STATE COUNCIL FOR EDUCATOR EFFECTIVENESS

REPORT & RECOMMENDATIONS

SUBMITTED TO THE
COLORADO STATE BOARD OF EDUCATION
PURSUANT TO SB 10-191

All students in Colorado will have effective teachers in their classrooms and effective leaders for their schools. Evaluation provides teachers and principals with clear expectations for their performance and with ongoing feedback and support needed to improve performance.

– Council Vision Statement

Submitted April 13, 2011

The State Council for Educator Effectiveness would like to thank the following individuals and organizations for their generous support of our work:

The Council's work, including this report, would not have been possible without the expertise, professionalism, teamwork, and incredible dedication of the following consultants and staff members at the Colorado Legacy Foundation and the Colorado Department of Education:

Erika Carillo, M.P.A	Colorado Department of Education
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I. Introduction

We know great principals and great teachers can make all the difference in a child's education. In Colorado, we want to recruit, retain and reward more great teachers and school leaders.

In response, the state legislature passed a new law last year to change the way teachers and principals are evaluated and compensated.

Leading this historic effort is the State Council for Educator Effectiveness. Governor Bill Ritter, Jr., appointed the Council's 15 members in March 2010.

Over the last year, the Council has explored what ingredients make for effective teaching and school leadership, how effectiveness should be measured and what strategies are required for supporting continuous improvement.

The Council studied research and best practices, and spoke with experts in local school districts and across the country. They have talked extensively with these school district leaders and experts about what is best for Colorado, all while balancing state requirements with local values.

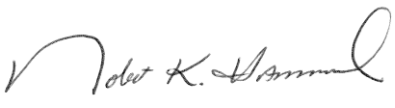
The result is a set of comprehensive recommendations detailed in this report that will help to ensure that every student has an effective teacher and an effective principal.

Colorado will now have common statewide definitions of teacher and principal effectiveness, clearer expectations for job performance, and consistent scoring guides to rate job performance. Another noteworthy reform – an educator's non-probationary status is now based on effectiveness in the classroom, and not on years of service.

We wish to thank the Council for its strong leadership and tireless commitment on behalf of Colorado kids and our public schools. We believe the Council's efforts will result in better outcomes for students, educators and, ultimately, for Colorado.

John W. Hickenlooper
Governor
State of Colorado

Joseph A. Garcia
Lieutenant Governor
State of Colorado



Robert K. Hammond
Commissioner of Education
Colorado Department of Education

I. Chairman's Preface

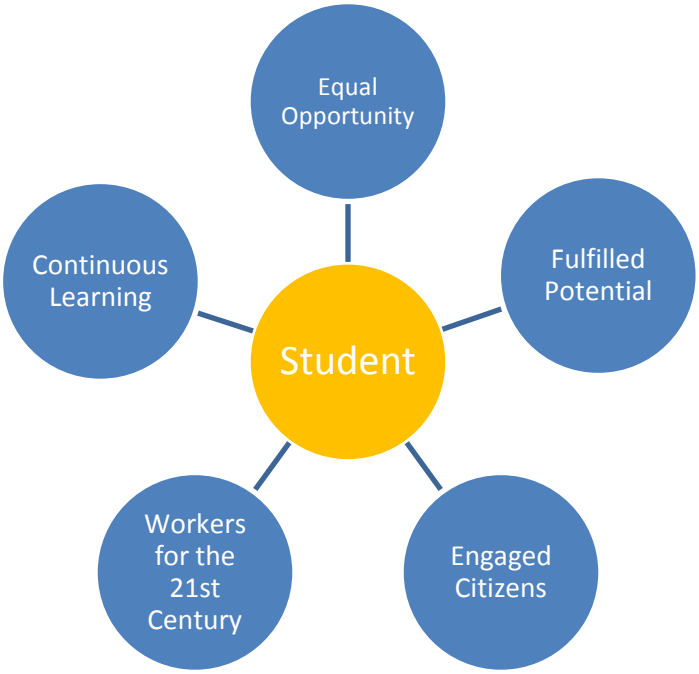
Although the Council objectives were specified by Governor Ritter's directive and eventually codified in Senate Bill 191, the energy and initiative to sustain this work came from the personal and collective vision of the Council members, as well as those leaders, like Lt. Governor Barbara O'Brien, who recognized the need for transformational change and worked tirelessly to promote and support it.

Prior to joining the Council, I had the opportunity to work with Barbara O'Brien, Zach Neumeyer, George Sparks, Helayne Jones, Kelly Hupfeld, Paul Teske, Mike Miles, Linda Barker, Nina Lopez and a number of other dedicated professionals on the Systems Transformation Subcommittee (of the Governor's P20 Committee). The passion, foresight and vision, exhibited and developed by that team, has forever shaped my view of what's possible for public education in Colorado. The vision developed and, to a great extent, internalized by the STC members, has provided guidance throughout my engagement on the Council and for me, provides a strategic context for the Council's work. I would like to share that vision, briefly, in this preface.

A Vision for Public Education

Education in Colorado is universally accessible, individually customized, and continuously improving. It provides the foundation for all Coloradans to become healthy individuals, productive workers, and engaged citizens in a fast-changing global society.

The public education system in the state of Colorado, from early learning through postsecondary education, is recognized as one of the best in the country and is competitive with the best in the world. Investing in and expecting excellence in education creates a bright future for our state.



The paradigm of education has shifted, and the design of Colorado's P-20 education system reflects the presumption that all students will graduate from the basic education program with the equivalent of what is now an associate's degree, and in a position to make meaningful choices about their lives.

Education, from preschool through the highest level, is oriented towards maximizing the potential of each student and instilling a lifelong love of learning, as well as

imparting the skills and knowledge students need to be responsible citizens and valued members of the workforce in a complex and changing world.

The education system operates in an integrated and seamless manner. Early childhood education prepares the student for school in ways that address the social, emotional, physical, and cognitive needs of each student. The education provided to children and youth provides a sound foundation of knowledge and skills, rigorously preparing the student for success in higher levels of education and the workplace while responding effectively to individual needs and encouraging individual interests. Higher levels of education emphasize critical thinking, self-directed learning, and advanced subject areas, offering a wide range of educational and training opportunities that are easily accessible to learners throughout their lifetimes. The delivery of higher levels of education is intertwined with rigorous research that benefits society as well as student learning.

Progress through the education system is based on assessed mastery of learning rather than measures of seat time. Students have access to a wide range of high-quality educational choices to reflect their interests and talents, regardless of race, income, or geographic location. The higher levels of education provide multiple entry and exit points to accommodate individual circumstances. The delivery of education is not tied to a single model or structure, but takes advantage of a variety of media, facilities, schedules, and approaches. Because the accommodation of student interests and motivation is at the heart of the education system, students are fully engaged as participants in their own learning at all levels.

Adults working in the system operate in an atmosphere of continuous learning and improvement. Educators embrace their responsibility to improve student outcomes, because they are provided with the autonomy, flexibility, information, training, and resources they need to deliver results. The teaching profession is recognized among the upper echelon of all vocations. Careers in education at all levels of the system are diverse, challenging, rewarding, and highly sought-after, and as a result students encounter high-quality and effective teaching in all their learning experiences.

System resources are adequate to support these high expectations, and are flexible enough to easily be directed to meet student needs in real time. Resources from the education system are coordinated with other public resources to maximize student capacity to learn at all levels. Research and development is supported as the means to intentionally nurture innovations. System returns on public investment, as measured by student outcomes, are high, and productivity continues to improve. System processes are designed to be data-driven, self-reflective, and continuously adapting to ongoing changes in both individual learner needs and the needs of society, focusing on both short-term and long-term goals. As a result, the public has high expectations for public education and enthusiastically supports the system.

Is this vision attainable?

Many would say that such a vision is unattainable, except perhaps in individual classrooms, or potentially, individual schools. It certainly is impossible as long as the current system is

allowed to remain intact and the incredibly talented and dedicated professionals that work in that system are inadequately developed, supported and compensated. We must move from "expectations," which are based on our previous experience, to thinking about this vision in terms of "what's possible." To achieve the "possible" requires courageous leaders and communities who will be willing to take bold steps down the road to transformational change.

In enacting Senate Bill 191, Senator Mike Johnston and the State of Colorado have made a bold, initial step toward a new future state for public education. The road will be long and incredibly challenging and immense perseverance will be required to sustain the journey. The rewards, however, for our students, educators, communities, state and nation will far outweigh the difficulties; the results of maintaining the status quo, or merely attempting to optimize what is already being done, are both unacceptable and unthinkable for Colorado.

It has been an incredible privilege to work with and learn from the thoughtful and intensely dedicated group of professionals that comprised and supported the State Council for Educator Effectiveness. Their expertise, candor and professional and personal integrity was evident in every discussion and their ability to collaborate and reach consensus, on some very complex and often controversial issues, was exemplary.

The expertise and leadership brought to the Council, by my co-chair Nina Lopez, was indispensable.

It is my hope that the Council's recommendations, in the attached report, will enable a viable and sustainable implementation of the Governor's directive and SB 191 and constitute one of the first incremental steps toward transformational change.

Matt Smith

Vice President of Engineering, United Launch Alliance

Chair, State Council for Educator Effectiveness

II. Executive Summary and Key Recommendations

This final report of the State Council for Educator Effectiveness reflects the collective result of hundreds of hours and the efforts of dozens of thoughtful individuals and organizations devoted to the task of making real the statutory frameworks set out in Senate Bill 10-191. All of the Council's recommendations reflect full consensus of its members. This report highlights the issues that the Council considers most critical in developing and launching a new performance evaluation system for educators in Colorado. In many areas, the bulk of the work lies ahead, and the recommendations provide advice and guidance about the best thinking currently available. In other areas, the Council has set forth specific recommendations on which it reached consensus, following the directives of S.B. 10-191 and the conclusions of Council members about elements that are absolutely essential to a high-performing system.

The Council itself includes representation from teachers, principals, school board members, district administrators, parents/guardians, students, higher education, and the business community. The Council placed a high value on reaching out to multiple stakeholders to gather input from many different perspectives. The fact that this diverse group achieved consensus as to the recommendations contained in this report is a testimony to the value it placed on respecting all voices as well as the intent of S.B. 10-191.

> "We reached consensus not by compromise but by doing the hard work of addressing real concerns and staying focused on the end goal: a system that would serve students and support educators."
>
> *Council members Jim Smyth, President, Mesa Valley Education Association and Bill Bregar, President, Pueblo 70 School District*

How to Read this Report

Key Priorities for Colorado's Educator Performance Evaluation System

Throughout the course of the Council's work, it became clear that there are certain priorities that inform every aspect of the work. The Council believes that successful implementation of the new performance evaluation system is wholly dependent upon attending to the following statements, and they must be given a central focus at all times. These five statements should be treated as assumptions for the entire body of the work, and the Council states them here to emphasize their central importance. They can be organized into five essential themes:

One: Data Should Inform Decisions, but Human Judgment Will Always Be an Essential Component of Evaluations

Although this report and its many technical recommendations may give the impression that evaluation is a scientific process that relies solely on objective data, Council members are acutely aware that evaluations ultimately rely on the perception and judgment of individuals. Like other decisions that rely on human judgment, evaluations are subject to error and even bias.

Many of the recommendations in this report are directed towards processes and techniques used to improve individual judgment and minimize error and bias. For example, it is absolutely essential that evaluators have adequate training to exercise judgment in a way that is fair. It is also essential that evaluators understand the various ways to measure performance and the benefits and limitations of these methods, so they can make appropriate decisions about their implications. The most technically impressive evaluation system will fail if the human aspects of the system are neglected.

The implementation of the recommended evaluation system is designed to provide as much learning as possible about ways to inform human decision-making in order to make fair, reliable and credible judgments. In addition, the state and its districts will need to actively use data to identify when evaluations are inappropriate, inaccurate, or inconsistent.

Two: The Implementation and Assessment of the Evaluation System Must Embody Continuous Improvement

The implementation of this work MUST have a true continuous learning approach. The new teacher and principal evaluation systems will be implemented over a four-year period, with development and beta-testing activities beginning in 2011 and full statewide implementation in place by May 2015. The design of this pilot and rollout period is intended to capture what works and what doesn't (and why), and provide multiple opportunities to learn from failure and to spread success. In that spirit, the state will need to vigilantly monitor and act on the following:

- What school districts are doing that is or is not working;
- What other states are doing that is or is not working;
- Changes in assessment practice and tools expected over the next few years, especially with respect to student growth; and
- Emerging research and best practice findings with respect to educator evaluations.

As more and more states and districts across the country experiment with improved performance evaluation systems for their educators, more evidence will arise that should continue to inform Colorado's system. The present report makes recommendations for what

Council members believe to be the best possible evaluation system using current knowledge, but we must commit to learning from knowledge yet to be discovered.

> "This is as an opportunity to elevate the teaching profession. It's not about creating systems that align to the current reality of teacher evaluation and support. This is about thinking of the profession differently, in a way that respects teaching as a complicated craft, requiring teacher leadership, strong collaboration with colleagues, reflection about practice and constant efforts to improve instruction for the students whose lives we impact every day."
>
> *Council member Tracy Dorland, Executive Director Educator Effectiveness, Denver Public Schools*

Three: The Purpose of the System is to Provide Meaningful and Credible Feedback That Improves Performance

The goal of Colorado's performance evaluation system is to provide honest and fair assessments about educator performance and meaningful opportunities to improve. If evaluators simply label and sort educators but fail to provide teachers and leaders with actionable information and opportunities for improvement, the evaluation system will have failed in its purpose. Students will be limited in their ability to perform at their best, and educators will not receive the support they need.

As Council members have often stated, evaluation is a process, not an event. It is the Council's hope that the collection of information about educator effectiveness and feedback to educators will take place on an ongoing basis, and not be restricted to the dates and processes set for formal evaluations. Teachers and principals should be talking about instructional improvement constantly, and the performance evaluation system provides just another forum for that continuing conversation.

Four: The Development and Implementation of Educator Evaluation Systems Must Continue To Involve All Stakeholders in a Collaborative Process

The Council's work was conducted in an environment that emphasized the value of the engagement and input of all stakeholders affected by evaluation. Consensus was achieved not through compromise, but by listening intently to each other's key needs and seeking to address them in meaningful ways. This collaborative approach must continue as systems are further developed and implemented at the state and district level, and as they are incorporated into the culture of each school.

Change is always difficult, and communication is vital. Every stakeholder, from students and families, teachers, related service providers, administrators, school board members, and others, needs to be operating with the same information and with a clear picture of what the new system is, how it will be implemented, and how it will impact them. The new evaluation system and its goals of continuous learning also provide new opportunities to engage the parents and guardians of students and the students themselves.

Five: Educator Evaluations Must Take Place within a Larger System That Is Aligned and Supportive

ALIGNED SYSTEM

The focus of this report is on new educator evaluation systems, anticipating that improving the ways in which educators are evaluated will lead to improvement in their effectiveness and, in turn, to improved outcomes for students. For this result to occur, evaluators must be part of a larger system that is also effective. If the larger system is not aligned to be supportive, success will continue to be limited to the work of outstanding individuals who succeed despite the systems in which they work. If education is to dramatically improve in this state, all components of our education system must serve to increase the numbers of educators who are able to be successful, rather than providing excuses for failure. This report represents an important step, but it must be viewed as one step in a long process. The state and its districts must be willing to commit to the process of ensuring that the education system operates in a way that is coherent and supportive of both educator effectiveness and student outcomes.

> "I've seen extremely effective teachers and not so effective teachers…student engagement should play a major role in the evaluation of teachers. If students trust their teachers, they are more empowered in their education – they feel they matter. Colorado is taking the lead in this area. That's awesome."
>
> *Shelby Gonzales-Parker, Council member and Student (Metro State college)*

Summary of the Council's Recommendations

Summary of Recommendations for State and Local Roles in Evaluation

The Council's recommendations for the next generation of educator evaluation systems strike an important balance. The Council recommends that all evaluation systems in the state adhere to common quality standards that determine performance, and adhere to requirements that will ensure high-quality measurement and analysis of data; at the same time, local communities will make important decisions about the "how" of evaluation that can be tailored to fit local objectives and needs.

The state will develop a high-quality, implementation-ready model evaluation system, with associated tools, available to any district that chooses to use the model system. . The state will work closely with districts during the pilot and rollout period of implementation to ensure that the resulting state model system is workable in the field and adaptable for use under multiple circumstances. Any district that chooses to develop its own system may do so, provided that mandatory elements required for educator evaluation systems are included and state technical guidelines are met. Lessons learned from implementation of both the state model system and unique district systems will be integrated and used to improve all systems at the close of the 2011-15 pilot and rollout period.

This balance allows the state to fully support districts that do not have the resources or inclination to build an educator evaluation system on their own, but also allows those districts who have already embarked on substantial evaluation reform to continue on that path and also to serve as resources for the state and other districts.

The state's role in supporting the development and implementation of both the state model system and local evaluation systems is absolutely essential to realizing the goals of S.B. 10-191 and cannot be understated. In a time of budget cuts in local districts, the state must provide direction, guidance, and meaningful resources to districts as they put in place the structures for continuous professional learning and evaluation. Simultaneously, the state must be responsive to the needs of local districts and to lessons learned during the four-year pilot and rollout period.

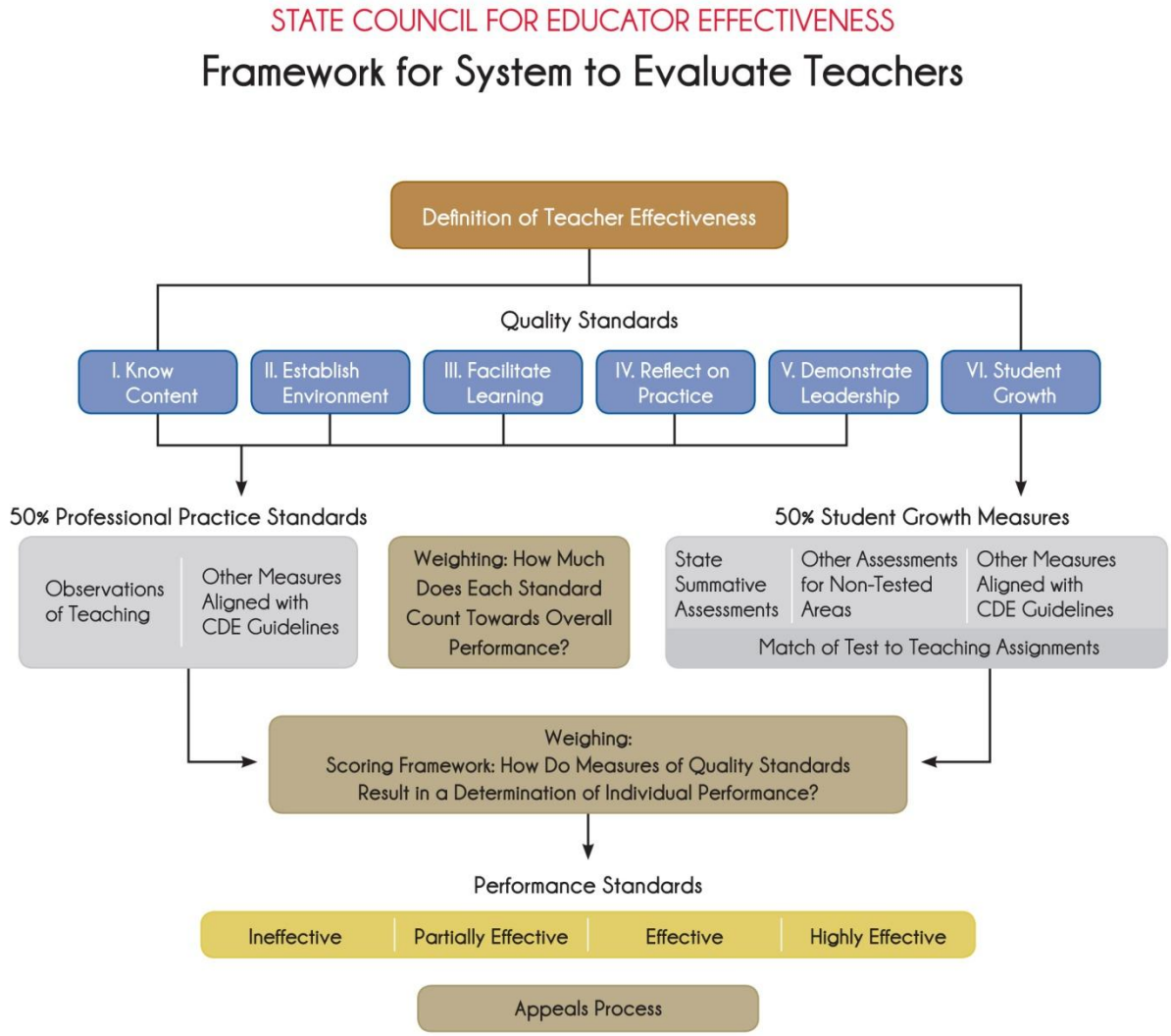
The Council discussed at length the issue of whether the state model system should serve as a "default" system for districts to use, or whether it should be viewed simply as one resource among many. **Council members agreed that the goal of the design and implementation of the state model system must be to create a system that is extremely high-quality. At the close of the implementation period, the Council will make a recommendation as to whether or not the quality of the state model system supports an expectation that it will be the default evaluation system for districts in Colorado.**

A more detailed discussion of this area can be found in the Section IX of the full report.

Summary of Recommendations for Teacher Evaluation

The new teacher evaluation system is intended to provide support, incentives, and rewards for teachers as they engage in the challenging work of enabling and empowering students to learn. The new teacher effectiveness definition and Colorado Teacher Quality Standards provide clear guidance about state priorities for effective teaching. The use of multiple measures for teacher performance and guidelines for ensuring that these measures are of high quality will provide a more accurate and nuanced picture of the teacher's professional practice and impact on student growth. The emphasis on student academic growth required by S.B. 10-191 is a central part of the Council's recommendations, along with a recognition of the multiple ways in which this growth may be observed and measured. Finally, the use of four performance standards to rate teacher performance allows more precision about professional expectations, identifies those teachers in need of improvement, and recognizes performance that is of exceptional quality. It

is the Council's hope and expectation that the language of continuous professional improvement embedded in the new teacher evaluation system will become an expectation at every school in Colorado.



The Council recommends that all districts and boards of cooperative education services employing teachers adopt a teacher evaluation system that includes the components of the Colorado Framework for Teacher Evaluation Systems shown above. Teacher evaluation systems in Colorado must include:

1. The **definition of teacher effectiveness** as follows:

   Effective teachers in the state of Colorado have the knowledge, skills, and commitments that ensure equitable learning opportunities and growth for all students. They strive to close achievement gaps and to prepare diverse student populations for postsecondary success. Effective teachers facilitate mastery of content and skill development, and identify and employ appropriate strategies for students who are not achieving mastery. They also develop in students the skills, interests and abilities necessary to be lifelong learners, as

well as skills needed for democratic and civic participation. Effective teachers communicate high expectations to students and their families and find ways to engage them in a mutually-supportive teaching and learning environment. Because effective teachers understand that the work of ensuring meaningful learning opportunities for all students cannot happen in isolation, they engage in collaboration, continuous reflection, on-going learning and leadership within the profession.

2. The six **Colorado Teacher Quality Standards** and related Elements:

Standard I: Teachers demonstrate knowledge of the content they teach.

a. Teachers provide instruction that is aligned with the Colorado Academic Standards and their district's scope and sequence; and is aligned with the individual needs of their students.

b. Teachers demonstrate knowledge of the content, central concepts, tools of inquiry, and structures appropriate to their teaching specialty.

c. Teachers develop lessons that reflect the interconnectedness of content areas/disciplines.

d. Teachers make instruction and content relevant to students.

Standard II: **Teachers establish a respectful environment for a diverse population of students.**

a. Teachers are consistent in fostering a learning environment in the classroom in which each student has a positive, nurturing relationship with caring adults and peers.

b. Teachers demonstrate a commitment to and respect for diversity in the school community and in the world.

c. Teachers value students as individuals.

d. Teachers adapt their teaching for the benefit of all students, including those with special needs across a range of ability levels.

e. Teachers work collaboratively with the families and significant adults in the lives of their students.

Standard III: **Teachers facilitate learning for their students.**

a. Teachers demonstrate knowledge of current developmental science, the ways in which learning takes place, and the appropriate levels of intellectual, physical, social, and emotional development of their students.

b. Teachers plan learning experiences appropriate for their students. Teachers collaborate with their colleagues and use a variety of data sources to guide short- and long-term planning.

c. Teachers use a variety of instructional methods to meet the academic needs of their students.

d. Teachers thoughtfully integrate and utilize technology into their instruction to maximize student learning.

e. Teachers plan instruction that helps students develop critical thinking and problem solving skills.

f. Teachers provide students with opportunities to work in teams and develop leadership qualities.

g. Teachers communicate effectively.

h. Teachers use a variety of methods to assess what each student has learned.

Standard IV: **Teachers reflect on their practice.**

a. Teachers demonstrate that they analyze student learning and apply what they learn to improve their practice.

b. Teachers link professional growth to their professional goals.

c. Teachers function effectively in a complex, dynamic environment.

Standard V: **Teachers demonstrate leadership.**

a. Teachers demonstrate leadership in their schools.

b. Teachers lead the teaching profession.

c. Teachers advocate for schools and students, partnering with students and families as appropriate.

d. Teachers demonstrate high ethical standards.

Standard VI: **Teachers take responsibility for student growth.**

a. Teachers pursue high levels of student growth in academic achievement.

b. Teachers pursue high levels of student growth in the skills necessary for postsecondary life, including democratic and civic participation.

c. Teachers use evidence to evaluate their practice and continually improve attainment of student growth.

3. The **measurement framework** emphasizing the use of high-quality measures that result in a body of evidence concerning a teacher's performance, and includes:

   Measures of professional practice (Standards I-V) selected by the district that meet state technical guidelines, including formal observations plus at least one other measure

   Multiple measures of student academic growth (Standard VI) that are appropriate for the teacher's teaching assignment, that represent the best available assessments for that assignment, that also include growth scores shared among groups of teachers, and that meet state technical guidelines

   Procedures for prioritizing or **weighting** measures of performance that ensure that measures of student growth represent at least 50 percent of total performance and are prioritized by technical quality, and that measures of professional practice are prioritized by local objectives

   Procedures for conducting evaluations that may be determined on a local level, provided that they ensure that data is regularly collected, associated feedback and improvement opportunities are regularly provided, and teachers receive a formal evaluation and performance standard designation by the end of each academic year

4. The state **scoring framework** that assigns teachers to performance standards based on their measured performance

5. Four **performance standards**: Highly Effective, Effective, Partially Effective, and Ineffective

6. An **appeals process** that permits nonprobationary teachers to appeal a second consecutive performance evaluation that falls below Effective

To assist districts in this work, the state will develop, pilot, and finalize a state model teacher evaluation system that contains all of the components of the framework, together with associated measurement and analysis tools, and has variations that will allow it to be adaptable for use in multiple district contexts. The Council has developed an initial scoring framework for the state model system, which will be adjusted as appropriate during the pilot and rollout period.

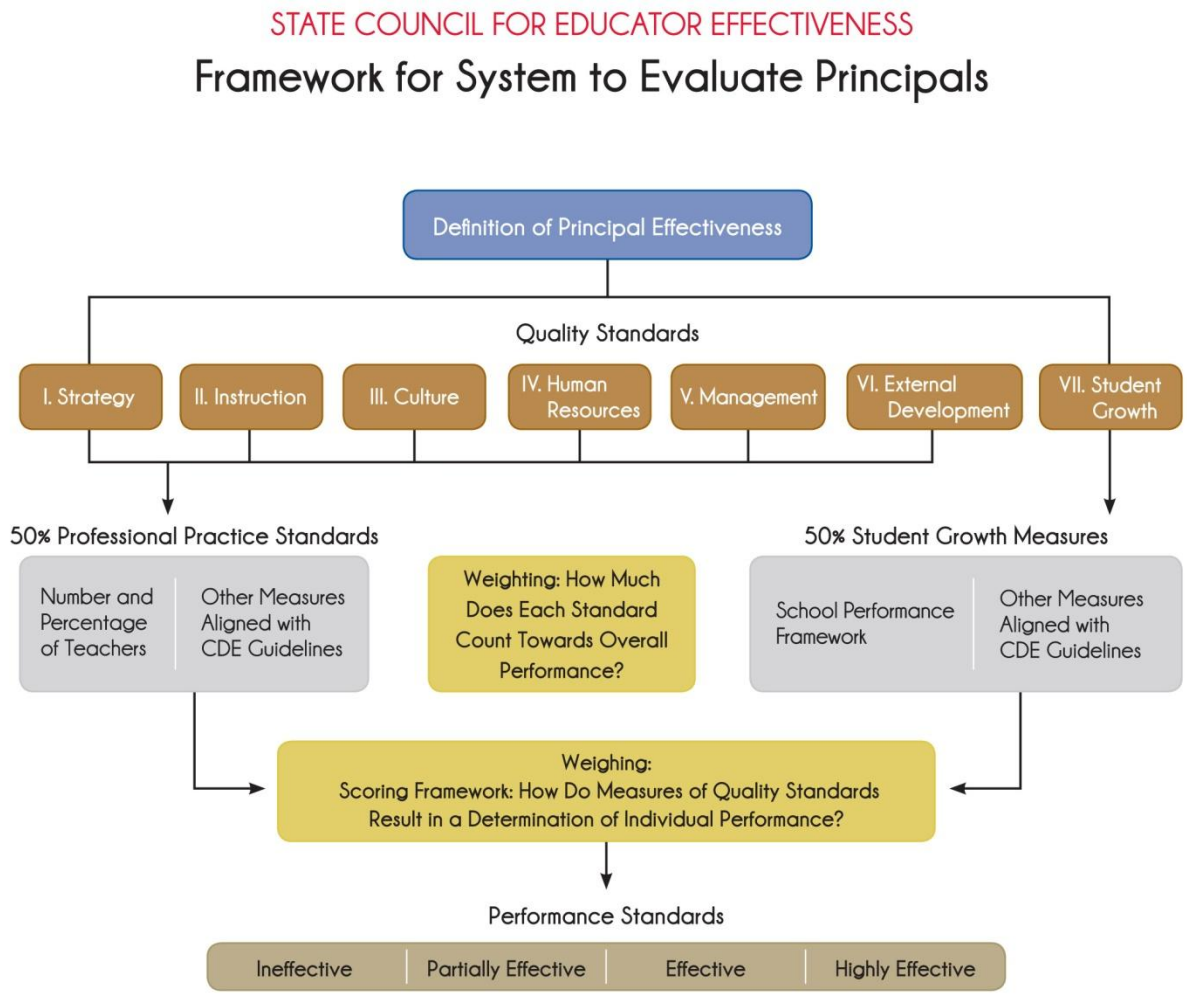
A more detailed discussion of the Council's recommendations in this area may be found in Sections V and IX of the full report.

Summary of Recommendations for Principal Evaluation

Principals in Colorado will be evaluated on student growth, and will also be evaluated on their demonstrated leadership abilities, including their ability to effectively support the teachers in

their schools. The use of Professional Performance Plans will guide their professional planning, goal-setting, professional development, and evaluation criteria.

The Council recommends that all districts adopt a principal evaluation system that includes the following components of the Colorado Framework for Principal Evaluation Systems, as depicted below:



1. The state **definition of principal effectiveness:**

   Effective principals in the state of Colorado are responsible for the collective success of their schools, including the learning, growth and achievement of both students and staff. As the school's primary instructional leader, effective principals enable critical discourse and data-driven reflection about curriculum, assessment, instruction, and student progress, and create structures to facilitate improvement. Effective principals are adept at creating systems that maximize the utilization of resources and human capital, foster collaboration, and facilitate constructive change. By creating a common vision and articulating shared values, effective principals lead and manage their schools in a manner that supports the

school's ability to promote equity and to continually improve its positive impact on students and families.

2. The seven **Colorado Principal Quality Standards** and related Elements

Standard I: Principals demonstrate strategic leadership

a. Vision, Mission and Strategic Goals: Principals develop the vision, mission, values, beliefs and goals of the school, collaboratively determining the processes used to establish these attributes, and facilitate their integration into the life of the school community.

b. School Improvement Plan: Principals ensure that the unified improvement plan provides the structure for the vision, values, goals, and changes necessary for improved achievement and developmental outcomes for all students, and provides for tracking of progress based on data.

c. Leading Change: Principals collaboratively develop a vision and implementation strategies for improvements and changes which result in improved achievement and developmental outcomes for all students.

d. Distributive Leadership: Principals create and utilize processes to distribute leadership and decision making throughout the school. Where appropriate, they involve staff, parent/guardians and students in decisions about school governance, curriculum and instruction. Principals build internal capacity by creating opportunities for staff to demonstrate leadership, by assuming decision-making roles both inside and outside of the school.

Standard II: Principals demonstrate instructional leadership

a. Curriculum, Instruction, Learning, and Assessment: Principals enable school-wide conversations about standards for curriculum, instruction, assessment, and data on student learning based on research and best practices, and ensure that the ideas developed are integrated into the school's curriculum and instructional approaches.

b. Instructional Time: Principals create processes and schedules which maximize instructional, collaborative, and preparation time.

c. Implementing High-Quality Instruction: Principals support teachers through feedback and appropriate professional development in order to ensure that rigorous, relevant, and appropriate instruction and learning experiences, aligned across P-20, are delivered to and for all students.

d. High Expectations for All Students: Principals hold all staff accountable for setting and achieving rigorous performance goals for all students, and empower staff to achieve these ambitious student outcomes.

Standard III: **Principals demonstrate school cultural and equity leadership**

a. Intentional and Collaborative School Culture: Principals articulate and model a clear vision of the school's culture, and involve students, families, and staff in creating a climate that supports it.

b. Commitment to the Whole Child: Principals value the cognitive, physical, mental, social, and emotional health and growth of every student.

c. Equity Pedagogy: Principals demonstrate a commitment to a diverse population of students by creating an inclusive and celebratory school culture, and provide direction in meeting the needs of diverse student talents, experiences, and challenges.

d. Efficacy, Empowerment, and a Culture of Continuous Improvement: Principals and their leadership team foster a school culture that encourages continual improvement through innovation, risk-taking, and an honest assessment of outcomes.

Standard IV: **Principals demonstrate human resource leadership**

a. Professional Development/Learning Communities: Principals ensure that the school is a professional learning community that provides opportunities for collaboration, fosters teacher learning, and develops teacher leaders in a manner that is consistent with local structures, contracts, policies, and strategic plans.

b. Recruiting, Hiring, Placing, Mentoring, and Recommendations for Dismissal of Staff: Principals establish and effectively manage processes and systems that ensure a high-quality, high-performing staff, including an overall count and percentage of effective teachers that reflects the school's improvement priorities.

c. Teacher and Staff Evaluation: Principals evaluate staff performance using the district's educator evaluation system in order to ensure that teachers and other staff are evaluated in a fair and equitable manner with a focus on improving performance and, thus, student achievement.

Standard V: Principals demonstrate managerial leadership

a. School Resources and Budget: Principals establish systems for marshaling all available school resources to facilitate the work that needs to be done to improve student learning, achievement, and healthy development for all students.

b. Conflict Management and Resolution: Principals effectively and efficiently manage the complexity of human interactions and relationships, including those among and between parents/guardians, students, and staff.

c. Systematic Communication: Principals facilitate the design and utilization of various forms of formal and informal communication with all school stakeholders.

d. School-wide Expectations for Students and Staff: Principals understand the importance of clear expectations, structures, rules, and procedures for students and staff.

e. Supporting Policies and Agreements: Principals familiarize themselves with state and federal laws, and district and board policies, including negotiated agreements, and establish processes to ensure they are consistently met.

Standard VI: **Principals demonstrate external development leadership**

a. Family and Community Involvement and Outreach: Principals design structures and processes which result in family and community engagement, support, and ownership of the school.

b. Professional Leadership Responsibilities: Principals strive to improve the profession by collaborating with their colleagues, district leadership, and other stakeholders to drive the development and successful implementation of initiatives that better serve students, teachers, and schools at all levels of the education system.

c. Advocacy for the School: Principals develop systems and relationships to leverage the district and community resources available to them both within and outside of the school in order to maximize the school's ability to serve the best interests of students and families.

Standard VII: **Principals demonstrate leadership around student growth**

a. Student Academic Achievement and Growth: Principals take responsibility for ensuring all students are progressing toward post-secondary and workforce readiness by high school graduation.

b. Student Growth and Development: Principals take responsibility for facilitating the preparation of students with the skills, dispositions, and attitudes necessary for success in post secondary education, work, and life, including democratic and civic participation.

c. Use of Data: Principals use evidence to evaluate the performance and practices of their schools, in order to continually improve attainment of student growth.

3. The **measurement framework** that provides a body of evidence concerning principal performance, including:

   Measures of leadership practice (Standards I-VI) that include teacher and staff perceptions and the distribution of effectiveness ratings of teachers in the school, and that may include multiple other measures

   Multiple measures of student academic growth and achievement (Standard VII) that include measures contained in the School Performance Framework and at least one other measure, and that are consistent with student growth measures used to evaluate teachers in the school

   Procedures for **weighting** measures of performance that ensure that measures of student growth and achievement represent at least 50 percent of total performance measures

   Procedures for conducting evaluations that ensure that data is regularly collected, associated feedback and improvement opportunities are regularly provided, and principals receive a formal evaluation and performance standard designation by the end of each academic year

4. The **state scoring framework** that assigns principals to performance standards based on their measured effectiveness

5. Four **performance standards**: Highly Effective, Effective, Partially Effective, and Ineffective

6. Like the teacher evaluation system, the state will develop, pilot, and finalize a State Model Principal Evaluation System for use by districts.

A more detailed discussion of the Council's recommendations in this area may be found in Sections VI and IX of the full report.

Limited Scope of Recommendations for Performance Evaluations for Other Licensed Personnel

The Council recommendations in this report apply to school principals and classroom teachers. In order to foster an aligned system, the Council believes that additional data should be gathered during the pilot and implementation period and used to inform recommendations about the need to modify evaluations for other licensed personnel, such as school nurses, social workers, and speech/language therapists. (See Section VII of the full report for a list of other licensed personnel categories.) Their contributions to student outcomes are critical to the effectiveness of school principals and classroom teachers. However, the nature of their work may mean that modifications to the Framework for Teacher Evaluation Systems are appropriate in order to evaluate their performance in a fair, reliable, and credible manner.

Summary of Recommendations for Parent/Guardian and Student Engagement

S.B. 10-191 requires the Council's report to consider how best parents can be involved as partners with teachers and administrators. In addition, the Council determined that recommendations about student engagement were also appropriate.

The Council recommends that districts create systems and processes that proactively encourage and support ongoing communication between schools and parents/guardians, continue the involvement of parents/guardians in school and district accountability committees and in local licensed personnel performance evaluation committees, and actively partner with parents/guardians and the community in assuring the successful implementation of S.B. 10-191. The Council also recommends that districts provide data-driven training for school personnel focusing on family and community involvement.

> "We can learn a lot from districts that pilot the evaluation system. It's arrogant to think that your best thinking is going to work perfectly … it would be discouraging if the feedback from the piloting districts is not used to refine what we do."
>
> *Sandra Smyser, Council Member and Superintendent, Eagle County Schools*

Students must be encouraged and supported in taking active responsibility for their own learning, including helping to shape their own educational experience. To that end, the Council recommends that districts include student perceptions as part of the multiple measures of teacher and principal performance anticipated by S.B. 10-191.

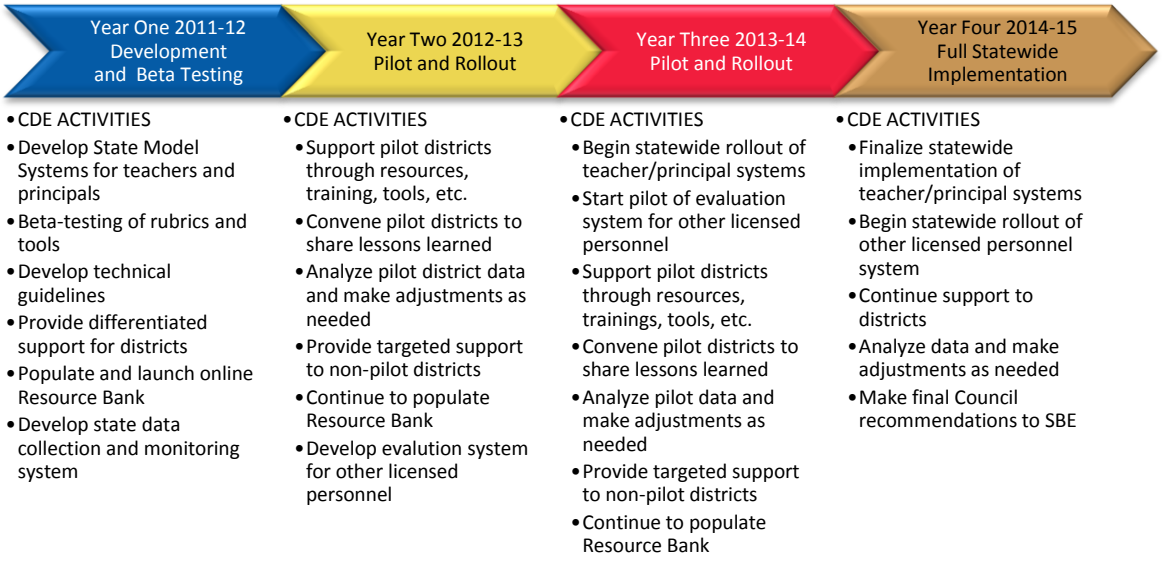
A more detailed discussion of the Council's recommendations in this area may be found in Section VIII of the full report.

Summary of Recommendations concerning the 2011-2015 Pilot and Rollout Period

The new teacher and principal evaluation systems will be piloted and implemented in phases over a four-year period, with development and beta-testing activities beginning in 2011 and full statewide implementation in place by May 2015. Key activities during this time will include:

- Development of the **state model system** and related tools
- Development of an **online resource bank** to provide resources for districts in developing and implementing new evaluation systems and processes

- Development of **new measures of student growth**, including new and expanded state summative assessments and a pilot project to evaluate the best uses of student growth objectives
- **Pilot projects** for the state model system in a variety of district contexts to provide data on how the system should be improved and adapted for different district sizes and locations
- Development and pilot testing of a new **evaluation system for other licensed personnel**
- **Training and professional development** for educators and evaluators
- **Sharing of lessons learned**
- Development of **additional recommendations** to the State Board of Education in areas that require further data to be collected and analyzed during the pilot and rollout period



A more detailed discussion of the Council's recommendations in this area may be found in Section IX of the full report.

Continuing Role of the Council

This report anticipates the Council's development of future recommendations based on key information learned in the pilot and rollout period. In addition, the Council has developed significant collective expertise during its year of studying educator performance evaluation. The Council plans to continue its work in two respects. First, it will serve in an advisory capacity to CDE on matters of technical quality, including the development of new measures of student growth and the analysis of data obtained during the pilot and rollout period. Second, it

will make recommendations in areas that do not currently have enough data to support recommendations, or that are contemplated by S.B. 10-191 to occur at a later date. These include the development of a scoring framework for principals, recommendations on the use of student growth objectives, and the development of an appeals process for nonprobationary teachers who have received two consecutive ratings of Ineffective.

A more detailed discussion of this issue may be found in Section X of the full report.

Summary of Cost Study Findings

SB 191 required the Council to commission a cost study for the purpose of identifying additional costs to districts that are anticipated to occur as a result of the new evaluation system. The Council recognizes that these costs will be a burden to districts at a time when districts are already under severe financial pressure. To alleviate the impact on districts, the state must provide the maximum possible assistance to districts as recommended in this report, in a timely and high-quality way. Districts, in turn, may need to explore reallocation of existing resources and obtaining funding from private and public sources. The Council does not wish to understate the challenge of this initial investment, but also believes strongly that the investment represents the best path to the results that are important to all of us: improved educator effectiveness and improved student outcomes.

The cost study estimates that districts will incur one-time start-up costs of $53 per student. For ongoing annual costs, estimates of additional costs per teacher/principal varied depending on the specific rating category:

Rating Category	**Per Teacher**	**Per Principal**
Novice	$343 (increased training and data analysis costs)	$225 (increased training costs)
Effective	$531 (increased data analysis and evaluation frequency costs)	$406 (increased evaluation frequency costs)
Ineffective	$3,873 (increased supervision and remediation costs due to increased numbers identified as Ineffective)	No estimate

The estimates were based on conditions that existed at a particular point in time, and are subject to change. Average state salaries were used to calculate costs, which may be above or below actual district salaries. No estimate was provided for the support of principals rated Ineffective or Partially Effective, because districts have different options ranging from support to termination for these principals. The Council believes that the requirement of professional performance plans for principals may well incur additional costs for districts, depending upon current district practice. In addition, the study did not cost out estimates for teachers rated as Partially Effective, because the Council had not yet finalized its recommendation in this area at the time of the study. This is likely to have additional costs for districts, as teachers rated Partially Effective are considered to be in need of support.

In many ways, the Council recommendations contemplate transformational changes to how performance evaluations are conducted. The cost study was informed primarily by experience with existing systems and as a result, does not estimate the effect that doing things differently would have on the cost to districts to implement new evaluation systems.

In order to minimize district costs and to fulfill the assumptions underlying the cost study, CDE must allocate sufficient staff, time, and resources to perform the duties assigned to it in this report. Additional costs at the state level were not addressed by the cost study.

Additional details about this issue may be found in Section XI of the full report.

> "The Council recognizes that these costs will be a burden to districts at a time when they are already under severe financial pressure, but members believe strongly that the investment represents both the best path to improved educator effectiveness and improved student outcomes. Students are the ultimate customers of this system. They have to be number one."
>
> *Matt Smith, Council Chair and Vice-President for Engineering, United Launch Alliance*

Summary of Recommended State Policy Changes

The Council recommends that a thorough review of current statutes, rules and policies that govern the preparation, induction, and licensure of Colorado educators should be completed as quickly as possible. Such review should be completed with the ultimate goal of educator effectiveness in mind, so that every state process that affects educators, from preparation through professional development, is aligned with the definition of effectiveness and intended to increase educator effectiveness. The Council also recommends that CDE and the Department of Higher Education anticipate the replacement of the existing Performance Based Standards for Teachers and the existing Performance Based Standards for Principals with the Colorado Teacher Quality Standards and the Colorado Principal Quality Standards recommended in this report, respectively, and conduct a crosswalk to ensure that all preparation (both IHE-based and alternative), induction, and licensure programs are designed to support teacher and principals to be effective.

With respect to licensure, our system must be committed to attracting outstanding educators from a range of professions, backgrounds, and preparation pathways to teach and lead in our schools. Multiple pathways into the teaching profession can enhance the talent pool of individuals entering the profession. All educator preparation pathways should be held to rigorous standards based on the effectiveness of educators that complete their programs, as determined by the Teacher and Principal Quality Standards.

The recommendations below represent the priority changes to policy that need to be made in order for educator effectiveness policies to be coherent and aligned across the education

system. In particular, Council members are in agreement that immediate action needs to be taken to ensure that educator confidentiality is protected, so that educators can freely take part in the new system's piloting and rollout period.

- Develop and adopt statutory provisions to provide appropriate protections regarding the use and reporting of educator evaluation data.
- Revamp the state's educator licensure system to help ensure, support, and drive increased educator effectiveness.
- Revise and strengthen the state's educator preparation program approval process to increase the effectiveness of new educators.
- Strengthen the requirements for review and approval of induction programs.
- Increase the impact of professional development funded by state and federal sources.
- Provide staffing and identify stable funding sources for the School Leadership Academy.
- Integrate educator effectiveness into the statewide system of accountability and support.
- Align opportunities for recognition of educator excellence with effectiveness definitions and educator quality standards.
- Survey districts and monitor early implementation to identify needed resources to support implementation of the state's educator evaluation system.
- Require CDE to conduct an annual inventory of additional policies needed to support increased educator effectiveness and to identify existing policy barriers to increased educator effectiveness, and report findings to the State Board of Education

> "When teachers and principals know what is expected of them and they are given tools to meet those expectations, you'll see a positive change in student success."
>
> *Jo Ann Baxter, Council Member and President, Moffat County School Board*

In addition, the Council will use data gathered during the pilot and rollout period to make recommendations concerning existing state policies and programs that support districts' use of evaluation data for making decisions in such areas as compensation, promotion, retention, removal, and professional development.

A more detailed discussion of the Council's recommendations in this area may be found in Section XII of the full report.

Summary of Public Feedback

In addition to reviewing the work of national and state experts on performance evaluation, the Council also actively sought input from the broader public. Throughout the Council's process, members of the public were invited to give feedback to the Council at its meetings, and 35 individuals and organizations did so. In addition, CDE and the Colorado Legacy Foundation conducted more than 25 meetings across the state to discuss the Council's recommendations. The more than 500 participants were asked about their "best hopes" and "worst fears" for the new evaluation system, and asked to provide advice and recommendations moving forward. Finally, the Council posted an online survey that asked for input and advice on the proposed system. This survey was completed by more than 1,750 persons.

> "[My best hopes are a definition of] effectiveness recognizing best practices for meeting needs of individual students, not just looking at grade norms; encouraging the use of other reliable and valid testing measures when appropriate, a system that has problem-solving flexibility for admin and teachers and can empower teachers and parents (and students) for identifying and meeting individual student needs and leading to genuine EARLY collaboration for student success (especially those who don't fit the norms and easily fall through the cracks otherwise) -- students "win"! That is effective teaching!"
>
> *Participant in public input meeting*

The most common hopes for the new system are that it will bring about improved student achievement, foster collaboration, create a common understanding of "effective" performance, and provide regular and meaningful feedback to educators through fair processes. The biggest fears people expressed were that districts and schools would not have the funds or the time to properly implement a new, comprehensive evaluation system, and that the new system might limit the creativity of educators and districts and result in mediocrity.

Many of the online respondents appeared to be teachers, and expressed strong fears that teachers would be evaluated solely on the basis of one annual student assessment. Participants suggested that this could result in fewer teachers being willing to teach in challenging classrooms or schools, or result in teaching to the test or decreased collaboration. The Council's recommendations (and the language of SB 10-191) specifically require multiple measures of student growth, and so these perceptions appear to be based on faulty information. However, perceptions affect reality, and it will be critically important to engage in ongoing communication with evaluation stakeholders to ensure that they have correct information about the system, so that the pilot and rollout period can get underway with all involved working from the same information and assumptions.

Resources identified as important to successful implementation included money, training and professional development, and time for collaboration, input, and questions. Respondents also asked that the system consider including accountability for students and ways to support students who are experiencing difficulties outside of school. A summary of the public feedback is included as Appendix 9.

"No matter how dramatic the end result, the good-to-great transformations never happened in one fell swoop. There was no single defining action, no grand program, no one killer innovation, no single lucky break, no miracle moment. Rather, the process resembled relentlessly pushing a giant heavy flywheel in one direction, turn upon turn, building momentum, until a point of breakthrough, and beyond."

Jim Collins, Good to Great

An electronic copy of this Executive Summary, as well as the full report of the State Council for Educator Effectiveness, including appendices, is available at www.cde.state.co.us/EducatorEffectiveness, Select "Councils, Boards & Partners"

State Council for Educator Effectiveness

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