



EDUCATION PREPARATION TASK FORCE

Report

**Report commissioned by West Virginia State Superintendent Clayton Burch
and West Virginia Higher Education Policy Chancellor Sarah Tucker**

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West Virginia DEPARTMENT OF
EDUCATION



WEST VIRGINIA
**Higher Education
Policy Commission**





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EXECUTIVE SUMMARY

Teacher shortages are affecting every state in the nation. In some subject areas, including mathematics, science, and special education, nearly every state is experiencing shortages.¹ West Virginia is not exempt from this phenomenon. Counties in the southern region of the state, for example, face chronic shortages in key subjects: mathematics, science, special education, and elementary education.²

In West Virginia, the number of classrooms staffed by unqualified teachers – those teaching outside their certification area or teaching on a first-class/full-time permit or who hold only a substitute permit – grows.^{3,4} The impact of this practice over time is inevitable: unqualified teachers are less effective on average and more likely to leave the profession.⁵ The Learning Policy Institute describes this problem as a “revolving door that perpetuates shortages and undermines students’ ability to learn and thrive academically.” Based on the latest teacher retention and mobility data in West Virginia, 20% of beginning teachers left after their first year,⁶ which is twice the national average for a similar time period.⁷ Research in West Virginia demonstrates that shortages persist and are unevenly distributed.⁸

Without decisive action and strategic investments in the profession, this revolving door will continue at the expense of the educators who remain; the students and families who rely on high-quality education; and the workforce and economy of the state of West Virginia. Good teachers help create the educated workforce that is essential to attracting businesses to an area, with major industrial development going where there are good teachers.

David Satterfield, former West Virginia State Economic Development Chief, once remarked, “Economic development prospects never asked about the college of education, but 100% asked about the quality of the schools.”

The Educator Preparation Taskforce (the Taskforce) identified five challenges to recruiting and preparing enough teachers to fill West Virginia classrooms.

Challenge 1: The State of West Virginia lacks robust, multi-channel marketing campaigns designed to promote careers in education and teacher licensure pathways, and to efficiently recruit prospective candidates.

Challenge 2: Opportunity costs associated with teacher preparation and licensure reduce the supply of teacher candidates entering the classroom.

Challenge 3: Barriers created by licensure testing and content-hour requirements are exacerbating teacher shortages.

Challenge 4: Beginning teachers lack access to consistently high-quality induction and mentoring programs, which contributes to teacher turnover.

Challenge 5: West Virginia does not have a comprehensive, single-platform source of data on teacher preparation, recruitment, and retention.

To address these challenges, the Taskforce provides five overarching actionable recommendations that correspond to the challenges for the West Virginia Department of Education, in conjunction with a variety of stakeholders to implement, namely:

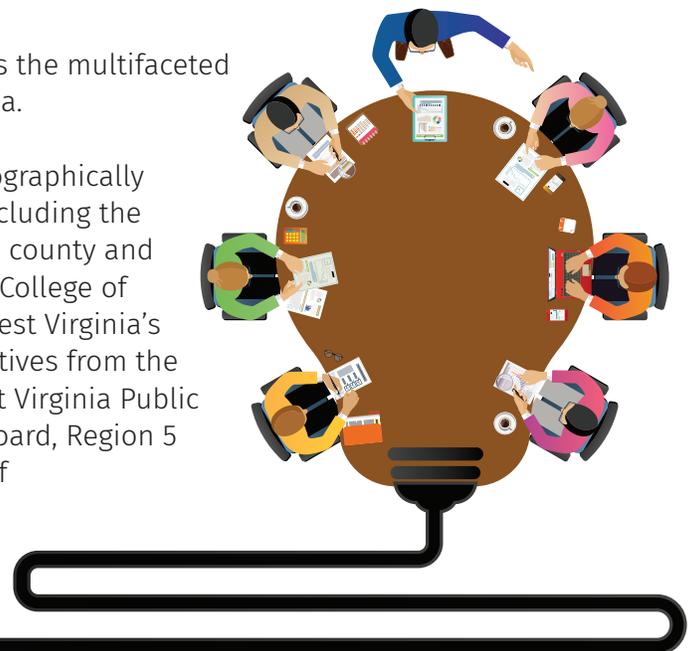
- » Plan and implement an audience-focused, research-aligned, and needs-based educator recruitment campaign with partners at every level.
- » Identify opportunities to significantly minimize teacher preparation and certification costs to increase the number of candidates entering the field through the traditional pathway.
- » Offer a flexible continuum of program completion requirements and certification entry points to increase the supply of qualified teachers.
- » Identify differentiated opportunities to strengthen induction and mentoring programs for new teachers, particularly in high-need schools.
- » Generate an annual educator supply-and-demand report to assess and address critical teacher shortage areas.

OVERVIEW OF THE WEST VIRGINIA EDUCATOR PREPARATION TASK FORCE

The Educator Preparation Taskforce is a collaborative effort between the West Virginia Higher Education Policy Commission, the West Virginia Department of Education, and includes a diverse stakeholder group convened by Dr. Sarah Armstrong Tucker, Chancellor of the West Virginia Community and Technical College System and Chancellor of the Higher Education Policy Commission, and West Virginia Superintendent of Schools W. Clayton Burch. In November 2020, the Taskforce was charged to clearly define and identify mechanisms to address the multifaceted challenges that face teacher recruitment and preparation in West Virginia. For this work to result in a true change initiative and achieve transformation, the root causes of these challenges needed to be identified to determine appropriate, innovative solutions, and develop recommendations to increase the teacher workforce across West Virginia.

The Goal of the Taskforce: To clearly define and address the multifaceted challenges that face teacher preparation in West Virginia.

The group was comprised of representatives from a geographically diverse mix of school superintendents and teachers, including the West Virginia Teacher of the Year and Milken educators; county and state-level communications and human resource staff; College of Education deans and educator preparation faculty in West Virginia’s four-year higher education institutions; and representatives from the West Virginia Higher Education Policy Commission, West Virginia Public Education Commission, Southern Regional Education Board, Region 5 Comprehensive Center, and West Virginia Department of Education leadership and staff. A complete list of all members can be found in the Appendix.



Over 12 months, the Taskforce met in small subcommittees and participated in full convenings to deeply explore root causes of teacher shortages nationally and locally and to develop recommendations that pay consideration to issues of equity and positive student outcomes.

Taskforce Subcommittees:

- » Teacher Recruitment
- » Innovation in Educator Preparation
- » Effectiveness in Teacher Preparation

The quest to clearly define and address the multifaceted challenges of teacher shortages in West Virginia required a holistic approach. The work of the Taskforce’s three subcommittees was interdependent, and root causes often overlapped, with similar contributing factors and potential solutions rising to the surface in multiple discussions. Thus, to implement the recommendations proposed in this report, stakeholders must engage in a collaborative effort to “move the needle” in addressing teacher shortages in West Virginia.

To address teacher shortages, and in turn increase student outcomes for the children and communities in West Virginia, state policymakers and education stakeholders must take intentional, innovative action steps to reinvigorate the teacher-supply pipeline and strengthen the profession for both teachers and students in our state. Therefore, this report provides descriptions of the challenges, overarching recommendations to address the challenges, and priority tasks to implement the recommendations for consideration by the West Virginia State Board of Education and members of the West Virginia House and Senate Education Committees. The recommendations and priority tasks proposed by the Taskforce are supported by evidence-based practices.

The next steps for the Taskforce members are to work collaboratively with stakeholders to implement the priority tasks proposed in this final report.

ADDITIONAL STATE EFFORTS TO ADDRESS THE CRISIS IN WEST VIRGINIA

The work of teacher development falls along a continuum referred to as the educator talent development continuum. It is comprised of three aspects of work – attracting high-quality candidates to the field of teaching; preparing teachers to enter the field; and continuing to develop, support, and retain teachers in school systems.¹⁰

Attract: Concerns along this portion of the continuum include pathways into the profession, data-informed talent development, and elevating the status of the profession.

» Implementation of the WV Residency Model

Ensuring that students have access to robust clinical experiences strengthens efforts to staff classrooms with fully prepared teachers who will grow and stay in the profession. This is achieved through a yearlong residency clinical experience where the resident teacher is paired with a master teacher and utilizes co-teaching, a method to teach residents how to teach. This experience provides the resident with a very clear understanding of school culture, classroom procedures, and student progress.

» **Alternative Certification Programs for the Education of Teachers – WVBE Policy 5901**

During the 2020 legislative session, W.Va. Code §18A-3-1j was established to provide for the WVBE to authorize the WVDE to administer alternative certification programs. These programs are alternatives to the standard college and university programs for the education of teachers.

» **Senate Bill 14**

SB 14 lays out a third set of conditions for which a person may be issued a professional teaching certificate for teaching in public schools and provides that teaching certificates granted pursuant to the new set of conditions are equivalent to certificates granted to graduates of teacher preparation programs. In response to the bill, the WVDE defined pedagogical standards, criteria for program submission, and an application process for program providers. To date, two program providers have been approved.

Prepare: Stakeholders in this portion of the continuum shape initial certification and licensure practices, as well as program approval and accreditation.

» **Grow Your Own (GYO) West Virginia Teaching Pathway Program (2022-2023)**

This program is designed to harvest promising local high school students and facilitate a career path for them to pursue a career in education. The GYO Teaching Pathway Program is designed to address West Virginia’s critical teacher shortage. It will enable high school students who want to become classroom teachers to fast-track into their careers through a combination of dual enrollment/Advanced Placement courses and an accelerated pathway. Through the program, these students can graduate from partner organizations or institutes of higher education with a bachelor’s degree in three years.

Develop, Support, and Retain: This portion of the continuum includes wide-ranging work that addresses recruitment, selection, and hiring; career advancement and tiered licensure; evaluation and professional learning; induction and mentoring; educator working conditions; and compensation.

» **West Virginia Professional Learning Continuum**

Produced two years ago, as part of Professional Learning Reimagined, the learning continuum offers scaffolded learning pathways for pre-service, novice, and professional educators, as well as education leaders. It outlines goals and selected essential understandings for learners along a pathway of becoming a teacher leader.

Challenge 1: The State of West Virginia lacks robust, multi-channel marketing campaigns designed to promote careers in education and teacher licensure pathways, and to efficiently recruit prospective candidates.

Stakeholders in West Virginia have strived to collaborate on efforts to recruit and prepare prospective teachers to ensure an adequate number of qualified teachers for students across the state. However, improving public perceptions about the teaching profession and informing prospective candidates about available licensure pathways requires a multi-channel marketing campaign that informs the public about the benefits of a career in education and opportunities for preparation and employment. Data collected by ACT demonstrates that general interest in pursuing an education major has declined among high school graduates nationally.¹¹

Increasing the number of prospective teacher candidates depends on addressing reasons for declining interest, such as perceptions of the profession's low status. Consequently, there is a pressing need to convey the positive benefits of teaching in West Virginia by celebrating West Virginia's exemplary teachers, showcasing their best practices, and displaying the positive impact they are having in their communities. In addition to promoting the benefits of the profession, prospective teacher candidates need to be informed of all the pathways into teaching. Recently passed West Virginia state legislation has opened new and unique opportunities for individuals to pursue careers in education. As a result, there is a need to inform prospective teacher candidates about all possible licensure pathways:

- » Pathway 1: Traditional Certification Teacher Preparation Programs (undergraduate and master's degrees in Teaching)
- » Pathway 2: Approved Alternative Certification Teacher Preparation Programs
- » Pathway 3: State-Approved Teacher Preparation Coursework
- » Pathway 4: WVDE Alternative Certification Programs

Unfortunately, teachers ready to join the profession report encountering unique application processes within every school district as a barrier to entry. Candidates are required to spend additional time searching for openings by the county school system because school districts are not required to post vacancies on a shared job website. This additional burden on teacher applicants suggests there is a need to streamline the job search and application process. Implementing effective hiring and placement practices helps all schools and districts, but is particularly important for those that are high-needs.¹²

Recommendation: The Taskforce recommends the WVDE plan and implement an audience-focused, research-aligned, and needs-based educator recruitment campaign with partners at every level (national, state, county, IHE, school district human resources, and community partners).

Priority Tasks:

1. Promote the profession and pathways into the profession.

- a. WVDE, in collaboration with WVHEPC, West Virginia Educator Preparation Programs, and K-12 County Systems plan and implement a statewide public-relations campaign that highlights the importance of the teaching profession within our communities and the impact education has on our state's economy.
- b. WVDE in cooperation with WVHEPC, county school systems, and institutions of higher education collects data to determine the perceptions that students and individuals within educational systems have toward the teaching profession to further inform an ongoing public-relations campaign.
- c. WVDE establishes and ensures one designated office as the primary source of information responsible for answering questions about licensure pathways to ensure consistency and clarity.
- d. WVDE in partnership with WVHEPC and educator preparation programs collects data to explore the motivations of individuals who participate in traditional and alternative certification programs.
- e. WVDE disseminates information about all educator preparation pathways to targeted audiences, including but not limited to LEA staff and students, educator preparation faculty, and the public.

- f. WVDE provides high schools and high-school students clear and easy-to-understand information about careers in education and teacher preparation pathways they can participate in before high school graduation.
- g. WVDE engages college students with majors related to high-need content areas and career-switchers about opportunities to become certified educators.

2. Develop job-search and application efficiencies to make looking for and applying for a teaching job easier.

- a. WVDE in collaboration with LEAs may develop or adopt a statewide application process in consultation with county leaders.
 - i. WVDE explores the integration of job posting systems with existing nationally based systems.
- b. WVDE reviews and compares West Virginia state hiring codes and West Virginia Board of Education policies for employment with other states that offer “on-the-spot” employment opportunities to determine if adjustments can be recommended to overcome barriers.

Figure 1. Priority tasks by stakeholder group to address Challenge 1

Priority Tasks	Stakeholders			
	WVDE	EPPs	LEAs	WVHEPC
Promote the profession and pathways into the profession.	x	x	x	x
Develop job-search and application efficiencies to make looking for and applying for a teaching job easier.	x		x	

Subsequent Task:

- 1. Regularly monitor the effectiveness of communications efforts and keep stakeholders informed of progress in meeting statewide needs for qualified teachers. Stakeholders should commit to collecting and reviewing performance metrics related to the enrollment of students into state-approved teacher preparation programs, the number of teaching positions where an individual is not fully certified, and public perception information about the status of the profession. It is recommended stakeholders meet for a discussion about how best to adapt communication strategies on at least an annual basis.

Challenge 2: Opportunity costs associated with teacher preparation and licensure reduce the supply of teacher candidates entering the classroom.

Stakeholders in West Virginia struggle to reduce barriers that prohibit prospective teachers enrolled in undergraduate programs to enter the classroom. With teacher shortages on the rise across the nation, state education agencies (SEAs) strive to develop and promote multiple pathways into the profession. In the process, SEAs should continue to promote the value and best practices of undergraduate programs that provide an in-depth program of preparation to support new teachers as they enter the field. Those teacher candidates who receive high-quality preparation are more likely to remain in the profession after three years and lessen the attrition rate.¹³

However, West Virginia teacher candidates who enroll in undergraduate programs face financial obstacles that obstruct this path toward licensure and placement in vacant PK-12 classrooms within the state. The high cost of college combined with low starting salaries has contributed to a steady decline in enrollment in teacher preparation programs across the country.¹⁴ In West Virginia, a starting teacher salary of \$37,978 provides a low return on investment for a four-year undergraduate degree that costs \$15,360 to \$121,600 (in-state tuition).

Any additional costs (e.g., testing and licensure fees), as well as additional unpaid time as a resident teacher, increase the opportunity costs and lower the return-on-investment. There is a real challenge of attracting people into the residency model without paying them a living wage, which will likely redirect students to other career pathways or alternative certification pathways. Clinical residency students commit their final year of preparation to a host school and PK-12 students as a valued educator in the classroom. In their final semester, the resident transitions to full-time service, which consists of over 500 hours immersed in the classroom encompassing all aspects of the teaching experience. This level of commitment hinders outside employment potentially causing financial strain on the resident.

Attracting candidates into the field via a quality undergraduate program and then retaining them for PK-12 classrooms requires stakeholders to address obstacles that prevent these teacher candidates from taking the first steps to enter the profession.

Recommendation: The Taskforce recommends the WVDE in conjunction with a variety of stakeholders identify opportunities to significantly minimize teacher preparation and certification costs in order to increase the number of candidates into the field through the traditional pathway.

Priority Tasks:

1. Incentivize grow-your-own programs that offset preparation costs for highly promising high school juniors and seniors.

- a. WVDE collaborates with educator preparation programs and county school systems to implement a coherent, dual-credit learning pathway for high school students to opt into that results in a minimum of 15 credit hours transferable to a bachelor's degree in education.
 - i. LEAs in collaboration IHEs will identify dual-credit opportunities between county school systems and educator preparation programs and develop guidance for students pursuing this educator pathway.
- b. Recruit interested counties and educator preparation programs to pilot a grow-your-own program. Funding for this pilot will be supported by the WVDE and LEAs.

2. Reduce or eliminate licensure examination costs for a nationally normed teacher performance assessment.

- a. WVDE utilizes profits from certification processing to provide vouchers to West Virginia students for the full fee of teacher performance assessment initial attempts. (3 years)
- b. To sustain this initiative permanently, WVDE will research cost-sharing strategies.

3. **Recruit residents into county vacancies and provide stipends for resident teachers during their clinical experience.**
 - a. WVDE facilitates communications between local education agencies and educator preparation programs to recruit residents into county vacancies and provide a stipend to offset costs of working full time in the county school system as a resident.
 - b. WVDE awards ESSR funds to educator preparation programs to pay Residency 2 students a stipend of \$2,000.00 for three (3) years.
 - c. WVDE identifies strategies for sustainably funding the West Virginia Residency Model. This work will entail working with stakeholders to identify long-term financing solutions, including potential new sources of funding, program savings, and resource allocation from other program areas to provide financial support for the resident.

Figure 2. Priority tasks by stakeholder group to address Challenge 2

Priority Tasks	Stakeholders			
	WVDE	EPPs	LEAs	WVHEPC
Incentivize grow-your-own programs.	X			
Reduce or eliminate licensure examination costs.	X	X	X	X
Recruit residents into county vacancies and provide stipends for resident teachers.		X	X	

Subsequent Tasks:

1. Policy 5100 will be revised to reflect any additional initiatives.
2. Monitor completer data for grow-your-own programs and licensure/ testing trend data to assess changes in the quantity of teacher candidates and any changes in teacher quality.
3. Collaborate with county school systems and federal programs to address residency stipends and sustainability. For example, this work may entail identifying counties that had overages remaining from federal funds and/or counties that matched funds for educator preparation programs.

Challenge 3: Barriers created by licensure testing are amplifying teacher shortages.

West Virginia’s licensure testing requirements have led to low pass rates, thus exacerbating the teacher shortage. Only 39% of test takers pass the elementary licensure test on their first attempt.¹⁵ In particular, West Virginia teacher candidates struggle with the state-adopted Praxis II content exams, forcing many candidates to retest additional times. Twenty percent of test takers in the state take the most challenging subtest three or more times. Retesting causes not only a financial stressor for the candidate but a possible delay in entering the profession as a licensed educator. Ultimately, many candidates who are unable to pass the mandatory content exam(s) choose to complete programs that do not lead to licensure and then exit the teacher pipeline for other professions. In fact, one in six West Virginia test takers who fail their content knowledge test on the first attempt do not try again.¹⁶ With the teacher shortage growing and vacancies being filled by uncertified or underprepared teachers (6.5% of the nearly 19,000 total teachers in the state),¹⁷ the need to graduate qualified teachers is crucial.

While the majority of research demonstrates there is a slight relationship between exam scores and student achievement¹⁸, exam scores are not a perfect measure of quality.¹⁹ In fact, exam requirements screen out many potentially effective teachers.²⁰ And, while raising licensure cut-score may not dramatically improve the teacher workforce, it would screen out many potentially effective teachers from the profession.²¹ Furthermore, testing requirements may contribute to the gap in teacher diversity by limiting minority candidates from entering the profession.²² Creating flexibility in testing and licensure procedures would increase teacher supply by allowing those teacher candidates who completed programs for licensure, but were unable to pass licensure requirements, to enter the teacher pipeline.

Recommendation: The Taskforce recommends the WVDE offer a flexible continuum of program-completion requirements and certification entry points to increase the supply of qualified teachers

Priority Tasks:

- 1. Add flexibility in the required Elementary Praxis II exam to include the Content Knowledge of Teaching (CKT) test, which integrates content and pedagogy.**
 - a. WVDE facilitates a Praxis Deep Dive conducted by Education Testing Services with educator preparation program stakeholders to compare both elementary education exams, exploring the different types of assessment (content only or both content and pedagogy); allows for a review period; and identifies assessment approaches that add flexibility for elementary education candidates.
 - b. WVDE presents stakeholder recommendations to the WV Commission for Professional Teaching Standards for review and recommendation to the WV Board of Education to adopt, approve, and implement.
 - c. WVDE implements choice to elementary education candidates regarding the elementary content exam (Praxis II and CKT).

- 2. Add a provisional level of teacher licensure to allow candidates struggling to pass the Praxis II.**
 - a. WVDE researches licensure in other states to determine best practices.
 - b. WVDE develops a provisional license to allow teacher candidates to be hired without a passing score on the Praxis II. A provisional license would be valid for one year to provide additional time to successfully pass the Praxis II content exam.

- 3. Review Praxis exam qualifying score requirements and consider lowering cut scores.**
 - a. Gather stakeholders to research and review cut score requirements compared to national cut scores. Stakeholders will assess the extent that lowering cut scores may increase the number of teacher candidates, how it may or may not affect teacher quality and ways to maintain rigor with multiple measures if cut scores are lowered.

Figure 3. Priority tasks by stakeholder group to address Challenge 3

Priority Tasks	Stakeholders			
	WVDE	EPPs	LEAs	WVHEPC
Add flexibility in the required Elementary Praxis II exam.	X			
Add a provisional level of teacher licensure.	X	X	X	X
Review Praxis exam qualifying score requirements.	X	X		

Subsequent Tasks:

1. Policy 5100 will be revised to reflect any additional initiatives.
2. Continue to monitor completer and licensure/ testing trend data through self-reported data, Title II, and WV Content Area Program Approval to assess changes in the number of teacher candidates and any changes in quality.

Challenge 4: Beginning teachers lack access to consistently high-quality induction and mentoring programs, which contributes to teacher turnover.

Based on the latest teacher retention and mobility data in West Virginia, 20% of beginning teachers left after their first year,²³ which is twice the national average for a similar time period.²⁴ On average, 32% of West Virginia teachers leave within the first 4 years of entering the classroom.²⁵ Turnover contributes to teacher shortages, creates additional costs (with replacement costs estimated upwards of \$20,000 per teacher), and reduces student achievement.²⁶ Thus, the goal to support teachers to remain in the classroom is imperative.²⁷

One high-impact retention strategy is providing support to beginning teachers via induction and mentoring programs. Research indicates that induction and mentoring programs may improve teacher retention and performance²⁸ and that mentoring new teachers for at least two years can positively affect student academic gains.²⁹ Research has also identified several key elements of high-quality mentoring programs, including having a mentor in the same field and collaboration with other teachers in the same subject.³⁰

State policy plays an important role in determining the availability and quality of teacher induction and mentoring programs. While WVDE provides guidance for designing and implementing strong induction and mentoring programs, participants in the West Virginia Board of Education Fall Listening Tour identified several areas of need related to beginning teacher support, including

- » providing additional on-the-job training experiences before student teaching, including opportunities to collaborate with in-service teachers in designing instruction, integrating content and pedagogy, and learning effective classroom management processes;
- » preparing teachers for the reality of today’s classrooms by providing support in implementing best practices for supporting the social-emotional well-being and mental health of students; and
- » ensuring all teachers participate in induction and mentoring programs to account for differences in preparation pathways.

Additionally, since schools serving a high number of students of color or from low-income families tend to have more novice teachers and weaker induction programs due to resource constraints,³¹ it is important to examine how induction and mentoring practices may vary across these contexts to provide targeted support.

Recommendation: The Taskforce recommends the WVDE in conjunction with a variety of stakeholders identify opportunities to strengthen induction and mentoring programs for new teachers particularly for high-need schools.

Priority Tasks:

- 1. WVDE in conjunction with IHEs and LEAs collects information and data about current induction and mentoring programs and policies in use across counties to assess fidelity across counties and/or schools.**
 - a. This work will begin with a scan of the self-reported data submitted each year on the West Virginia System of Improving Professional Practice to determine the consistency of implementation across counties. Depending on the extent of the self-reported data, a follow-up study using a survey or interviews may need to be conducted with multiple counties to assess the fidelity of induction and mentoring programs. This work could identify common components of high-quality programs and typical resource constraints.

- 2. WVDE assesses how induction and mentoring programs are aligned with the current teaching standards and other human capital practice areas (i.e., preparation, performance evaluation, professional development, and compensation).**
 - a. Induction and mentoring programs should be aligned with the teaching standards and any additional supplemental standards identified. Stakeholders have identified potential supplemental standards to focus on critically important skill sets that are not currently formalized in teacher leadership standards within the state (for example, social-emotional well-being, remote teaching, and community outreach). Induction and mentoring policies and practices should also be aligned, or fit with, other human capital practice areas by working together to support each other.

- 3. WVDE works with IHEs and LEAs to revise state policies to provide evidence-based minimum induction and mentoring requirements but offers broad flexibility in program design.**
 - a. Identify strategies to provide differentiated support to new teachers based on the preparation pathway and performance based on the teaching standards. For example,
 - i. extending the required time for mentoring (up to 3 years) for beginning teachers that need additional support, and
 - ii. identifying other types of support to beginning teachers (for example, cadres or communities of practice).
 - b. Identify strategies to sustainably fund induction and mentoring programs. This work will entail working with stakeholders to identify long-term financing solutions, including potential new sources of funding, program savings, and resource reallocation from other program areas.

Figure 4. Priority tasks by stakeholder group to address Challenge 4

Priority Tasks	Stakeholders			
	WVDE	EPPs	LEAs	WVHEPC
Collect information and data about current induction and mentoring programs and policies.	X	X	X	
Assess how induction and mentoring programs are aligned with the current teaching standards and other human capital practice areas.	X	X	X	X
Revise state policies to provide evidence-based minimum induction and mentoring requirements.	X	X	X	

Subsequent Task

1. Monitor and evaluate the impact of recommendations implemented to strengthen induction and mentoring programs for new teachers particularly for high-need schools.
 - a. This task may include identifying goals and benchmarks for progress using available metrics on induction and mentoring³² and monitoring the quality of induction and mentoring programs to ensure that all beginning teachers are provided differentiated support based on their preparation pathway and performance on the teaching standards.

Challenge 5: West Virginia does not have a comprehensive, single-platform source of data on teacher preparation, recruitment, and retention.

A persistent challenge in West Virginia is easily and accurately assessing the state and local teacher labor markets. To better inform stakeholders when matching educator supply to demand and to assess whether the state is recruiting and retaining enough qualified individuals for the teaching profession to educate all students, a comprehensive picture of the teacher labor markets at the state and local levels, based on multiple sources of data, is needed.

Supply measures, such as the number of educator preparation program completers in West Virginia, show that the number of completers declined 27% between 2008-09 and 2018-19 based on the most recent data from Title II Reports: National Preparation Data. Demand measures demonstrate that West Virginia has reported teacher shortages in many counties and subject areas.³³ However, these measures provide limited insight into the complex dynamics of deciding where efforts to combat problematic aspects of the teacher labor markets would be most effectively focused across the state. To build a sustainable and high-quality teacher workforce, states should develop systems to monitor teacher supply, demand, and turnover.³⁴

Comprehensive supply and demand reports can establish a shared understanding around categories of labor measures (e.g., high, medium, and low supply); identify needs of the teacher labor market in a targeted manner; and provide appropriate baseline and trend data by which future interventions and policies may be assessed.³⁵ To better match supply to demand and assess whether West Virginia is recruiting and retaining enough qualified individuals, West Virginia stakeholders need multiple sources of data that provide a comprehensive picture of the state's teacher labor market.³⁶

While supply and demand reports often provide information about the potential productivity of specific preparation programs, the reports do not continuously monitor key performance metrics. States are exploring ways to strengthen collaboration between postsecondary education preparation providers (EPPs) and state education agencies to address some of these limitations.³⁷ A comprehensive educator supply and demand dashboard can provide actionable data for state, district, and EPP decision-makers to help pinpoint shortage areas.

Recommendation: The Taskforce recommends the WVDE in conjunction with LEAs, WVHEPC, and IHEs conduct an annual educator supply-and-demand report to assess and address critical teacher shortage areas.

Priority Tasks:

1. The WVDE in partnership with LEAs, WVHEPC, and IHEs generates a supply-and-demand report to identify indicators of the needs for teachers and inform corresponding interventions to address state and local teacher shortages.

This task consists of conducting internal and external scans to identify currently available data sources and areas where best practices exist. Stakeholders must compare the scope of data needs to available data sources to evaluate which information and platforms are most valuable in meeting goals. Systems and processes must be developed to merge knowledge into one unified data resource.

- a. WVDE in collaboration with partners, conducts a statewide internal scan to identify:
 - i. potential supply and demand data sources to provide insights into the state and/or local teacher labor market(s); and
 - ii. protocols and barriers to data collection, management, reporting and dissemination on one integrated online resource; and
 - iii. Best-practices of LEAs for addressing the teacher market’s supply and demand, which potentially could be adopted or modeled; and
 - iv. Relevant literature and research focused on West Virginia.
- b. WVDE in collaboration with partners, conduct an external scan to identify:
 - i. Relevant literature and research, describing best-practices of SEAs and LEAs in other states for addressing the teacher market’s supply and demand, which potentially could be adopted or modeled in WV.³⁸
- c. Define the scope of a WV supply and demand model and identify the most relevant data sources as informed by internal and external scans for data on current teacher labor markets to issue a report:
 - i. Once all data sets and sources have been identified, they should be evaluated to identify which are most useful for informing stakeholders of deficiency areas. Entities involved in this task should meet to review artifacts from data sources, protocols for collecting and sharing data and determine the best platform for displaying relevant information.
 - ii. Once this analysis is complete, agreements should be made to bring this information together and have it shared with all appropriate parties. A summary report with recommendations about teacher shortage areas for the relevant school years should be provided to the State Board through this collaborative partnership.

2. The WVDE in partnership with LEAs, WVHEPC, and IHEs work to develop an online, single-platform dashboard, that is a source of unified data that displays educator supply and demand and EPP performance.

WVDE and partners will work to develop an analytics-backed supply and demand dashboard to inform a variety of audiences, including IHE staff, school leaders, and district administrators. Dashboards sit on top of a data warehousing, and can be private- or public-facing, with customizable features that allow users to filter, compare, synthesize, and visualize their data. Broadly, this effort would entail three phases:

- a. Compiling and displaying previously collected and available data on educator supply and demand.
- b. Identifying key supply and demand metrics to display and track performance.
- c. Creating both automated systems and manual processes to update the dashboard when new data becomes available.

- d. Compiling and displaying EPP performance on the Content Area Program Approval.
- e. Identifying EPP national accreditation status.
- f. Working with partners to suggest additional measures to include in future iterations of the dashboard.

This effort may entail working with a third-party vendor to develop the dashboard.

Figure 5. Priority tasks by stakeholder group to address Challenge 5

Priority Tasks	Stakeholders				
	WVDE	EPPs	LEAs	WVHEPC	Other
Conduct a statewide internal scan.	x				
Conduct an external scan.	x	x	x	x	
Define the scope of a WV supply-and-demand report and issue a report.	x	x	x	x	
Develop an online, single-platform source of unified data.	x	x	x		x

Subsequent task:

1. Implement interventions and/or recommendations from the supply/demand report to address shortages in the teacher labor market and monitor progress.

The summary report will include recommendations of stakeholders about teacher shortage areas for the relevant school year(s). Based upon these recommendations, this collaborative partnership should identify specific commitments each partner can make to achieve the intended impact and should monitor progress on key supply and demand metrics.

APPENDIX A: TASKFORCE MEMBERSHIP

Steering Committee

1. Sarah Armstrong Tucker, Chancellor, WV Higher Education Policy Commission (WVHEPC)
2. Jan Barth, Assistant Superintendent of Schools, WVDE
3. Michele Blatt, Deputy Superintendent of Schools, WVDE
4. Megan Boren, Southern Regional Education Board
5. Randall Brumfield, Vice-Chancellor, WVHEPC
6. Clayton Burch, State Superintendent of Schools, WVDE
7. Jennifer Penland, Director, WVHEPC
8. Stephen Pruitt, Southern Regional Education Board
9. Casey Sacks, WV Council for Community and Technical College Education (Former)
10. Carla Warren, Director, WVDE
11. Taran Wolford, Director, WVDE

Reimagining Teacher Preparation Subcommittee

1. Brian Allman, Buckhannon-Upshur Middle School/2019 Milken Educator
2. Kathy D'Antoni, Board of Governors, Marshall University
3. Monica Dellamea, Director, WVDE
4. Keri Ferro, Director (Former), WVHEPC
5. Matthew Finster, Region 5 Comprehensive Center
6. Blaine Hess, Superintendent, Jackson County Schools
7. Jeff Hunter, Assistant Professor, Glenville State College
8. Amy Lamitie, Region 5 Comprehensive Center
9. Paula Lucas, Professor, Marshall University
10. Jodi Oliveto, Coordinator, WVDE
11. Donna Peduto, Executive Director, WV Public Education Collaborative
12. Missy Spivy, Field Placement Coordinator and CAEP Coordinator, WVU Parkersburg
13. Mike Wells, Superintendent, Pleasants County

Current Effectiveness of Teacher Preparation Subcommittee

1. Deborah Akers, Superintendent (Retired) Mercer County
2. Matthew Finster, Region 5 Comprehensive Center
3. Lindsey Guinn, WVHEPC Research and Policy
4. Robert Hagerman, Director, WVDE
5. Amy Lamitie, Region 5 Comprehensive Center
6. Mark McCoy, Senior Advisor to the President, West Virginia University (WVU)
7. Tracy Morris, Dean, WVU College of Education and Human Services
8. Jennifer Schwertfeger, Program Manager, WVDE/WVU STEAM Technical Assistance Center
9. Lisa Smith, Teacher, Wood County
10. Joey Wiseman, Director, WVDE

Recruitment Subcommittee

1. Erin Anderson, 2021 West Virginia Teacher of the Year
2. Adam Cheeseman, Superintendent, Doddridge County
3. Tara Combs, Coordinator, WVDE
4. Corley Dennison, (Retired) Vice Chancellor, WVHEPC
5. Teresa Eagle, Dean, Marshall University College of Education and Professional Development
6. Matthew Finster, Region 5 Comprehensive Center
7. Jedd Flowers, Director of Communications, Cabell County
8. Michael Knepper, Teacher, Berkeley County
9. Amy Lamitie, Region 5 Comprehensive Center
10. Stephanie Lorenze, Associate Professor, WVU
11. Robert Mellace, Coordinator, WVDE
12. Amanda Metcalf, Dean, College of Education, Health and Human Performance, Fairmont State University
13. Stephen Wotring, Superintendent, Preston County

APPENDIX B: TASKFORCE TIMELINE OF EVENTS

» **November 2020 – Taskforce Steering Committee Initial Convening**

Chancellor Sarah Armstrong Tucker and State Superintendent W. Clayton Burch invite steering committee members to identify a diverse group of stakeholders to clearly define and address the multifaceted challenges that face educator preparation in West Virginia by discovering the root causes of these challenges and identifying appropriate solutions that will result in transformational change for our educational system.

» **December 7, 2020 – Taskforce Steering Committee**

Steering Committee Members convene to finalize the stakeholder group and identify timelines and agenda for the first taskforce meeting in January 2021.

» **January 26, 2021 – Educator Preparation Taskforce Initial Meeting – Virtual and Charleston, WV**

WVDE and WVHEPC outline the charge of the taskforce and present initial findings related to the state of teacher preparation in the state. Target areas for subcommittee work are identified: recruitment, rethinking teacher preparation, and effectiveness of educator preparation. The need for research and innovation in educator preparation within West Virginia is spotlighted, and a discussion of K-12 educator preparation needs begins.

» **February 9, 2021 – Facilitator Planning Meeting – Charleston, WV**

WVDE staff members are selected to facilitate subcommittees.

» **February 10-18, 2021 – Subcommittee Meetings #1**

Subcommittee facilitators initiate the root-cause analysis process with each group to begin to define the problem and its contributing factors from three perspectives: recruitment, educator preparation effectiveness, and reimagining educator preparation.

» **March 3-10, 2021 – Subcommittee Meetings #2**

Subcommittees finalize their problem statements; ensure contributing factors align to the problem and are precisely stated; and begin to validate contributing factors with research and data.

» **April 7-21, 2021 – Subcommittee Meetings #3**

Subcommittees continue to validate contributing factors and summarize their findings, and then reach a consensus about which contributing factors to address in what order.

» **May 26, 2021 – Educator Preparation Full Taskforce Quarterly Meeting – Virtual and Charleston, WV**

Facilitators share out their problem statements, a summary of findings, and proposed priorities. A whole-group protocol is designed to engage participants to capture other stakeholders' feedback, additional resources, expanded perspectives, etc.

» **June 2-23, 2021 – Subcommittee Meetings #4**

Facilitators begin to advance the problem-solving process by working with subcommittees to articulate a theory of improvement, brainstorming tentative activities or strategies that would lead to the improvement, and considering a measurement structure to track progress and impact of activities/strategies.

» **July 7-21, 2021 – Subcommittee Meetings #5**

Facilitators organize their subcommittee to explore their proposed activities or strategies. This could take the form of connecting with a peer/subject matter expert who has implemented a similar solution, applied a similar strategy, etc., (R5CC and possibly SREB might be useful in making direct matches here.) Subcommittees may also wish to further explore in a structured manner research/evidence relevant to their proposed activities or strategies if a peer is not available.

» **September 15-20, 2021 – Subcommittee Meetings #6**

Facilitators review collaborative documents within groups to deeply examine contributing factors related to problem statements and action steps for each factor.

» **October 18, 2021 - Educator Preparation Full Taskforce Quarterly Meeting – Virtual and Charleston, WV**

Facilitators share out their subcommittee's theories of improvement and proposed activities/strategies. A whole-group protocol is designed to engage participants to capture other stakeholders' feedback, additional resources, expanded perspectives, etc. If a supply/demand structure has been developed or other metrics have been identified, this can be previewed with the whole group.

» **December 2021 – Policy Brief provided to West Virginia Board of Education**

» **January 2022 – Policy Brief provided to West Virginia Legislature**

» **January 2022 – January 2027 Implementation of Policy Recommendations**

APPENDIX C: TASKS BY STAKEHOLDER GROUP

WEST VIRGINIA DEPARTMENT OF EDUCATION

1. Promote the profession and pathways into the profession.
2. Develop job-search and application efficiencies.
3. Incentivize grow-your-own programs.
4. Reduce or eliminate licensure examination costs.
5. Add flexibility in the required Elementary Praxis II exam.
6. Add a provisional level of teacher licensure.
7. Review Praxis exam qualifying score requirements.
8. Collect information and data about current induction and mentoring programs and policies.
9. Revise state policies to provide evidence-based minimum induction and mentoring requirements.
10. Assess how induction and mentoring programs are aligned with the current teaching standards and other human capital practice areas.
11. Conduct a statewide internal scan related to teacher supply and demand.
12. Conduct an external scan related to teacher supply and demand.
13. Define the scope of a WV supply-and-demand report and issue a report.
14. Develop an online, single-platform source of unified teacher supply-and-demand data.

EDUCATOR PREPARATION PROGRAMS

1. Promote the profession and pathways into the profession.
2. Reduce or eliminate licensure examination costs.
3. Recruit residents into county vacancies and provide stipends for resident teachers.
4. Add a provisional level of teacher licensure.
5. Review Praxis exam qualifying score requirements.
6. Collect information and data about current induction and mentoring programs and policies.
7. Assess how induction and mentoring programs are aligned with the current teaching standards and other human capital practice areas.
8. Revise state policies to provide evidence-based minimum induction and mentoring requirements.
9. Conduct an external scan related to teacher supply and demand.
10. Define the scope of a WV supply-and-demand report and issue a report.
11. Develop an online, single-platform source of unified teacher supply-and-demand data.

LOCAL EDUCATION AGENCIES

1. Promote the profession and pathways into the profession.
2. Develop job-search and application efficiencies.
3. Reduce or eliminate licensure examination costs.
4. Recruit residents into county vacancies and provide stipends for resident teachers.
5. Add a provisional level of teacher licensure.
6. Collect information and data about current induction and mentoring programs and policies.
7. Assess how induction and mentoring programs are aligned with the current teaching standards and other human capital practice areas.
8. Revise state policies to provide evidence-based minimum induction and mentoring requirements.
9. Conduct an external scan related to teacher supply and demand.
10. Define the scope of a WV supply-and-demand report and issue a report.
11. Develop an online, single-platform source of unified teacher supply-and-demand data.

WEST VIRGINIA HIGHER EDUCATION POLICY COMMISSION

1. Promote the profession and pathways into the profession.
2. Reduce or eliminate licensure examination costs.
3. Add a provisional level of teacher licensure.
4. Assess how induction and mentoring programs are aligned with the current teaching standards and other human capital practice areas.
5. Conduct an external scan related to teacher supply and demand.
6. Define the scope of a WV supply-and-demand report and issue a report.

APPENDIX D: RESOURCES

- ¹ Espinoza, D., Saunders, R., Kini, T., & Darling-Hammond, L. (2018). Taking the Long View: State Efforts to Solve Teacher Shortages by Strengthening the Profession. Learning Policy Institute. https://learningpolicyinstitute.org/sites/default/files/product-files/Long_View_REPORT.pdf.
- ² Saunders, R. (2021). Preparing West Virginia's Teachers Opportunities in Teacher Licensure and Program Approval. Learning Policy Institute. https://learningpolicyinstitute.org/sites/default/files/product-files/CCSSO_Preparing_West_Virginias_Teachers_REPORT.pdf
- ³ Saunders, R. (2021). Preparing West Virginia's Teachers Opportunities in Teacher Licensure and Program Approval. Learning Policy Institute. https://learningpolicyinstitute.org/sites/default/files/product-files/CCSSO_Preparing_West_Virginias_Teachers_REPORT.pdf
- ⁴ WVDE does not report headcount (vacancy) shortage data. Last year, WVDE reported classes taught by non-certified people but it is not accurate as headcount data because one teacher may be teaching multiple courses and may be certified for some courses and not for others.
- ⁵ Partnership for the Future of Learning. (2021) Teaching Profession Playbook. <https://static1.squarespace.com/static/5f4048bbd7dba74d40ec9c46/t/608edfd555f6f13a4cecb5e9/1619976159553/Teaching+Profession+Playbook+-+Partnership+for+the+Future+of+Learning+-+050121.pdf>.
- ⁶ Lochmiller et al. (2016). *Retention, attrition, and mobility among teachers and administrators in West Virginia*. REL Appalachia. <https://files.eric.ed.gov/fulltext/ED568148.pdf>.
- ⁷ Gray, L., & Taie, S. (2015). *Public school teacher attrition and mobility in the first five years: Results from the first through fifth waves of the 2007–08 beginning teacher longitudinal study* (NCES 2015-337). U.S. Department of Education. Washington, DC: National Center for Education <https://nces.ed.gov/pubsearch/pubsinfo.asp?pubid=2015337>.
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- ¹² Behrstock, Ellen, & Coggsall, Jane G. (2009) *Key issue: Teacher hiring, placement, and assignment practices*. National Comprehensive Center for Teacher Quality. <https://files.eric.ed.gov/fulltext/ED543675.pdf>.
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- ¹⁴ Partnership for the Future of Learning. (2021). *Teaching profession playbook*. <https://static1.squarespace.com/static/5f4048bbd7dba74d40ec9c46/t/608edfd555f6f13a4cecb5e9/1619976159553/Teaching+Profession+Playbook+-+Partnership+for+the+Future+of+Learning+-+050121.pdf>.
- ¹⁵ National Council on Teacher Quality. (2021). *Driven by data: Using licensure tests to build a strong, diverse teacher workforce*. <https://passrates.nctq.org/state/west-virginia/>.

- ¹⁶ National Council on Teacher Quality. (2021). *Driven by data: Using licensure tests to build a strong, diverse teacher workforce*. <https://passrates.nctq.org/state/west-virginia/>.
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- ¹⁹ Goldhaber, D. (2007). Everyone's doing it, but what does teacher testing tell us about teacher effectiveness? *Journal of Human Resources*, 42, 765-794.
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³³ The US Department of Education collects data by school year, state, subject matter, and discipline for purposes of determining shortages annually and linking this information to student loan forgiveness programs. A large number of variables that have a direct impact on actual hiring within states and local school districts are not addressed in this report. This information can be retrieved at <https://tsa.ed.gov/#/home/>.

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³⁵ Goff, P., Carl, B., & Yang, M. (2018). *Supply and demand for public school teachers in Wisconsin* (WCER Working Paper No. 2018-2). University of Wisconsin–Madison, Wisconsin Center for Education Research. <https://www.wcer.wisc.edu/publications/working-papers>

³⁶ Finster, Matthew, and Milanowski, Anthony. Using data to improve the supply and distribution of quality educators. Region 5 Comprehensive Center. June 21, 2021. <https://region5compcenter.org/news-events/news/5997/using-data-improve-supply-and-distribution-quality-educators>

³⁷ For example, the Tennessee Department of Education has built multiple data tools that both inform the state's EPP accreditation and approval process and help EPPs evaluate the strengths and weaknesses of their programs. Information is available at <https://slds.ed.gov/services/PDCService.svc/GetPDCDocumentFile?fileId=36172>.

³⁸ For example, scans, reviews, and tools exist to assist with this task, including a fifty-state comparison of teacher shortage data within the past five years by the Education Commission of the States available at [Has the state published state-specific teacher shortage data within the past five years? \(force.com\)](https://www.force.com); a review of how states track shortages areas by Aldeman (2018) available at [Teacher Supply and Demand: How States Track Shortage Areas | Bellwether Education Partners](https://www.bellwethereducation.com) ND; and tools designed to help predict teacher shortages, such as *An Approach to Using Student and Teacher Data to Understand and Predict Teacher Shortages* by Reichardt, Klute, Stewart, and Meyer (2020) available at [An Approach to Using Student and Teacher Data to Understand and Predict Teacher Shortages](https://www.bellwethereducation.com).

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