be determined.			
Strategic	\$225,000	Funding to "elevate the work of the EAC and CoP" both at the			
Communications		state and national levels. It is unclear what the value of the			
		national part of this task is for Oregon.			

In addition to the tiers above, the proposal includes two positions (Operations and Policy Analysts 4 at 1.26 FTE) for technical assistance and program administration. The proposed cost of this item is \$1.1 million. The agency did not provide sufficient detail on how it would spend all this \$1.1 million so the recommendation below reflects only the costs specifically associated with the two positions.

Legislative Fiscal Office Recommendation: The Legislative Fiscal Office (LFO) recommends acknowledging receipt of the report and recommends unscheduling all the funding except for the two positions until further details as outlined below are determined. HB 5047 (2019), the funding bill for the Student Success Act, included the \$15 million Other Funds expenditure limitation. Given the lack of details for parts of the proposal, un-scheduling is merited at this point. The proposal included in the report is likely narrower than anticipated by the 2019 Legislature; but after conversations with various K-12 stakeholders, it does address one of their largest areas of concern and therefore should move forward in a development stage.

The agency's request budgets for a two-year period even though this funding is only available for the second year of the biennium so using only half of the \$15 million available for the 2019-21 biennium (assuming the current projected revenue estimates from the Student Success Act). Currently, the agency does not have any proposed details on how to spend this remaining amount. Options include:

- Provide additional funding for some or all of the programs described above. Many of them
 are at initial stages of development and it may be premature to provide additional resources
 until further reviewed after implementation.
- Provide new or additional funding to other K-12 educator professional development initiatives
 not included in this proposal. This could include additional formula funding for the Regional
 Educator Networks (RENs) which replaces the former Network for Quality Teaching and
 Learning as the primary state funding mechanism for K-12 professional development. This
 may also be premature given that the individual RENs are only in the initial stages of planning
 and development.

• Holding over the undesignated \$7.5 million for the 2021-23 biennium. This would mean that without specific legislative direction, the current service level calculation would be based on the \$7.5 million and not the entire \$15 million.

As noted above, specific details or decisions have yet to be determined for many of the components of this proposed request. Decisions such as eligibility, selection criteria, and operational processes have yet to be developed and may affect how the various programs are carried out. Without these details, it is difficult to determine the potential effectiveness and costs of the proposals. Some of these decisions are to be developed by various workgroups yet to be organized.

LFO recommends that the Joint Interim Committee on Ways and Means acknowledge receipt of the report and recommend the budget report for the budget reconciliation bill during the 2020 legislative session include instructions to the Department of Administrative Services (DAS) to un-schedule all but \$349,586 of the \$15 million Other Funds expenditure limitation for this item. The \$349,586 is the amount necessary for the two positions so the agency may start developing a more complete proposal. The EAC and ODE should be instructed to return to the Emergency Board with further details on the proposal outlined above as well as a proposal for spending the other half of the funding available in 2019-21. At that time, they can request the re-scheduling of the expenditure limitation that was originally authorized in HB 5047. In addition, LFO recommends that the budget reconciliation bill include the establishment of two limited duration positions and the transfer of \$349,586 Other Funds expenditure limitation from ODE's Grant-in-Aid budget to the Operations budget for the costs associated with the two positions.

Oregon Department of Education Streepey

Request: Acknowledge receipt of the report on the Educator Advancement Council plan for expending \$15 million of Student Success Act funds on educator professional development.

Recommendation: Acknowledge receipt of the report.

Discussion: Through House Bill 5047, the Legislature dedicated \$15 million within the Statewide Education Initiative Account to fund programs designed to increase and retain a diverse educator workforce. This was one of the many changes made to the state's education system through the Student Success Act (SSA), House Bill 3427 (2019). Prior to expending funds for this purpose, the Oregon Department of Education (ODE) and Educator Advancement Council (EAC) were required to report to the Legislature by January 2020 on the planned use of these funds. The report drafted by ODE and EAC puts forward a three-tiered approach to foster a racially affirming environment for Oregon's educator workforce. The three-tiered approach includes investments in dismantling barriers, redefining current initiatives, and systemic reform. According to the report, the planned budget for the three tiers is shown below:

Expense Summary		
Initiative	Budget	Percent of Total
Tier 1: Dismantling Barriers	\$4,000,000	29%
Tier 2: Redefine Current Initiatives	\$6,500,000	47%
Tier 3: Systemic Reform	\$3,396,760	24%
Program and Staff Operations	\$1,103,240	6%
Total:	\$15,000,000	100%

Additional detail on the use of funds within each tier is also shown in the report. The three-tiered approach provides a comprehensive, well-designed solution targeting the educator diversity problem from a number of perspectives — institutional, individual, cultural, as well as the overall system in which the education workforce is cultivated and sustained. The largest proposed investment, \$5.0 million, is devoted to revamping current grow your own (GYO) initiatives, demonstrating an awareness of the potential to leverage the framework of existing initiatives. Additional work will need to be completed in conjunction with stakeholders to develop funding allocation criteria for dispersing funds to GYO models.

The report also contains planned investments to dismantle barriers at the individual level through scholarships and other programs designed to mitigate costs borne by individuals such as licensure and assessments, preparation and employment search. The tier-3 investments are designed to address systemic problems by creating and fostering Communities of Practice (CoP). The CoP framework under the plan is built on structured mentorships and learning opportunities that engage core, organizational leaders in issues of racial and culturally sustaining pedagogy. Overall, the report provides sufficient detail on the problem and descriptions on the use of funds, however, important funding allocation guidelines and benchmarks for measuring success are not included in the report. The Department should continue to work with the Chief Financial Office and Legislative Fiscal Office to develop additional administrative details to the planned investments.





Colt Gill

Director of the Oregon Department of Education

December 9, 2019

The Honorable Senator Betsy Johnson
The Honorable Senator Elizabeth Steiner Hayward
The Honorable Representative Dan Rayfield
Joint Committee on Ways and Means
900 Court Street NE
H-178 State Capitol
Salem OR 97301-4048

Dear Co-Chairpersons:

Nature of Request

The Oregon Department of Education (ODE) and Educator Advancement Council (EAC) respectfully requests acceptance of a report required through House Bill 3427, Section 48 on a plan to provide an effective combination of programs and initiatives for the professional development of education from kindergarten through grade 12 and to be funded by the Statewide Education Initiative Account.

Agency Action

The 2019 Legislature made a substantial commitment to Oregon's children, educators, and schools through the passage of House Bill 3427 (Student Success Act). This Act is expected to invest \$1.0 billion in early learning and K-12 education each fiscal year. This funding will be deposited to the Fund for Student Success where a portion will be transferred to the State School Fund and the remaining balance will be divided between three distinct accounts – Early Learning Account (20%); Student Investment Account (50%); and Statewide Education Initiative Account (30%).

The Legislature, through HB 5047, authorized \$265.1 million of the funding deposited to the Statewide Education Initiative Account to be used on various initiatives established in Section 25 of the Act. As part of Sub Section (g) of this Section, a portion of the authorized funding was to be used in developing and implementing professional development programs and training programs, including programs that increase educator diversity and retain diverse educators. Within the \$265.1 million authorized budget for the Statewide Education Initiative Account, \$15.0 million was set aside specifically for this purpose.

Through the Student Success Act, the Legislature provided additional direction on the use of the \$15.0 million through Section 48 of the Act. This directive instructed both ODE and EAC to complete a plan on how these funds would be used and report back to the Legislative Assembly by January 15, 2020. Specifically, the directive was as follows:

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The Department of Education and the Educator Advancement Council, in consultation with the Teacher Standards and Practices Commission, the Higher Education Coordinating Commission and representatives of school districts and other education stakeholders, shall develop a plan to provide an effective combination of programs and initiatives for the professional development of educators from kindergarten through grade 12 and to be funded by the Statewide Education Initiatives Account. The plan shall be based on consideration of increasing: (a) Educator retention; (b) Educator diversity; (c) Mentoring and coaching of educators; (d) Participation in educator preparation programs; and (e) Educator scholarships.

The staff for the EAC have worked diligently since the close of the 2019 Legislature to implement their current service level budget approved in House Bill 5015, as well as develop a plan for the additional \$15.0 million authorized by HB 5047 and further directed by the Student Success Act. Staff have completed a draft plan based on the input received from stakeholders and partners over the last several months. This draft is scheduled to be reviewed and approved by the EAC on Thursday, December 12th. EAC staff will then make any modifications requested by the Council and have a final report available no later than Tuesday, December 24th.

The current draft plan identifies a goal to develop and implement a cohesive racially-affirming environment across Oregon's educator workforce continuum. With this goal in mind, the plan applies a three tiered investment approach to address Oregon's educator workforce continuum so educators of color and Indigenous educators no longer feel trapped, but rather feel empowered within a consistent racially-affirming environment in Oregon. The three tiered investment approach includes: dismantling barriers; redefining current initiatives; and systemic reform.

Tier 1 – Dismantling Barriers

The draft plan proposes to make strategic investments to explicitly counteract and dismantle the barriers diverse teacher candidates face in completing educator preparation programs and transitioning into strong career pathways. The plan will target approximately 27 percent of the resources in programs and activities that effectively:

- mitigate the cost associated with scholarships, administration, alumni networking, and career advancement for diverse educators;
- launch a leadership preparation and pathway program for diverse educators; and
- invest in the Teaching, Standards, and Practice Commission's comprehensive program evaluation of the holistic assessment model, as well as offsetting the cost of licensure and assessment for diverse candidates in Oregon.

Tier 2 - Redefining Current Initiatives

Oregon's current programs and initiatives require educators of color and Indigenous educators to participate within systems that perpetuate existing structural racism. As such, the second tier of draft plan proposes to strategically shift current initiatives to advance racially and linguistically diverse teacher candidates through Oregon's educator preparation programs (EPPs). The plan will target approximately 43 percent of the resources in programs and activities that effectively:

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- alter the fundamental goals of Grow Your Own (GYO) models so their work operationalizes current culturally specific initiatives; ensures funds are available to early learning educators who are part of the K-12 system; and provides for pathways from high school to community college to four years and/or colleges of education;
- pilot anti-racism coursework to help educators deepen their learning and take action through connection with and accountability to other educators in a similar place, as well as earn continued graduate credits; and
- support universities in the implementation of Oregon Educators Equity Act passed by the Oregon Legislature in 2015 requiring each public teacher education program in the state to prepare a plan for the recruitment, admission, retention, and graduation of diverse educators to accomplish the goal described in the original act.

Tier 3 – Systemic Reform

The critical change agent in the draft plan is a focus on systemic reform and strategic improvements in applied professional learning aimed at achieving culturally and racially affirming environments across Oregon's educator preparation continuum. Focused communities of practice (CoP) engaged in professional learning for culturally sustaining pedagogy can address and prevent the harm of the existing structural racism and cultural marginalization in Oregon's P-20 schools. More specifically, these CoPs can identify, support, and create optimal working conditions.

The plan will target approximately 25 percent in a system for mentorship, coaching, and professional learning between EPPs and K-12 systems. The investment will be based on a model in which:

- EPP and K-12 leadership will receive two-to-one mentoring;
- leaders will engage in professional learning on race equity and culturally sustaining pedagogy: and
- staff and personnel at the EPP and K-12 sites will also receive/have access to the race, equity and culturally sustaining pedagogy professional learning for their community-based needs and strengths.

Finally, to effectively implement the plan and administer the three tiered investment approach outlined, ODE and EAC will require operational resources. As such, the plan calls for approximately 5 percent of the budget for the establishment of two positions for strategic leader and policy expertise to achieve the paradigm shift outlined in this comprehensive, multi-tiered, statewide proposal, and to ensure accountability and oversight of the state investments made for each tier.

As mentioned, this information is based on the draft plan created by the staff for the EAC. The EAC will review and approve the proposed report on Thursday, December 12th, and the final report will be available by December 24th ahead of the required due date of January 15, 2020. Once the final report is complete, it will be submitted to the Legislature through the appropriate process.

Agency Request

Accept the final report required through House Bill 3427, Section 48 to provide a plan on an effective combination of programs and initiatives for the professional development of education from kindergarten through grade 12 and to be funded by the Statewide Education Initiative Account. The final report will be made available to the Legislative Fiscal Office no later than December 24, 2019.

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December 9, 2019
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Legislation Affected

None

Thank you for considering the approval of this request.

Sincerely,

Colt Gill

ODE Agency Director

Sincerely

Shadiin Garcia

EAC Executive Director

Report on Section 48 of the Student Success Act

Diversifying the Educator Workforce

December 2019







The report on Section 48 of the Student Success Act was produced by the Educator Advancement Council for distribution to Oregon state and federal legislators, public schools, school districts, education service districts and members of the public.

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Oregon Department of Education

Colt Gill

Director of the Oregon Department of Education

Carmen Xiomara Urbina

Deputy Director of the Oregon Department of Education

Educator Advancement Council

Dr. Shadiin Garcia Executive Director

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Introduction

Section 48 of HB 3427 provides an opportunity to develop a comprehensive, statewide approach aimed at redefining teacher preparation, learning, and retention for educators of color in Oregon.¹

SECTION 48. (1) The Department of Education and the Educator Advancement Council, in consultation with the Teacher Standards and Practices Commission, the Higher Education Coordinating Commission and representatives of school districts and other education stakeholders, shall develop a plan to provide an effective combination of programs and initiatives for the professional development of educators from kindergarten through grade 12 and to be funded by the Statewide Education Initiatives Account. The plan shall be based on consideration of increasing:

- (a) Educator retention;
- (b) Educator diversity;
- (c) Mentoring and coaching of educators;
- (d) Participation in educator preparation programs; and
- (e) Educator scholarships.
- (2) The department shall provide a report, and may include recommendations for legislation, to an interim committee of the Legislative Assembly related to education no later than January 15, 2020.

The aim of the proposed plan is to address the varied dimensions of educator advancement impacting the diversification of the educator workforce while attending to known barriers to systemic change that have consistently inhibited prior efforts and legislative investments. This plan proposes the three-pronged approach which aims to:

- (a) Dismantle barriers to teaching and administration due to systemic racism,
- (b) Support current initiatives through meaningful shifts in practice, and
- (c) Implement comprehensive systems marrying educator preparation and K12 support programs that can yield racially/culturally affirming environments.

Many states invest in current initiatives that are reported as useful by way of public discourse but rarely track their efficacy through a racial equity lens and analysis. One example of this type of program is a *grow-your-own (GYO)* initiative. GYOs while varied in structure across the state are initiatives that aim to support ethnically and linguistically diverse local students, paraprofessionals, and community members who are interested in teaching to pursue a licensure track and then return to their community. There is great integrity and intention within initiatives like these, yet there is little analysis of the impact of *grow-your-own* programs in the socio-cultural context of schooling and within the context of existing racism permeating our educational systems.² These initiatives also tend to function as a solitary mechanism rather

¹ Educators Equity Act [Minority Teacher Act of 1991]. 2015. ORS 342-433 to 342.449.

² Valenzuela, A. (2016). Growing critically conscious teachers: A social justice curriculum for educators of Latino/a youth. New York: Teachers College Press.

than nested in a larger ecosystem with other complementing initiatives. The recommendations in this proposal work to understand and thus dismantle systemic racism while honoring current work. Current initiatives are then able to have a greater impact, and can be more sustainable.

Current Situation

Educator recruitment, preparation, retention and advancement are far from seamless. While stakeholders in Oregon refer to these components as a continuum in name, they are functionally siloed.³ The bottom of Figure 1 illustrates two independent governance structures, the educator preparation programs (EPP) and K12 systems or local education agencies. While there are pockets of collaboration between EPPs and K12 systems, they are not widespread nor do they systemically tackle the deep-seated roots of racism. The disconnection between these two systems perpetuates systemic injustice for diverse educators and historicallyunderserved students in Oregon schools. Yet these systems provide the perfect opportunity and location to support deeper connections because they are the gateway to licensure and educator supports.

Inconsistent Racially Unaffirming
Environments
Current Outcome

Educator
preparation,
growth, and
retention

Figure 1.

There are some EPPs and school districts who are earnestly attempting to engage in culturally sustaining practices albeit inconsistently: unfortunately they often

practices albeit inconsistently; unfortunately they often work independent of one another. For example, the Chemeketa Community College Education Program intentionally recruits and hires bilingual staff and focuses on community voice and cultural assets. While, per direction from Senate Bill 13: Tribal History/Shared History, school districts across Oregon are engaging in professional learning on the Essential Understandings of Native Americans in Oregon and implementing the first-ever state required curriculum. However, there is not a systemic approach to create the conditions for the leaders of these institutions to pair, dock, exchange and learn in concert on both initiatives. This results in educators and students being forced to function in inconsistent and racially unaffirming environments. Deans, professors, K12 administrators, head start directors and teacher leaders are not working together regularly to deeply engage in interruptive practices that shift a system but rather resorting to actions that are "responsive" to the immediate need. This is not unique to EPPs and K12 systems. We are operating in systems with leaders who honorably work tirelessly, but are not supported in tackling deeper issue of racial inequities such as implicit bias and racial microaggressions. As a result, while merely responding to the immediate is honorable, it will not begin to dismantle

³ Chief Education Office (Jan 2018). Educator Advancement Council: Implementation Report. Salem, OR.

⁴ Educator Advancement Council (July 2019). *Oregon Educator Equity Report.* Salem, OR.

the systemic issues that have led to school systems' inability to successfully recruit and retain a diverse workforce.

Intended Outcomes

The current plan aims to develop a cohesive racially-affirming environment across Oregon's educator workforce continuum. In accordance with this aim and to establish culturally sustaining pedagogical practices across the state, the proposal will first create models of professional learning on race, equity and culturally sustaining pedagogy between EPPs and K12 systems. There is a dearth of culturally sustaining pedagogy in U.S. curriculum and instruction, generally, that magnifies the impact of existing opportunity and learning gaps for students of color and deprives all students of culturally appropriate learning opportunities. Educators of color and Indigenous educators are often disconnected from their curriculum and disempowered to work as instructional leaders who adjust what they teach to meet the needs and strengths of their diverse students. In order to dismantle the injustice inherent in this model of school it is imperative that the educator workforce continuum advance creativity, independence and instructional leadership by explicitly engaging culturally sustaining practices as a powerful policy lever.

However, applying *ethnic studies* or *multicultural education* curricula requires that educational leaders first clarify the meaning of "culturally responsive practices" by exploring the necessary knowledge, skills and dispositions related to such practices. This is challenging in existing systems because culturally sustaining pedagogy fails to permeate bureaucratic relationships between EPPs and Local Education Agencies (LEAs). In response, the charge is to redefine policies, structures and practices across EPPs and LEAs by investing in community-based, professional learning for ethnic studies, multicultural education and culturally sustaining pedagogy. For this reason, the EAC aims to facilitate professional learning on race, equity and culturally sustaining practices in partnership between EPPs and LEAs.

This work can result in systemic improvement to the culture of our education spaces and our ability to recruit, hire, retain and grow educators of color and Indigenous educators across Oregon. The Education Trust reported teachers of color are uneasy working in a system that perpetuates injustice and inequity in society. For example, research reports Black educators are often called to teaching to improve these injustices, but once serving in schools they are assigned disciplinary instead of leadership roles that do not recognize their content expertise. And in fact, "two qualitative studies recently released by The Education Trust found Black and Latino teachers feel disrespected and de-professionalized in their jobs, despite often exerting more emotional and actual labor than their colleagues." Networked and sustained professional learning on race, equity and culturally sustaining pedagogy for effective leadership can improve

⁵ Valenzuela, A. (2016). Growing critically conscious teachers: A social justice curriculum for educators of Latino/a youth. New York: Teachers College Press.

⁶ Education Trust (September 2019). *If You Listen, We Will Stay.* Washington, D.C.

⁷ Carver-Thomas, D. (2018). *Diversifying the teaching profession: How to recruit and retain teachers of color.* Palo Alto, CA: Learning Policy Institute.

⁸ Shafer, L. (2019, January 7). The Experiences of Teachers of Color. Retrieved from https://www.gse.harvard.edu/news/uk/18/06/experiences-teachers-color.

the working environment for educators of color, Indigenous educators and White teachers alike. The following proposal applies a tiered approach to address Oregon's educator workforce continuum so educators of color and Indigenous educators no longer feel trapped, but do feel empowered within a consistent racially-affirming environment in Oregon.

Tiered Approach

This section outlines the recommended proposal and initiatives. Appendix C outlines the aligned budget that details specific investment amounts for each of the initiatives listed in the tiered interventions below.

Tier 1: Dismantling Barriers

Tuition, supplemental living costs and standardized measures of teacher performance are a significant barrier to licensure attainment. Teacher candidates equipped with comprehensive preparation and standard licenses are two to three times more likely to stay in teaching than those receiving lesser training. In addition, diverse teacher candidates disproportionately fail the standardized licensure exams and these disparities are historically prompted by the bias innate in the exams. Section 48 of the SSA provides a mechanism by which the EAC, in partnership across the system, can make strategic investments to explicitly counteract and dismantle the barriers diverse teacher candidates face in completing educator preparation programs and transitioning into strong career pathways. The following are recommended investments that support racially and linguistically diverse teaching candidates towards transitioning into long-term careers as educational leaders in Oregon:

- Oregon Teacher Scholars Program (OTSP). Following the recommendations of the
 Oregon Educator Equity Advisory Group, the EAC will enhance the current OTSP
 initiative to mitigate cost barriers to licensure, preparation, job search and employment
 by investing in the sustainability of the OTSP. These funds may be used for costs such as,
 but not limited to, scholarships, administration, alumni networking activities and career
 search and advancement opportunities.
- Oregon Administrator Scholars Program (OASP). Working in concert with the
 Confederation of Oregon School Administrators (COSA), Teacher Standards and
 Practices Commission (TSPC) and the Higher Education Coordinating Commission
 (HECC), the EAC will invest start-up funds to launch the OASP. The role of the OASP is to
 support leadership preparation and pathways for racially, ethnically and linguistically
 diverse educators into administration and leadership roles across Oregon.
- Multiple Measures of Teacher Performance. In support of Oregon TSPC's new strengths-based approach to measuring teacher candidate performance, the EAC will invest in key assessment policy levers that aim to diversify the teaching profession in Oregon. Specifically, the EAC will invest in a comprehensive program evaluation of the holistic assessment model, in which teacher candidates demonstrate competency across content areas within their endorsement areas. This model not only hopes to allow

⁹ Nguyen, T.D., Pham, L., Springer, M. G., and Crouch, M. (2019). The Factors of Teacher Attrition and Retention: An Updated and Expanded Meta-Analysis of the Literature (EdWorkingPaper: 19-149). Retrieved from Annenberg Institute at Brown University: https://edowrkingpapers.com/ai19-149

students to show evidence of their expertise by removing exam requirements, which are typically biased to educators of color and Indigenous educators, but also empowers teacher candidates to leverage their unique experiences that will positively contribute to their students' future success. This would fund a group of stakeholders to:

- Develop an accreditation and licensure system that is racially affirming, is aligned to Oregon statutes and mandated curriculum and encourages the recruitment of diverse educators to close the diverse educator – student gap.
- Review relevant research on Oregon's current assessment requirements and provide suggestions to ensure equal access to programs.
- Review current OARs to ensure alignment to current Oregon statutes and mandated curriculum.
- o Identify strategies to support the establishment of non-biased policies within existing systems.
- Mitigate Licensure and Assessment Costs. Experts across the U.S. recommend that
 states support racially/ethnically and linguistically diverse teacher candidates by
 underwriting the costs of licensure and assessments. In coordination with TSPC, the EAC
 will fund costs of licensure and assessments for diverse teacher candidates in Oregon
 (e.g. ORELA and EdTPA).

Tier 2: Redefine current initiatives

Today, we require educators of color and Indigenous educators to participate within systems that perpetuate existing structural racism. Many states invest in traditional models in order to strengthen and diversify their educator workforce, such as grow-your-own programs. Yet, research confirms predominantly White teacher candidate cohorts across EPPs and K12 systems reify structural racism through deficit-based narratives about diverse students, regardless of their experience studying culturally sustaining pedagogy. In part, these systems are attributed to a lack of diversity in teacher education altogether and standardized tests that disproportionately benefit White teacher candidates over those of color. As such, the EAC aims to redefine current initiatives, like grow-your-own pathways, with an explicit focus on excelling educators of color and Indigenous educators in Oregon. The following are recommended investments to strategically shift current initiatives to advance racially and linguistically diverse teacher candidates through Oregon's EPPs:

• Grow-Your-Own (GYO). The scope of Section 48 provides the EAC a unique opportunity to set new standards for Oregon's GYO programs. GYOs are excellent examples of retaining and fostering the talent and strengths of local potential teachers. They honor the importance of community members working within their own communities. However, while GYOs actively recruit a diverse population, experts in multicultural education explain GYO models typically adopt diversity, social justice and culturally sustaining practices in name only, instead of working in solidarity with the communities they seek to serve.¹⁰

¹⁰ Valenzuela, A. (2016). Growing critically conscious teachers: A social justice curriculum for educators of Latino/a youth. New York: Teachers College Press.

- The EAC will strategically invest funds to alter the fundamental goals of GYO models so their work operationalizes current culturally specific initiatives such as, but not limited to, the Tribal History/Shared History Curriculum, African American/ Black Student Success Plan, Oregon American Indian State Education Plan and English Language Learners Student Success Plan.
- The EAC will also work to ensure funds also are available to GYOs that are
 inclusive of early learning educators who are part of the K12 system, working to
 ensure the pathways include high school to community college to 4 years and/or
 colleges of education.
- Pilot at least two low-residency (online) anti-racist graduate level courses for educators. There has been a sharp uptick of educators who have begun talking about racism, using antiracist language, and acknowledging their own complicity in perpetuating racism. And still, many educators are at a loss when it comes to adapting their own actions and pedagogical practices in order to live out the changes they want to be a part of. There are some EPPs who care deeply about this content, but need to see it modeled in a culturally sustaining context for educators currently teaching in the classrooms. This course is for educators who are looking to deepen their learning and take action through connection with and accountability to other educators in a similar place.
- Support House Bill 3375. The Oregon Educators Equity Act passed by the Oregon Legislature in 2015 requires each public teacher education program in the state prepare a plan for the recruitment, admission, retention and graduation of diverse educators to accomplish the goal described in the original act. The state goal is the percentage of diverse educators employed by a school district or an education service district should reflect the percentage of diverse students in the public schools of this state or the percentage of diverse students in the district (ORS 342.437 as amended by HB 3375, Section 3, 2015). Further, the Higher Education Coordinating Commission (HECC) shall review the plans for adequacy and feasibility with the governing board of each public university with a teacher education program and, after necessary revisions, shall adopt the plans. The EAC will support the six public universities that offer EPPs in creating a community of practice that provides incentives for their institutions to support the work of their plans and their chosen areas of foci.

Tier 3: Systemic Reform

The critical change agent in this proposal is a focus on systemic reform and strategic improvements in applied professional learning aimed at achieving culturally and racially affirming environments across our educator preparation continuum. Focused communities of practice (CoP) engaged in professional learning for culturally sustaining pedagogy can address and prevent the harm of the existing structural racism and cultural marginalization in Oregon's

K20 schools. More specifically, these CoPs can identify, support and create optimal working conditions. The EAC, in accordance with Section 48 of the Student Success Act, will develop and invest in a system for mentorship, coaching and professional learning between EPPs and K12 systems. The investment in the Oregon CoP framework follows a nested model in which (a) EPP and K12 leadership (deans, administrators and teacher leaders) will receive two-to-one mentoring, (b) Leaders will engage in professional learning on race equity and culturally sustaining pedagogy, and (c) the staff and personnel at the EPP and K12 sites will also receive/have access to the race, equity and culturally sustaining pedagogy professional learning for their community-based needs and strengths (see Figure 3). This nested model intends to achieve a pragmatic organizational culture shift instead of a program for compliance. In addition, these professional learning offerings, consistent with



Figure 3.



Figure 2.

creating conditions educators need to collaborate, improve and innovate on their practices, are supported by the coaching and technical assistance resources within the Student Investment Account of the Student Success Act. Funding supports for districts to participate can be braided. These learning spaces will align with culturally sustaining pedagogical approaches, innovative design and continuous improvement. Traditional mentorship models aimed at strengthening the diverse educator workforce place the burden of responsibility on teachers of color to grow and stay in systems that perpetuate structural racism and

systemic barriers. This is a deficit driven approach to mentoring that falsely assumes racially/ ethnically and linguistically diverse educators are *incompetent or unskilled* and that is one of the reasons why our educator workforce is comprised of mostly White individuals. The CoP model outlined in Figure 2 applies an asset-frame to statewide mentorship by intentionally

engaging with leadership across siloed governance structures that span the educator career continuum. Figure 3 illustrates how this implementation model utilizes both individual, community, and site-based professional learning and mentoring approaches to shift the culture of schools so they mirror the racially/ ethnically, culturally and linguistically diverse educators we aim to support in Oregon.

The CoP model centers on a core group of executive and strategic leaders across EPPs and K12 systems. The CoP may consist of, but is not limited to, deans, academic officers, human resources, assessment and evaluation, federal programs and finance and operations leaders from university and community college EPPs and K12 systems. Appendix B provides more details about the requirements for each governance system included in the CoP and their commitments to the professional learning. Most notably, the K12 school district or locations must be identified as serving high percentages of emerging bilingual students, one of the focal students and family populations in the Student Investment Account. This condition operationalizes linguistically diverse students as key assets in our communities and educator workforce.

Aligned with the broader theory of action presented earlier, the EAC will invest in the CoP model to achieve consistent racially affirming environments across and between EPPs and K12 systems. The goals of the CoP model are to develop environments that affirm diverse educators' race/ethnicity and culture in which educators of color and Indigenous educators are (a) able to be their authentic selves, (b) feel empowered as instructional leaders and pedagogical experts, and (c) see their own values mirrored in the values of their schools. While the budget addresses logistics, we have the flexibility to reduce the amount to CoPs to include incentives to participating districts e.g. credits and stipends for participation. The EAC will also work to ensure we work in partnership with teacher leadership initiatives across the state. Appendix A outlines an example of a proposed implementation schedule for 2020-2022, including the expected events for each level of engagement (i.e. mentoring meetings, community of practice and site-based professional learning). And finally, the EAC will fund the measurement of this leadership approach through a co-constructed research and design methodology grounded in relationship and equity practices.

Budget Summary

The initial year's budget creates the conditions for a successful two-year plan. Approximately half of the \$15 million budget will be utilized in 2020-2021. The remainder of the funds will roll over into the 2021-2023 biennium. We anticipate an additional \$30 million during the 2021-2023 cycle to strengthen the overall programming. ODE will submit a request to the 2020 legislature to reconcile the 2019-2021 biennial budget and establish permanent position authority for department operations.

¹¹ OR HB3427 | 2019 | Regular Session. (2019, May 24). LegiScan. Retrieved November 26, 2019, from https://legiscan.com/OR/bill/HB3427/2019

Appendix A – Example of a Community of Practice Implementation Schedule

The example implementation plan outlined here follows an academic year schedule from August 2020 to July 2022. Each member of the Communities of Practice (CoP) will receive 2:1 mentorship with an equity expert every other month, outlined in the first (or the mentor) column of Figure 4. In total, facilitators will implement 220 total hours of mentoring per CoP over the biennium. Column three outlines the professional learning schedule for the CoPs. The CoPs will engage in professional learning together six times per year, totaling 12 total PL opportunities across the biennium. Column four outlines the implementation schedule for the site-based professional learning occurring across the three sitetypes (i.e. EPPs, K12 school districts, and education service districts). The SBPL will stagger with the CoP PL. There will be five SBPL sessions for each site per academic year, for a total of 30 SBPL sessions over the biennium.

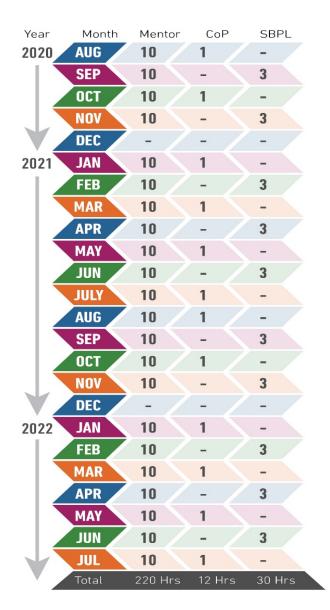


Figure 4.

Appendix B – Requirements for Community of Practice Participation

Who

- One of each program type

 (a) educator preparation
 program, (b) K12 district,
 and (c) ESD.
- Priority given to K12 districts and schools with high percentages of emerging bilingual students.
- Approximately 20 total participants per CoP.

How

- Consistent attendance at site-based, CoP, and mentoring events.
- Annual equity assessments for strategic improvement.
- Engagement in evaluation, reflection, and strategic planning for professional development and organizational learning.

What

- Evidence of existing buy-in or needs/strengths assessment outlining the readiness of the CoP to engage in organizational learning around race equity and culturally sustaining pedagogy.
- Evidence of growth towards cultural and racially affirming environments across and between EPPs, K12, and ESD institutions.

Appendix C – Annotated Budget for Section 48 of the SSA

Tier 1. Dismantlii	ng Barriers			
Initiative	Description	Budget	% of Tier	% All
1.1 OTSP	Funds for the OTSP to mitigate the costs associated with scholarships, administration, alumni networking, and career advancement.	\$1,500,000	38	11
1.2 OASP	Investment for COSA, TSPC, and HECC to launch a leadership preparation and pathway program for diverse educators.	\$1,500,000	38	11
1.3 Multiple Measures	Invest in TSPC comprehensive program evaluation of the holistic assessment model.	\$500,000	13	4

1.4 Licensure and Assessment	Fund for TSPC costs of licensure and assessments for diverse teacher candidates in Oregon (e.g. ORELA and EdTPA).	\$500,000	13	4
Tier 2. Redefine Curr	ent Initiatives			
Initiative	Description	Budget	% of Tier	% All
2.1 GYO Redefined	Invest funds to alter the fundamental goals of GYO models so their work operationalizes current culturally specific initiatives and ensure funds also are available to GYOs inclusive of early learning educators who are part of the K12 system	\$5,000,000	77	35
2.2 Pilot anti-racism coursework	This course is for educators who are looking to deepen their learning and take action through connection with and accountability to other educators in a similar place and earn continued graduate credits.	\$1,000,000	15	7
2.3 Educators Equity Act House Bill 3375	The EAC will support the six public universities in creating a community of practice that provides incentives for their institutions to support the work of their plans and their chosen areas of foci.	\$500,000	8	3
Tier 3. Systemic Refo	rm			
Initiative	Description	Budget	% of Tier	% All
3.1 Mentor Facilitation	Fund 220 2:1 (every other month) mentor meeting that can be virtual or in-person for the CoP participants at the cost of \$250 per meeting.	\$330,000	10	2
3.2 CoP Facilitation	Facilitation will be provided by an expert technical assistance provider. The facilitation will not exceed \$6,000	\$432,000	13	3

per 6 full-day trainings per year for

	approximately 6 CoP.			
3.3 CoP Travel and Food (12)	Per diem for travel and food expenses not to exceed \$1,500 per trip, for 12 trips for 6 CoPs.	\$108,000	3	1
3.4 CoP Participant Travel	The 20 participants will be reimbursed for no more than \$100 each over the 12 days of trainings for each of 6 CoPs.	\$144,000	4	1
3.5 CoP Catering and Services	The cost of food and services for each day of training will not exceed \$1,000 for 12 trainings for each of 6 CoPs.	\$72,000	2	0
3.6 CoP Substitutes	The cost of providing substitutes will be covered, not to exceed \$235 per day. Assuming there are not more than three in each CoP for the 12 trainings.	\$50,760	1	0
3.7 SBPL Facilitation	Facilitation will be provided not to exceed \$3,000 per training for 30 days of 6 CoP trainings.	\$540,000	16	4
3.8 SBPL Travel and Food	Per diem for travel and food expenses not to exceed \$1,500 per trip, for 10 trips in each CoP.	\$90,000	3	1
3.9 SBPL Catering and Services	The cost of food and services for each training will not exceed \$1,000 for 30 trainings in each CoP.	\$180,000	5	1
3.10 Research and Evaluation	Invest in comprehensive research and evaluation plan to investigate the extent to which the CoP model achieves its aims, can inform future policy and practice, and can be scaled and applied across specific contexts.	\$1,000,000	29	7
3.11 Strategic Communications	Invest in strategic communications that will elevate the work of the EAC and CoP across the state and national levels.	\$450,000	15	3

Expense Summary				
Initiative	Description	Budget	% of Tier	% All
Tier 1. Dismantling Barriers		\$4,000,000	100	29
Tier 2. Redefine Current Initiatives		\$6,500,000	100	47
Tier 3. Systemic Reform		\$3,396,760	100	24
Program and Staff Operations	To fund technical assistance and strategic leader and policy experts to achieve the paradigm shift outlined in this comprehensive, multi-tiered, statewide proposal	\$1,103,240	100	6
Total Budget		\$ <u>15.000,000</u>		

Appendix D – A Brief Review: Research Evidence and Policy Implications on Diversifying the Educator Workforce

Ethnic/racial and linguistic diversity in the United States' educator workforce is a critical equity issue for education leaders. Decades of research evidence illustrate the positive impact of racial matching on academic, socioemotional, and disciplinary outcomes for diverse students, as well as similar improved social and learning gains for all, including White, students. 1213 Unfortunately, to-date diversity among US educators remains a consistent challenge. National data show that 51% of K12 students are students of color, but only 20% of teachers are teachers of color and only 23% are male. In addition, this challenge is compounded by the high turnover rates of teachers of color. Specifically, Black male teachers are leaving the educator workforce at higher rates than their peers. In turnover rate for teachers of color is 18.9%, compared to 15% for White teachers. As such, states must expand their focus beyond traditional methods for recruiting, employing, and retaining ethnoracial and linguistically diverse educators, towards (a) improving institutional relationships, (b) applying holistic approaches to hiring, and (c) reforming organizational culture so that educators of color and Indigenous educators are provided flexibility and empowered to be instructional experts and leaders.

Improving diverse educator recruitment starts with building strong connections and relationships. When stakeholders share common data and information about state and regional staffing of ethnoracial and linguistic diverse educators then schools and districts can determine how to improve the gap between diverse students and teachers. ¹⁷ It is also useful for schools and districts to build and maintain consistent connections with educator preparation programs (EPP) and higher education institutions. These connections allow for cohesive, cross-institutional strategies aimed to enroll, grow, and employ educators of color and Indigenous educators in a community. For example, school districts can offer diverse educators financial incentives for teaching in high-poverty schools as a way to mitigate the greater college debt burden they

¹² Carver-Thomas, D. (2018). *Diversifying the teaching profession: How to recruit and retain teachers of color.* Palo Alto, CA: Learning Policy Institute. Retrieved August 23, 2018, from https://learningpolicyinstitute.org/product/diversifying-teaching-profession

¹³ Goldhaber, D., Theobald, R., & Tien, C. (2015). *The theoretical and empirical arguments for diversifying the teacher workforce: A review of the evidence* (CEDR Working Paper No. 2015-9). Seattle, WA: University of Washington Bothell, Center for Education Data & Research. http://eric.ed.gov/?id=ED574302

¹⁴ U.S. Department of Education, National Center for Education Statistics. (2017). Table 209.10. Number and percentage distribution of teachers in public and private elementary and secondary schools, by selected teacher characteristics: Selected years, 1987–88 through 2015–16. In *Digest of Education Statistics, 2017*. Retrieved August 22, 2019, from https://nces.ed.gov/programs/digest/d17/tables/dt17_209.10.asp?current=yes

¹⁵ Bristol, T.J. (Forthcoming). A Tale of Two Types of Schools: An Exploration of How School Working Conditions Influence Black Male Teacher Turnover. *Teachers College Record*.

¹⁶ Ingersoll, R., & May, H. (2016). Minority teacher recruitment, employment, and retention: 1987 to 2013 (Research Brief). Palo Alto, CA: Learning Policy Institute.

¹⁷ Education Trust (September 2019). If You Listen, We Will Stay. Washington, D.C.

experience when compared to their white peers. ¹⁸ In addition, school and district leadership can focus on building personal relationships with students of color and Indigenous educators attending EPPs. ¹⁹ These personal connections provide existing pathways for districts to recruit for positions well in advance and for potential candidates to gather information about a new job posting.

Holistic approaches to hiring educators of color and Indigenous educators can mitigate the structural barriers created by typical hiring practices in school districts. First, states and local education agencies can apply multiple measures, like performance-based assessments, to evaluate the qualifications of teacher candidates upon completion of EPPs and when being screened for a job posting. This holistic approach mitigates the bias that is innate in teacher candidate testing platforms and among hiring practices. Second, school districts can improve diverse educator applicant pools by posting positions early in the hiring timeline. This is especially effective if there are strong interagency relationships already established. In addition, states and school districts can fund paid teacher residency programs, which are found to improve academic outcomes for their future students. Finally, to ensure more diverse teacher candidates are hired, school districts must explicitly oppose bias in hiring processes and actively improve culturally sustaining and racially affirming practices among human resource professionals through professional training and consistent expectations.

Historically, we've systemically failed diverse teacher candidates, educators, and student population by applying programmatic and disjointed policies and practices within states. For this reason, it is imperative that state and local education agencies enact intentional and pragmatic mechanisms that will build capacity and improve the professional climate and learning for ethnoracial and linguistically diverse teachers. Research literature indicates that a large portion of diverse educators leave the profession due to personal reasons and dissatisfaction. Furthermore, 81% of the diverse educators noting dissatisfaction as the reason for leaving their teaching position indicate they are specifically dissatisfied with the administration. ²³ For this reason, it is imperative that district leadership consider the placement of diverse educators. District administration can evaluate the capacity of school leaders in creating a safe and racially

¹⁸ Bristol, Travis J., Javier Martin-Fernandez. (2019). The Added Value of Latinx and Black Teachers for Latinx and Black Students: Implications for the Reauthorization of the Higher Education Act. (EdWorkingPaper: 19-93). Retrieved from Annenberg Institute at Brown University: https://doi.org/10.26300/czw4-4v11

¹⁹ Ingersoll, R., & May, H. (2016). Minority teacher recruitment, employment, and retention: 1987 to 2013 (Research Brief). Palo Alto, CA: Learning Policy Institute.

²⁰ Carver-Thomas, D. (2018). *Diversifying the teaching profession: How to recruit and retain teachers of color*. Palo Alto, CA: Learning Policy Institute. Retrieved August 23, 2018, from https://learningpolicyinstitute.org/product/diversifying-teaching-profession

²¹ Bristol, Travis J., Javier Martin-Fernandez. (2019). The Added Value of Latinx and Black Teachers for Latinx and Black Students: Implications for the Reauthorization of the Higher Education Act. (EdWorkingPaper: 19-93). Retrieved from Annenberg Institute at Brown University: https://doi.org/10.26300/czw4-4v11

²² Chalkboard Project. (2017). TeachOregon: Lessons learned, promising practices, and recommendations for the future. Retrieved August 23, 2018, from

https://chalkboardproject.org/sites/default/files/TeachOregon_ThreeYear_Mar2017_singl epg.pdf ²³ Ingersoll, R., & May, H. (2016). Minority teacher recruitment, employment, and retention: 1987 to 2013 (Research Brief). Palo Alto. CA: Learning Policy Institute.

affirming environment for diverse educators. In addition, they can build strategic professional learning that will build capacity within a school to support teachers of color and diverse students, as well. This requires that leaders spend time evaluating the degree to which a school system maintains structural racism or dismantles the systemic barriers and biases for diverse teachers. One notable strategy emerging from recent research is the need to decrease isolation for staff of color and Indigenous educators who often feel disconnected from advice, information, and capital building networks.²⁴ Overall, focusing on schools' organizational conditions and learning opportunities will improve the retention of diverse educators.²⁵







²⁴ Bristol, T.J. & Shirrell, M. (2019). Who is here to help me? The work-related social networks of staff of color in two mid-sized districts. *American Educational Research Journal*, *56*(3).

²⁵ Ingersoll, R., & May, H. (2016). Minority teacher recruitment, employment, and retention: 1987 to 2013 (Research Brief). Palo Alto, CA: Learning Policy Institute.