J. GTL Center’s Talent Development Framework
Delaware Educator Talent Development: A Policy Inventory Synthesis and Summary

Introduction and Background

Attracting, preparing, developing, supporting, and ultimately retaining talented educators are fundamental components of the vision and purpose of the Delaware Department of Education (DDOE). In winter and spring 2015, DDOE undertook a systematic review of state efforts around supporting talent development to ensure that the state’s human capital management approach was strategic, comprehensive, and informed by available research. Specifically, the DDOE’s Teacher and Leader Effectiveness Unit (TLEU) engaged the Center on Great Teachers and Leaders (GTL Center) to facilitate an inventory of programs and policies currently in place by using the GTL Center’s Talent Development framework.

This brief summarizes the results of the group’s efforts, including an analysis of strengths and areas for growth as reported by the participating Delaware state team members. The purpose of this brief is to identify where Delaware’s educator talent initiatives have focused and where they have been more sparse. Table 1 summarizes the elements of Delaware educator effectiveness policy that emerged as strengths and those that emerged as areas for growth. The rationale for and data supporting each of these is detailed in the sections that follow.

Table 1. Summary of Findings

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$^{30}$ Although categorized as a strength, Evaluation and Professional Learning was also identified as an area where there was a significant need for growth as well.
What Is the Purpose of Inventorying the Talent Development Framework and Why Does It Matter?

The Talent Development framework takes a state team through a structured process of documenting each policy and initiative that aims to improve the teacher workforce. The first step involves conducting a policy inventory and identifying gaps between the promising practices recommended by research and the efforts taken thus far by the state. It addresses 13 educator effectiveness policy component areas, grouped by the following three cluster areas:

- **Attract** the right talent into the profession to meet your students’ needs.
- **Prepare** future teachers and school leaders to meet your students’ needs.
- **Develop, support, and retain** educators in the field to ensure that they can continue to meet your students’ needs.

The 13 educator effectiveness policy components are presented in Figure 1.

**Figure 1. Talent Development Framework**

Each policy and practice cluster (and the subtopics within each cluster) impacts the efficacy of the other clusters if expectations are consistent, rigorous, and supported. Poor planning in one area increases the challenges in and puts stress on the other areas. For example, it is much harder to prepare future teachers and school leaders to meet your students’ needs if there are limited pathways into the profession or pathways that attract only candidates from a narrow range of experiences, interests, or specializations. Retaining educators in the field is similarly challenging
if teachers and school leaders are prepared poorly for their roles, not offered ongoing supports (for example, induction and mentoring programs), or see few options for career advancement and professional growth. A field that builds positive working environments, attractive compensation systems, and diverse career opportunities is more appealing to top college students or professionals changing careers and helps to retain existing professionals. By engaging in this process, Delaware can improve its own educator effectiveness systems and continue to lead the nation in charting a path away from piecemeal policies and toward proactive policy development that is grounded in the state’s unique needs and context.31

**Process and Methodology**

The policy inventory and gap analysis process is intended not only to gather the data needed for the policy inventory and gap analysis but also to encourage high-level systems thinking and break down cross-department silos. This process allows leaders working on one aspect of educator talent policy to be connected with those working in related areas and can ensure policy coherence and avoid confusion, contradictions, or redundancies in their work (it is of note that in the Delaware context, this collaboration and systems thinking already is well established). The DDOE team engaged in the following step-by-step process across multiple meetings between January and April 2015:

1. Assemble a team from multiple departments for an in-person, facilitated discussion by using the Talent Development framework and assign documents for each component
2. Inventory the state’s educator talent development by using the 13 components and subcomponents
3. Analyze the strengths and needs in three key policy areas—attracting; preparing; and developing, supporting, and retaining teachers and leaders

Once the team assembled, the second step was to assign members from each relevant department (see Appendix A for a complete list of the individuals involved) to each of the 13 components presented in Figure 1 to conduct an inventory of the full set of state-level policies and initiatives addressing that component. To aid this process, the Talent Development framework presents a number of indicators for each of the 13 components; the indicators reflect the findings from the latest educator effectiveness research.32 For each indicator, the DDOE team identified whether there already is a policy or initiative in place (yes, partially, or no), described how the work currently is done and what else might be needed to improve on it, and shared any additional insights about that area of educator effectiveness policy in Delaware. The GTL Center assembled

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31 This brief represents the findings from the Talent Development framework policy inventory and gap analysis. The next step of the Talent Development framework process would be to conduct a depth-of-implementation analysis for several priority educator effectiveness components and to document action steps for creating a more comprehensive and purposeful approach to securing the teachers that Delaware needs.

the comments and provided clarifying prompts to ensure a comprehensive scan was provided by each party.

Components for which a majority of sub-indicators were categorized as having programs in place or clear policies in action were categorized as areas of strength. If a component had a majority of sub-indicators categorized as *partial* or *no*, they were highlighted as areas for growth. In one instance (component 9: evaluation and professional learning), the sub-indicators were equally categorized as *yes* and *partial/no*; it was determined to categorize this component as a strength but with significant attention paid to the areas for growth.

The purpose of the policy inventory is not to suggest that DDOE necessarily be engaged in each of the indicators included in the framework, nor is it to evaluate the *effectiveness* of the various policies and initiatives in place. Rather, the purpose is to create a clear picture of the strengths, gaps, and areas of overlap so that as DDOE leaders chart their next steps, they can be sure they are omitting or prioritizing certain aspects of educator effectiveness *intentionally* and can determine action steps for their strategic plans accordingly. The conclusion of this report offers some next steps for consideration based on the outcomes discussed below.

**Results - Part 1: Areas of Strength**

This section summarizes the six components identified as areas of strength based on DDOE leaders’ documentation of the work that was under way. Where applicable, the areas where further effort could be made are also outlined.

**Component 1: Pathways Into the Profession**

Creating strong pathways into the profession is critical for ensuring that new teachers and principals are well equipped to perform well in their jobs from the start. Delaware’s attention to strengthening pathways into the profession are a strength overall. State Regulation 290 (which was revised after the passage of Senate Bill 51 in 2013) includes a call for reviewing entry criteria for new educator preparation programs in the state. The goal of this legislation is to ensure that educator preparation programs are meeting the needs of the field and also to identify potential barriers to high-quality candidates from entering the field. For school leaders, Regulations 1591-1595 raised the bar for school leadership preparation program approval by eliminating “course count” options that were viewed as insufficient by the participants in this process. Both traditional and alternative-routes to school leadership preparation programs are possible and encouraged through competitive funding under Race to the Top.

Although Pathways Into the Profession was identified as an area of strength for Delaware overall, the DDOE did identify an important area of growth for this component: the need for greater capacity building and oversight of existing efforts. Specifically, on the basis of standards and criteria for the educator preparation program accreditation and review process, Delaware has created a program approval process and has established requirements for program recruitment and selection for traditional and alternative preparation programs. The DDOE currently is working to build capacity to oversee this process. Likewise, the state currently is seeking resources and expanded capacity in order to require districts and educator preparation programs.
to create and support high-quality university-district partnerships responsive to district and state needs.

**Component 2: Workforce, Shortage, and Mobility Data**

Collecting and analyzing data about the educator workforce, educator shortages, and educator mobility enable the state to make well-informed decisions about targeting resources. TLEU has systematically collected educator supply and demand data for the past decade; recognizing the critical importance of such data, they recently developed a more sophisticated tool for gathering this information named the Talent Practices Survey. This survey, developed by the Harvard Strategic Data Project, is distributed annually to human resources directors statewide and triangulated with additional state data. The state currently provides centralized high-quality data collection on teacher and leader assignments, recruitment, retention, hiring, qualifications, tenures, and dismissals. The data are shared publicly as appropriate and also used to support state- and district-level policies and initiatives related to equitable access. Delaware has even created a policy to connect educator preparation programs with the data to inform their communication with and selection of teacher candidates.

The state currently is preparing for the implementation of this policy. The state is working to improve its data collection system and state education leaders are actively searching for resources to do so. In addition, the state is encouraging LEAs to be partners in that data collection system, particularly by administering exit surveys to staff that voluntarily depart.

**Component 4: Initial Certification and Licensure**

As noted in component 1: Pathways into the Profession, Delaware has significant regulations tied to Senate Bill 51 focused on educator licensure and preparation. Senate Bill 51 not only elevated standards for teacher preparation programs but it also raised standards for teacher preparation candidates, by making it more difficult to obtain initial licensure. In collaboration with the Professional Standards Board (PSB), Delaware has established educator standards for certification and licensure, which have become more rigorous in the past two years, and associated assessments that are aligned with educator standards related to content knowledge and pedagogical skills. The state partially aligns its certification and licensure standards with its state professional practice standards and has stakeholders regularly review and update those standards.

Various structures are in place to support this work, such as the Delaware Licensure and Certification Criteria Subcommittee, which is co-chaired by the DDOE and an institution of higher education. Members of the committee include teachers, specialists, institution of higher education faculty, DDOE faculty, and PSB members. The state’s collaborative efforts around initial certification and licensure could be supported better, however, through providing data to help determine which initiatives to enact.

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33 For details on Regulation 290 and 1591-1595, please see component 1.
Component 5: Program Approval and Accreditation

Preparation Program Approval and Accreditation also falls under the requirements of Regulation 290. This regulation includes stipulations for preparation programs to show use of learning in coursework that includes an emphasis on classroom practice as well as pedagogical theory, clinical experience, and alignment with educator performance and student learning standards. Delaware is working to build capacity to implement this requirement and to provide guidance to programs on how to report on how they are meeting regulatory requirements (note: current programs are not required to comply with Regulation 290).

In addition, Delaware collects and links data on educator effectiveness and educator preparation programs that it shares with those programs to support continuous improvement efforts. The state will launch scorecards in 2015 that will be used to determine whether preparation programs need to be closed. The DDOE also requires preparation programs to collect their own data on the effectiveness of their educator cohorts to inform their own improvement work.

In addition to its continued work to implement Regulation 290, further improvements to Delaware’s Educator Preparation Program Approval and Accreditation efforts may be possible by revising entry criteria for educator preparation programs so that they are sensitive to supply and demand needs.

Component 9: Evaluation and Professional Learning

As noted above, components were categorized as an area of strength if the majority of the sub-indicators were categorized as having programs in place or clear policies in action. In the case of component 9, the sub-indicators were evenly split between yes and partial/no. Moreover, this component area was identified by the Delaware team as a priority policy area for possible changes to program design and policy. Although the component is classified as a strength, significant areas for growth are outlined and it is recommended that this component be explored further to identify the depth of implementation of current programs and feasibility of the possible changes suggested by the team.

Since the 1980s, Delaware has included professional learning and teacher evaluation as a major component of state policy. But the 2013–14 school year marked the second year in which all teachers, specialists, and administrators in Delaware were evaluated using the revised Delaware Performance Appraisal System II (DPAS II). DPAS II consists of a performance observation rubric adapted from the Danielson Framework for Teaching plus a section focused on student growth. Student growth calculations vary depending on teacher role and grade level but generally are determined using both test scores and teacher-created growth measures. To support implementation of the student growth section, educators were provided access to hundreds of pre- and post-assessments created by Delaware educators in addition to the use of the Delaware Comprehensive Assessment System.

Although most LEAs have selected to implement the state model, each LEA or charter school is allowed to design its own system as long as it is aligned to the state requirements. In addition, districts can choose to request an alternative evaluation system. The alternative evaluation system application process provides districts with detailed guidance on designing and
implementing educator evaluation systems aligned with state regulations. One identified area for improvement to this system would be to identify a partner to help districts do this work. Another option would be to establish a statewide system capitalizing on innovation at the local level (e.g., with the Charter Collaborative).

Delaware provides trainings and credentialing to ensure inter-rater reliability and to support districts to ensure inter-rater reliability, but this also is an area that could be strengthened further. Another area for development relates to tying evaluation results to professional learning opportunities. Districts currently are in charge of establishing requirements for high-quality, ongoing, job-embedded professional learning opportunities. The state currently identifies possible structures for job-embedded professional learning and provides technical assistance or information to inform districts of these models. The state also subsidizes a variety of job-embedded or job-supported professional development options and makes these models available to districts. This could be an area where the state provides technical assistance in identified areas for development. For example, although teachers and leaders are required to participate in a goal-setting process that aligns performance with professional learning opportunities, professional development is not linked formally.

As a result of the Year 1 report on DPAS II implementation, the state actively took steps to address identified areas for improvement for Delaware’s approach to educator evaluation and professional learning. These efforts include continued funding for coaches to support school leaders with the evaluation process, specific training in student growth goal setting, and a new statewide credentialing assessment for evaluators. The efforts also include the strengthening of alternative assessments used to measure student growth, an approval process for districts to use alternative evaluation systems to meet the needs of their educators, and recent amendments to regulations to allow for alternative designs for component 4 (e.g., student surveys).

Therefore, despite the strengths of Delaware’s approach to educator evaluation and professional learning, because of the areas of need identified the DDOE team participating in this review selected component 9 as a high-leverage area for growth as well.

The TLEU team members identified the following specific suggestions for improving on this component:

- Providing job-embedded professional learning for all educators
- Updating the DPAS II rubric to align to the Common Core standards
- Adjusting rubric language and educator application rubric language to be more student centered
- Building of district capacity to adapt teacher evaluation systems and related assessments to match the needs of their specific contexts
- Exploring options for resources to expand the coaching program for schools with identified needs as well as for districts that wish to participate
- Building of school leader capacity to provide actionable feedback to support professional growth
Component 13: Educator Environment

A final area of strength for Delaware is educator environment, which includes school climate, workload, opportunities for professional collaboration, and other job conditions that influence educators’ decisions to enter or remain in a particular school, district, or the profession. Delaware is planning to continue using the Teaching, Empowering, Leading and Learning Survey (TELL Delaware) in January 2016 to help the state assess the condition of educator working environments. At this time, Delaware provides resources and supports districts in ensuring that school buildings are safe, clean, and equipped for learning and teaching.

The Race to the Top grant required the establishment of criteria for districts to ensure manageable teacher workloads, including protecting teachers’ time to collaborate with colleagues and attend professional learning opportunities and decreasing administrative paperwork in order to increase instructional time. The Race to the Top requirement is not continuing, but the state is encouraging it actively through provided professional learning community support and coaches.

To protect these criteria, strong political encouragement from the state will be required. Enshrining this in code is an option but is not being pursued by the DDOE at this time. Rather the state is encouraging local collective bargaining units to include these criteria.

Delaware understands the link between effective school leaders and teacher leaders and a positive educator environment. The state provides resources and supports to districts through organizations and programs such as LearnZillion, Delaware Teachers Institute, School That Leads, National Association for the Teaching of English, and Relay (for school leaders). It also provides a community of practice for principal managers and extensive training to school leaders on positive and effective educator evaluation. Although no specific areas for development around Educator Environment were identified by TLEU staff, finding ways to better work with districts to promote strong teaching and learning conditions is an area that always can be strengthened.

Results - Part 2: Areas for Growth

Here we present the components that emerged as areas of growth for Delaware. For each of these components, DDOE leaders detailed a number of ways in which the state was addressing the component, but the overall assessment was that more attention was warranted.

Component 3: Elevating the Status of the Profession

Elevating the status of the profession is important for Delaware to recruit the next generation of talent to its schools and to value those already in the profession so that they will stay and stay motivated. There are several programs in place in Delaware that serve this purpose but at present they lack a clear strategy to tie them together. For example, the state supports the following programs: Teacher of the Year, Superstars in Education, Dream Team, Committee to Advance Educator Compensation and Careers, the Rodel Foundation’s iEducate Delaware, and the STEM Residency (former program). Led by the secretary of education, with participation from various departments and the governor, Delaware has initiatives to bring together leaders from education
associations and organizations that engage teachers in dialogue about major reform efforts. These initiatives also convene accomplished teachers and stakeholders to brainstorm strategies related to increasing teacher engagement and effective communication of statewide initiatives.

An area for growth would be to establish a cohesive strategy from the communications office to streamline messaging and ensure appropriate stakeholders are well informed of the successes of Delaware’s teachers. This communications strategy should also connect with institutions of higher education to engage in this work and reach incoming teacher candidates as well. Approaches to Elevating the Status of the Teaching Profession that are missing from Delaware’s programs and policies include an absence of initiatives related to using nonmonetary performance incentives. Additionally, Delaware does not offer teacher leadership certificates or a process for teachers to earn credentials related to leadership.

**Component 6: Recruitment, Selection, and Hiring**

Educator Recruitment, Selection, and Hiring is an area for growth due to Delaware’s self-reported rating as “partial” for four out of seven indicators in the framework. As evidenced by the following summary, there are already programs and policies in place for strengthening recruitment, selection, and hiring, but the participating team identified the need for improved technical assistance from the state to support the success of their efforts. For example, Delaware provides all potential job candidates with a single source of information on open positions and streamlines the application process through the website Join Delaware Schools. The website and the opportunities it showcases could be improved by conducting further market research and expanding data collection. Through a comprehensive technical assistance binder, Delaware has provided support to districts in establishing clear criteria, rubrics, and training to screen teacher and leader candidates and in developing systematic hiring procedures that create a strong fit between the teacher and the district. The TLEU, however, sees a need to provide guided technical assistance on the best way to engage with the information in the binder. Moreover, through monthly meetings and communications, districts are encouraged by the state to consider how recruitment efforts may be affected by other elements of the system (e.g., professional growth, leadership, teacher evaluation systems). But these monthly meetings currently lack a comprehensive communications strategy and so do achieve their potential for improving teacher recruitment in the state.

**Component 7: Assignment and Transfer**

Attention to educator assignment and transfer has implications for educators’ ability to be effective, their satisfaction and retention in the position, and for equitable access to educator talent for students from disadvantaged backgrounds. The sub-indicators for this component address promoting early notification of transfers, cross-district sharing of evaluation results, consideration of educator quality and “fit” as drivers of transfer decisions, and within-field assignments. Delaware state law requires that districts assign teachers to positions in their field and also that districts share educator evaluation results when teachers transfer across districts within the state. Also, districts currently are encouraged to consider educator quality and school-educator match when making transfer decisions through informal channels. However, there is inconsistent enforcement of the above provisions and communication on the requirements for early notification of transfers and sharing educator evaluation results when teachers transfer.
between districts tends to be only informal. In addition to improving the consistency of enforcement, the TLEU team identified a need to improve standards for communication on these topics. The Delaware state team also believed they would benefit from a deeper exploration of the programs and policies included within this component to identify more potential areas of strength or growth.

**Component 8: Induction and Mentoring**

High-quality induction and mentoring help educators to be effective from the first day and Delaware has a strong approach to induction and mentoring in place. Districts are recommended and encouraged to assign new teachers a manageable course load and provide an appropriate placement during site visits, but this procedure is not required or monitored officially. To support and develop teachers during their first three years in the classroom, the DDOE offers both a new educator induction program and Comprehensive Induction Program (CIP) Grants for districts to design their own program. Starting in 2013, CIP Grants were awarded on a competitive basis. Only six LEAs (Caesar Rodney, Christina, Colonial, Indian River, Woodbridge, and Sussex Vocational-Technical High School) applied for and were awarded funding. The CIP Grants program was designed in response to complaints from districts related to both the structure and content of an existing state model. Designed to foster professional growth in new teachers and subsequently result in increased student learning, both the state model and models designed under the CIP Grant consist of mentoring and professional development seminars focused on the skills and guidance needed at the beginning of a teaching career.

Through State Regulation 1503, districts are required to ensure that mentors are selected according to high-quality criteria and matched with an appropriate teacher. Regulation 1503 also requires that mentors receive high-quality training in coaching skills and that mentors be prepared to help mentees learn about district priorities in curriculum, instruction, and assessment. Despite the strong induction and mentoring elements in place, this component was seen by the DDOE as an area for growth for one key reason: the need for greater state technical assistance and monitoring to assess implementation and consistent quality. Although Regulation 1503 provides concrete requirements, additional technical assistance from the state could be used to increase quality and provide greater accountability through monitoring.

**Component 10: Recertification and Continuing Licensure**

Another area identified for growth overall was Recertification and Continuing Licensure. Delaware requires teachers and leaders to engage in locally approved professional development in order to renew their license and certificates. This requirement is supported by a single database for district-reported information and through state staff maintaining licensure and certification. At present, there is an ongoing conversation on how to improve upon one particular area for growth: incorporating evaluation and effectiveness results. Possible changes include adding information regarding effectiveness measures and content expertise in order to distinguish teacher qualifications for placement across and within schools. Additionally, Delaware may consider a school-level accountability measure related to combining effectiveness and qualifications for placement.
The licensing system in place guides teacher development along a continuum: initial, continuing, and advanced. These tiers are based on 90 clock hours of professional development and National Board Certification status and are not related to career pathways or based on differentiated roles. Basing continuing licensure so heavily on clock hours does not account for how effective a teacher is and therefore revising these requirements was identified by TLEU as an area for growth.

The DDOE currently is implementing compensation reform and the addition of a provisional license based on performance assessments, which would expand the potential pathways for teachers entering the classroom. An identified area for expansion or improvement in this component is state-approved professional development offerings to ensure that recertification and continuing licensure requirements align with research on professional learning (e.g., making sure professional learning is sustained and job embedded). This work could be supported by focusing the use of Title II funds, with the existing professional development subcommittee of the PSB serving as a channel for state-approved professional development offerings.

**Component 11: Compensation**

Delaware is interested in establishing long-term teacher and leader salary policies that are competitive, sustainable, and designed to recognize and reward effective educators. The DDOE is in active conversations with the governor’s office and other stakeholders to accomplish this goal. Currently, all compensation and personnel decisions are handled at the district level. The state does use educator evaluation results in a substantial way in compensation and hiring decisions within the state-run Delaware Talent Cooperative. The Delaware Talent Cooperative’s new compensation system has been regularly evaluated both through TLEU monitoring and a third-party evaluation to assess whether the key goals of the reforms are being achieved.

In addition, the Charter Collaborative Schools have embarked upon developing their own compensation initiative based on lessons learned from the Delaware Talent Cooperative. Finally, Senate Bill 254, which passed into law on July 1, 2014, established the **Committee to Advance Educator Compensation and Careers in Delaware (CAECC)**. The Committee is charged with submission of a proposal including alternative educator compensation system to the Governor. This proposal must align with and clarify the details of the parameters of SB 254, including career pathway options with expanded leadership opportunities, supplemental pay for leadership roles and levels of base pay at all steps of the career pathway.

Another path for growth would be to examine the data structure supporting compensation decisions. There are currently multiple data systems and four offices (TLEU, Governor’s Office, State Board of Education and Office of Management and Budget) engaged with the state data infrastructure and assessment system to implement and evaluate performance-based compensation plans. Evaluation results, licensure, and compensation are tracked through the state repository but through three separate systems that currently are not aligned. This could be improved by linking the three systems at the state level.
Component 12: Career Advancement and Tiered Licensure

A final area for growth, related to component 11, is Teacher Career Advancement and Tiered Licensure. As previously noted in component 10, Delaware has not yet established a tiered licensure structure for teachers and leaders that highlights differentiated roles for career advancement. The TLEU team identified as an area for development the need to create standards and competencies to recognize when an educator is ready to move from one stage to another. The state does currently provide resources and supports for districts considering developing and piloting tiered licensure systems for teachers and leaders that highlight differentiated roles for career advancement through the Delaware Talent Cooperative, but this effort is not widespread.

Conclusion

The goal of this gap analysis is to provide the state of Delaware with a clear picture of its current policy and program landscape support around educator talent development. The information provided in this summary may be used as a baseline for further analysis into the areas of strength and growth. As a first step, we recommend reexamining the seven areas for development and prioritizing action steps on the basis of the state’s overall vision and mission for serving its teachers and thereby serving the students of Delaware. Several additional possible next steps also emerge from this analysis.

- Identify the appropriate action steps to address these three identified areas for growth in particular due to their frequent mention across components and in dialogue with the team:
  - Strengthening the connections between the policies and programs highlighted in the pathways into the profession, an area of strength, to induction and mentoring, an area of growth, would allow the state to leverage strong policies positively.
  - Exploring options for resources to expand the coaching program for schools with identified needs as well as for districts that wish to participate through further grant programs
  - Leveraging professional learning programs that target school leader capacity and district capacity to adapt teacher evaluation systems and related assessments to match the needs of their specific contexts
- Consider the depth of implementation for several priority component areas, beginning with the priority areas for growth laid out in component 9. This step includes consideration of stakeholder buy-in, funding, and other aspects of successful implementation of the policies or initiatives that are under way.
- Reexamine and potentially improve data collection on the effectiveness of various policies or initiatives that were categorized as areas of strength or growth to determine what impact they are having on educator retention or performance or on student learning.