



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:

BILL & MELINDA
GATES *foundation*



 DANIELS FUND

 DONNELL-KAY FOUNDATION

JPMORGAN CHASE & CO.



COMMON GOOD™
RESTORING COMMON SENSE TO AMERICA


COMMUNITY FOUNDATION

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
Ceri Dean, PhD	Mid-continent Research for Education and Learning
Ulca Joshi Hansen, PhD, J.D.	Colorado Legacy Foundation
Kelly Hupfeld, J.D.	School of Public Affairs, University of Colorado Denver
Scott Marion, PhD	Center for Assessment
Adrienne Pon	Student Intern, Stanford University
Vanessa Roman, M.P.A.	Colorado Department of Education
Kent Seidel, PhD	Morgridge College of Education, University of Denver
Alyssa Whitehead-Bust, M.A.	Foxhall Consulting Service

Table of Contents

Table of Contents Overview

I.	Introduction and Chairman’s Preface.....	1
II.	Executive Summary and Key Recommendations	5
III.	The State Council for Educator Effectiveness: Purpose, Process, and Context	26
IV.	The Next Generation of Licensed Personnel Performance Evaluations in Colorado.....	32
V.	Teacher Evaluation	38
VI.	Principal Evaluation	94
VII.	Evaluation of Other Licensed Personnel	126
VIII.	Engaging Parents/Guardians and Students	127
IX.	Developing, Testing, and Implementing the Evaluation System.....	130
X.	The Continuing Role of the State Council.....	150
XI.	Study of Estimated Costs to Districts to Implement Educator Performance Evaluation Systems	152
XII.	Recommended State Policy Changes	155

I. Introduction and Chairman’s Preface

II. Executive Summary and Key Recommendations

III. The State Council for Educator Effectiveness: Purpose, Process, and Context

- *Diverse Stakeholders, Common Vision*
- *The Decision-making Process*
- *The State Education Reform Context*

IV. The Next Generation of Licensed Personnel Performance Evaluations in Colorado

- *Purposes of Evaluation*
- *General Overview of Evaluation System Components*
- *State and Local Roles and Responsibilities in Evaluation*
- **Recommendation 1: The Role of the State Model Educator Evaluation System**

V. Teacher Evaluation

- *Overview of the State Framework for Teacher Evaluation Systems*
- **Recommendation 2: State Framework for Evaluating Teaching**
- *Summary Overview of Recommendations for Teacher Evaluation System*
- *Component One – The Definition of Effective Teaching*
- **Recommendation 3: Statewide Definition of Effective Teaching**
- *Component Two – Colorado Teacher Quality Standards*
- **Recommendation 4: Statewide Use of the Colorado Teacher Quality Standards**
- **Recommendation 5: Colorado Teacher Quality Standards**

- *Component Three – Measuring Performance and Weighting Results*
- *Involving Teachers in Decisionmaking*
- **Recommendation 6: Teacher Involvement in Measurement Decisions**
- *General Measurement and Data Collection Principles*
- **Recommendation 7: Data Collection**
- **Recommendation 8: Differentiating Evaluation and Support Needs.**
- *Decisions on the Measurement and Analysis of Professional Practice*
- *Measuring Professional Practice (Standards I-V)*
- **Recommendation 9: Measures of Performance on Quality Standards I-V**
- *Weighting Policies for Professional Practice Measures*
- **Recommendation 10: Weighting Policies for Standards I-V**
- *Decisions on the Measurement and Analysis of Student Growth*
- *Measuring Student Growth (Standard VI)*
- *Multiple Measures*
- **Recommendation 11: Using Multiple Measures to Assess Student Growth**
- *Teaching Categories for the Purpose of Measuring Student Growth*
- **Recommendation 12: Assignment of Teachers into Personnel Categories for Purposes of Measuring Student Growth for Use in Evaluation**
- *Categories of Measures of Student Growth and Learning*
- **Recommendation 13: Assigning Measures of Student Growth/Learning to Categories**
- *Measurement Selection Decisions*
- **Recommendation 14: Selection of Measures for Calculating a Teacher’s Individual Student Growth Score**
- *The Use of Student Growth Objectives*
- **Recommendation 15: Student Growth Objective Framework**
- **Attribution**
- **Recommendation 16: Attribution of Student Data among Teachers**
- *State Technical Support and Guidelines for Measures of Student Growth*
- **Recommendation 17: CDE Support for Selection of Student Growth Measures**
- *Methods of Calculating Student Growth*
- **Recommendation 18: Analysis of Student Growth Data**
- **Recommendation 19: CDE Support for the Analysis of Growth Data**
- *Weighting Policies for Student Growth Measures*
- **Recommendation 20: Weighting of Student Growth Measures**
- *Aggregation*
- **Recommendation 21: Aggregating Multiple Measures for Scoring Purposes**
- *Components Four and Five – Scoring Framework and Teacher Performance Standards*
- **Recommendation 22: Preliminary State Scoring Framework and Performance Standards for Teachers**
- *Judgment Calls and Weighing Policies*
- **Recommendation 23: Weighing Policies**

- *Component Six – Appeals*

VI. Principal Evaluation

- **Recommendation 24: State Framework for Principal Evaluation Systems**
 - *Summary Overview of Recommendations for Principal Evaluation Systems*
 - *Component One – The Definition of Principal Effectiveness*
- **Recommendation 25: Statewide Definition of Principal Effectiveness**
 - *Component Two – Colorado Principal Quality Standards*
- **Recommendation 26: The Use of the Colorado Principal Quality Standards**
- **Recommendation 27: Colorado Principal Quality Standards**
 - *Component Three – Measuring Performance and Weighting Results*
- **Recommendation 28: Principal Involvement in Decision-Making**
- **Recommendation 29: Multiple Measures and Weighting for Purposes of Evaluating Principals**
- **Recommendation 30: Frequency of Evaluations**
 - *The Role of the Professional Performance Plan*
- **Recommendation 31: Professional Performance Plans**
 - *Measurement Tools and Procedures for Measuring Leadership Practice*
- **Recommendation 32: Measures of Performance on Standards I-VI**
 - *Weighting Policies for Measuring Leadership Practice*
- **Recommendation 33: Weighting Policies for Standards I-VI**
 - *Measurement Tools and Procedures for Measuring Student Growth*
- **Recommendation 34: Using Student Growth Data in Principal Evaluations**
 - *State Technical Support and Guidelines for Measures of Student Growth*
- **Recommendation 35: Guidelines for Measures of Student Growth in Principal Evaluations**
 - *Weighting Policies for Measures of Student Growth*
- **Recommendation 36: Weighting Policy for Standard VII**
 - *Aggregation*
- **Recommendation 37: Aggregation**
 - *Components Four and Five – Scoring Framework and Performance Standards*
- **Recommendation 38: Scoring Framework and Performance Standards**
 - *Judgment Calls and Weighing Policies*
- **Recommendation 39: Weighing Policies**
 - *CDE Support for District Development of Principal Evaluation Systems*
- **Recommendation 40: CDE Support for District Development of Principal Evaluation Systems**

VII. Evaluation of Other Licensed Personnel

VIII. Engaging Parents/Guardians and Students

- **Recommendation 41: Engaging Parents and Guardians as Partners**

- **Recommendation 42: Student Engagement**
- IX. Developing, Testing, and Implementing the Evaluation System**
- *Development*
 - *Development of the State Model System*
 - **Recommendation 43: Development of the State Model System**
 - *Population and Launch of Resource Bank (Fall 2011)*
 - **Recommendation 44: Evaluation Resource Bank**
 - *Development of New Student Growth Measures*
 - **Recommendation 45: Development of New Student Growth Measures**
 - *Piloting the State Model System for Educator Evaluation*
 - *Selection of Pilot Districts*
 - **Recommendation 46 : Performance Evaluation Ratings during Pilot and Rollout Period**
 - *Objectives for the Pilot and Rollout Period*
 - *Structure of the Pilot and Rollout Period: Beta-Testing and Phased Rollout*
 - *Roles and Activities of State and Districts during Pilot and Rollout Period*
 - *Recommended Guidelines for District Implementation*
 - **Recommendation 47: CDE Guidelines for District Implementation**
 - *CDE Resources to Support Implementation*
 - *Measuring Success*
 - **Recommendation 48: Monitoring System Outcomes**
- X. The Continuing Role of the State Council**
- XI. Study of Estimated Cost to Districts to Implement New Educator Performance Evaluation Systems**
- XII. Recommended State Policy Changes**
- *Sequenced Policy Alignment*
 - **Recommendation 49: Alignment of State Educator Policies**
 - *Summary Overview of Recommendations for Policy Alignment*
 - *Evaluation Data Privacy*
 - **Recommendation 50: Protection of Educator Data**
 - *Educator Licensing*
 - **Recommendation 51: State Educator Licensing System**
 - *Educator Preparation*
 - **Recommendation 52: Educator Preparation**
 - *Induction*
 - **Recommendation 53: Induction Programs**
 - *Professional Development*
 - **Recommendation 54: Professional Development**

- *School Leadership Academy*
- **Recommendation 55: School Leadership Academy**
- *Accountability Systems*
- **Recommendation 56: Accountability Systems**
- *Educator Recognition*
- **Recommendation 57: Educator Recognition**
- **Policy Needs During S.B. 10-191 Implementation**
- **Recommendation 58: Implementation Needs**
- *Principal Authority for Staffing Decisions*
- **Recommendation 59: Principal Authority for Staffing Decisions**
- *Annual Inventory of Additional Policy Needs*
- **Recommendation 60: Ongoing Monitoring of Policy Needs**
- *District Use of Evaluation Data for Employment Decisions*

Figures:

- A Vision for Public Education (2)
- Framework for System to Evaluate Teachers (10)
- Framework for System to Evaluate Principals (14)
- Summary of CDE Activities during Pilot and Rollout (20)
- Cost Study: Annual Costs for Teacher and Principal Evaluations (21)
- Framework for System to Evaluate Teachers (40)
- Teacher Percentage Allocations (55)
- Data Decision Flowchart for Calculating Student Growth (67)
- Combining Multiple Measures Flow Chart for Teachers (80)
- Example of State Scoring Framework Matrix for Teachers (86)
- Consequences for Performance Standard Ratings for Teachers (90)
- Framework for System to Evaluate Principals (95)
- Example of State Scoring Framework Matrix for Principals (124)
- 2011-2015 Pilot and Rollout Period (131)
- Milestones for CDE Pilot of State Model (141)
- Educator Effectiveness Policy Alignment (156)
- Sequence of Policy Alignment (157)

Appendices:

1. Glossary of terms
2. Council member biographical statements
3. Licensed Personnel Performance Evaluation Act, as amended by SB 191
4. Crosswalk: Requirements of SB 191 and Report Recommendations
5. Indexed Recommendations and Graphics
6. Bibliography
7. Technical Assistance Working Group membership
8. Technical Assistance Working Group reports
9. Summary of public comments
10. Study of District Costs to Implement the New Evaluation System

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

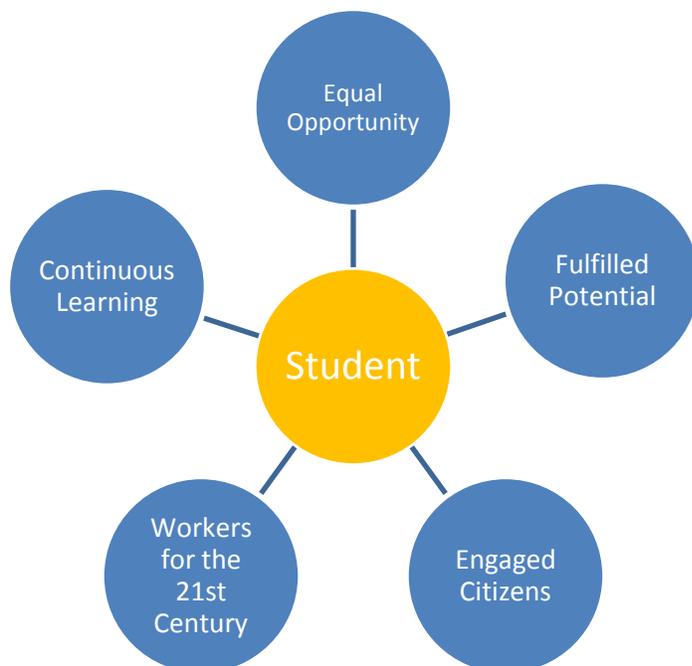
Although the Council objectives were specified by Governor Ritter's directive and eventually codified in Senate Bill 191, the energy and initiative to sustain this work came from the personal and collective vision of the Council members, as well as those leaders, like Lt. Governor Barbara O'Brien, who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

HUMAN JUDGMENT

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

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.

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

FEEDBACK 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.

“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*

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

COLLABORATION 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.

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.

"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)*

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.**

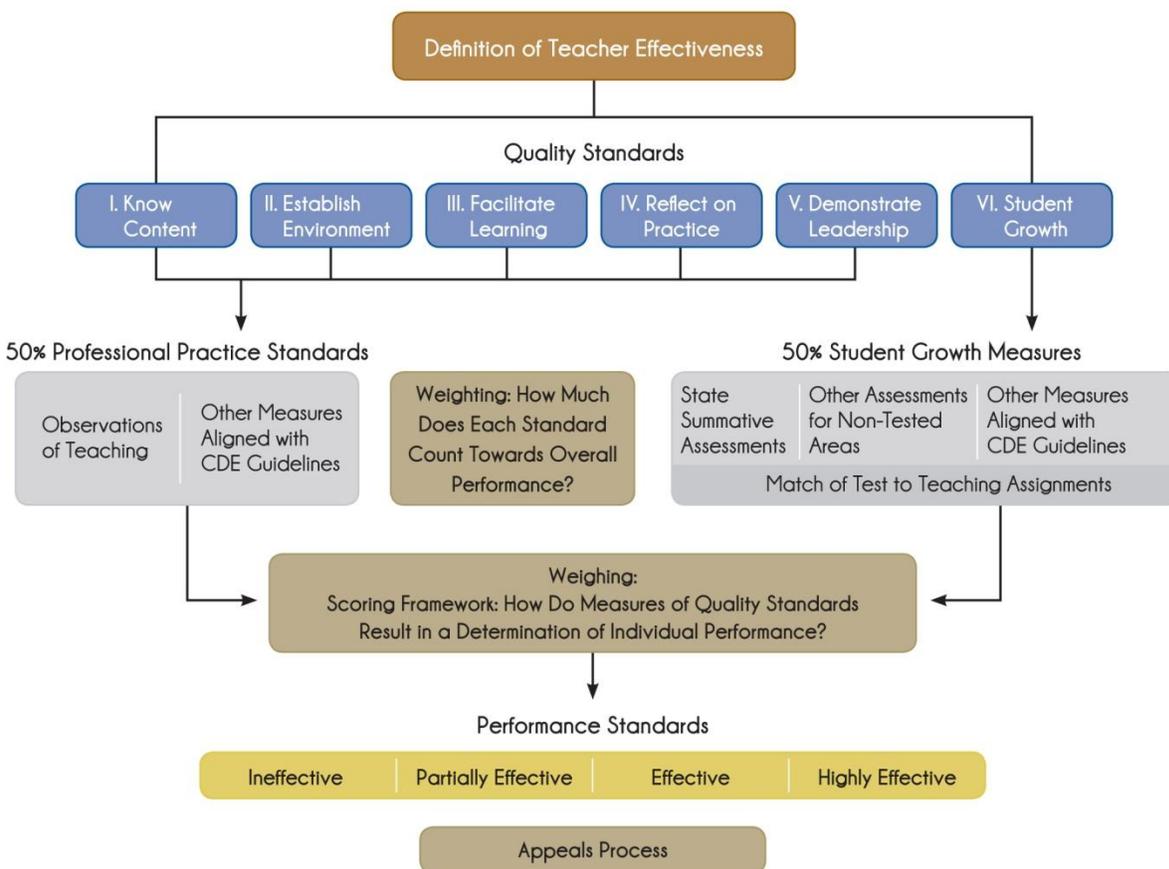
A more detailed discussion of this area can be found in the Section IX of the full report.

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.

STATE COUNCIL FOR EDUCATOR EFFECTIVENESS Framework for System to Evaluate Teachers



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.

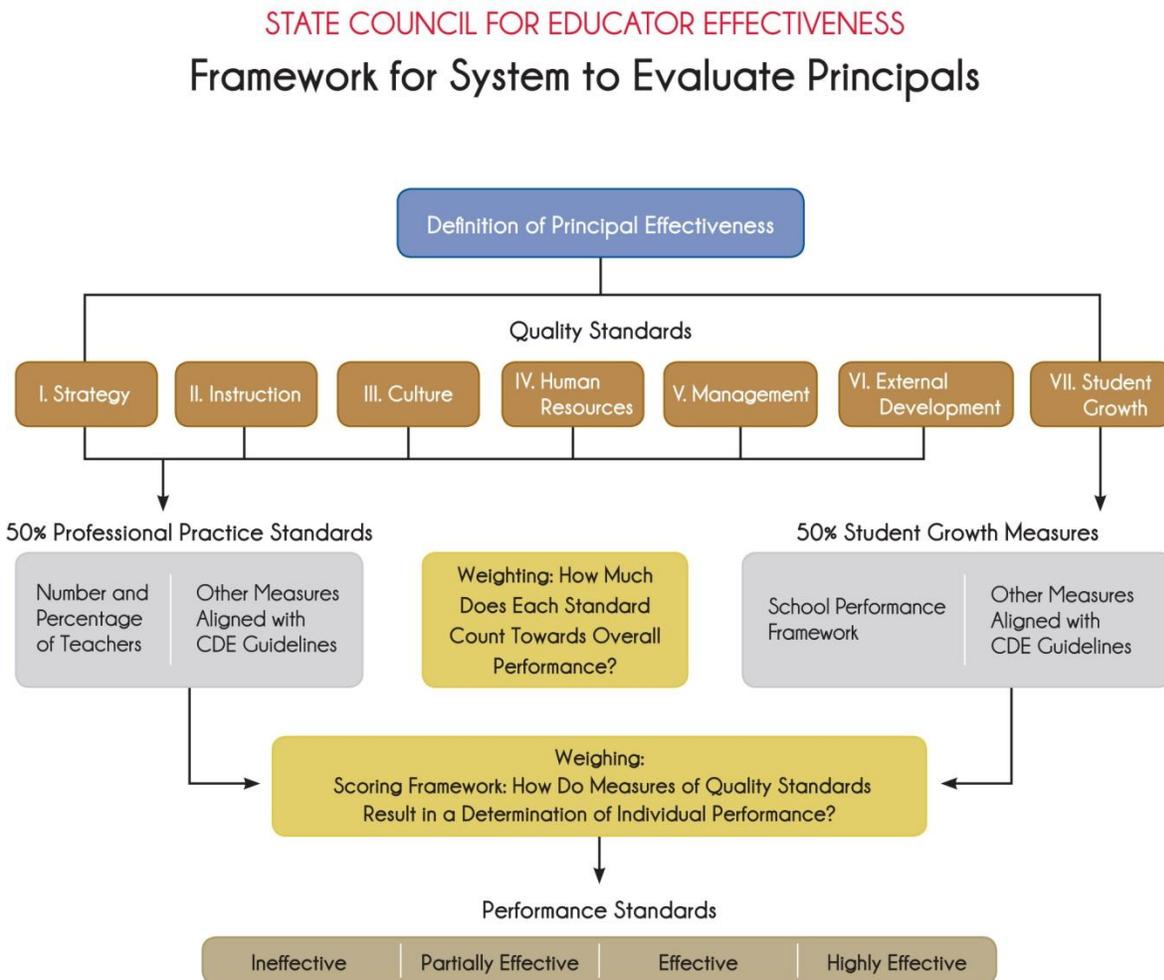
A more detailed discussion of the Council’s recommendations in this area may be found in Sections V and IX of the full report.

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.

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

“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

- 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.

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.

"[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

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”

III. The State Council for Educator Effectiveness: Purpose, Process, and Context

The most important activity we undertake as a society is educating our youth. High-quality K-12 education ensures that our children develop the skills and aptitudes necessary to become thriving and productive adults. In today's society, we expect that every child, regardless of background or circumstances, will have the opportunity to reach his or her potential.

Great teachers and great principals are essential to this vision for K-12 education.

Research has repeatedly shown that the most important school-based factors determining student success are the quality of classroom instruction and the strength of school leadership. (Miller 2003). Teachers and principals must meet the ever-increasing demands of today's rapidly shifting society. They deserve ongoing support to address new challenges, and clear, frequent feedback on what's working in their classrooms and their schools and how to fix problems. Training, evaluating, and supporting teachers and school leaders in ways that will continuously improve their performance are critical to the mission of educating today's students well. In particular, the state of Colorado recognizes that the process of performance evaluation must evolve from yesterday's compliance-oriented checklist to a dynamic, interactive, and ongoing process that fosters constant learning for the adults in the education system.

Created by executive order in January of 2010, the State Council for Educator Effectiveness was given a statutory charge to make recommendations for the next generation of teacher and principal evaluation in Colorado. SB 10-191 charged the State Council for Educator Effectiveness with completing four key objectives, which can be summarized as follows:

- **Defining teacher effectiveness and principal effectiveness statewide**
- **Establishing levels of effectiveness and performance standards**
- **Developing guidelines for a fair, rigorous, and transparent system to evaluate teachers and principals**
- **Recommending state policy changes to improve the preparation, evaluation, and support of teachers and principals**

“Our report is laced with opportunities – opportunity for teachers, opportunity for principals, opportunity for students and opportunity for families.”

Kerrie Dallman, Council member and President, Jefferson County Education Association

The full text of the Licensed Personnel Performance Evaluation Act, as amended by S.B. 10-191, can be found in Appendix 3. S.B. 10-191 envisioned a transformational change to evaluations in Colorado, simultaneously elevating their importance and their quality. It established goals for a rigorous performance evaluation system intended to improve instruction and also to more accurately identify both successful and unsuccessful educators. Such a system, if well-designed and faithfully implemented, would be extremely valuable to improving student outcomes in Colorado. But as many individuals and organizations pointed out during the passage of S.B. 10-191, a high-stakes evaluation system that is poorly planned and executed may cause a great deal of harm. In revamping evaluation, the stakes are high for everyone. It is in this context that the work of the Council took place.

Diverse Stakeholders, Common Vision

As required by S.B. 10-191, the membership of the State Council on Educator Effectiveness represents a wide variety of stakeholder groups, including teachers and teacher associations and federations, school and district administrators, school board members, parents/guardians, students, and the business community. This structure allowed Council members to act as a focal point for input that was then shared with the group as a whole. Despite the diversity of backgrounds, Council members quickly agreed on a common vision for their work:

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.

Members of the State Council for Educator Effectiveness

- **Amie Baca-Oehlert**, President, District 12 Education Association
- **Jo Ann Baxter**, School Board President, Moffat County School District RE-1
- **William Bregar**, School Board Member, Pueblo County School District 70
- **Margaret Crespo**, Principal, Heath Middle School (Greeley)
- **Kerrie Dallman**, President, Jefferson County Education Association
- **Tracy Dorland**, Executive Director for Educator Effectiveness, Denver Public Schools
- **Shelby Gonzalez-Parker**, Student, 2010 graduate of Justice High School/current student at Metro State College
- **Towanna Henderson**, Parent, Denver Public Schools
- **Nina Lopez**, Special Assistant to the Commissioner, Colorado Department of Education
- **Colin Mullaney**, Principal, Cheyenne Mountain Charter Academy
- **Lorrie Shepard**, Dean, School of Education, University of Colorado Boulder
- **Brenda Smith**, President, Douglas County Federation of Teachers
- **Matt Smith**, Vice-President for Engineering, United Launch Alliance
- **Sandra Smyser**, Superintendent, Eagle County Schools
- **James Smyth**, President, Mesa Valley Education Association

Council members realized that in order for an evaluation system to achieve the Council's vision for evaluation in Colorado, all stakeholders in the system must understand and embrace values that are embedded in the design of the system and that are used to guide decision making during the evaluation process. In Colorado's unique culture, the evaluation system must simultaneously reach a necessary degree of uniformity statewide while allowing for sufficient flexibility and uniqueness in local contexts. In particular, the Council believes that the following considerations must be balanced in Colorado's system:

The system must be sufficiently uniform so that it can support ...	The system must be sufficiently flexible so that it can support...
... the efficient collection and analysis of information for accelerating shared learning and systems improvement	... the ability of districts to address the specific needs and priorities of their students and educators
... the development of shared knowledge based on a critical mass of valid and reliable data	... the promotion of innovation and the generation of better ideas and ways to promote educator effectiveness through evaluation
... meaningful improvement in evaluation at the district level	... better implementation through lessons learned from differentiated local pilot projects
... quality district implementation that allows districts to focus on training, support, and instructional leadership rather than system infrastructure	...acknowledgment and continuation of pre-existing work on locally-developed evaluation systems
... alignment of other policies and practices affecting educator effectiveness	...meaningful engagement by local stakeholders in improving education in their communities
... the portability of effective educator designations from one district to another for purposes of nonprobationary status retention	... the ability to tailor evaluation to the work actually performed by licensed personnel in their local contexts
... the state's ability to support and evaluate the work of all licensed personnel	...fair but not necessarily equal evaluation processes

The Decision-making Process

The Council began meeting in March 2010, pursuant to Governor Bill Ritter’s executive order of January 2010, and concluded the work of preparing this report in April 2011. The Council held monthly meetings from March through August 2010, met twice monthly from September through January, gathered for a three-day retreat in January 2011, and met almost weekly in the months before this report was finalized. All meetings were open to the public, and time for public comment was reserved. All meeting minutes and related documents can be found at <http://www.colorado.gov/cs/Satellite/GovHickenlooper/CBON/125158824249>.

The Council accomplished its work through the coordinated efforts of three different groups: the Council as a whole; technical working groups convened between Council meetings to address specific issues relevant to the Council’s charge; and paid staff members funded through grants who provided coordination, facilitation, and technical support to the Council. The technical advisory working groups consisted of Council members and others with expertise or interest in the particular topic.

Both Governor Ritter’s executive order establishing the Council and the language of S.B. 10-191 required the Council to achieve consensus on any recommendations forwarded to the State Board of Education. This requirement, coupled with the diversity of the Council and the complexity of the topic, necessitated a deliberate process for the proposal and consideration of recommendations.

First, the Council provided each technical advisory working group with the topic and scope of proposed recommendations needed from the group. The members of each working group, typically a combination of Council members and outside stakeholders and experts on the topic, then met to discuss the topic. (For a list of working group members, see Appendix 7.) Summaries of the discussions, proposed recommendation language, and concerns and caveats on the topic were then provided to the Council as a whole as they became available, using a pre-developed template to ensure consistency among working group reports. (For working group reports that were submitted to the Council, see Appendix 8).

Council members then discussed each working group report and proposed recommendations. This “first read” discussion elicited comments about the proposals’ strengths, areas for improvement, and “red flags” (items either included or not included that were potential deal-breakers).

Council meetings

2010

March 11
April 21
May 21
June 18
July 21
August 20
September 3 & 17
October 1, 15 & 29
November 9 & 19
December 3 & 17

2011

January 13, 14, 15 & 28
February 11 & 25
March 10, 11, 18 & 25
April 8

If indicated by the first-read discussion, working group members and/or staff revised the proposals and re-circulated them for a second read at a meeting of the Council. Again, Council members were asked to discuss strengths, weaknesses, and “red flags.” If either the first-read or second-read discussion indicated that there was possible agreement among the Council members, a call for consensus was made.

The Council interpreted the consensus requirement on three levels:

- Consensus obtained through universal agreement of the group, without a perceived need for explanation
- Consensus obtained through universal agreement of the group, but with a perceived need for one or more members to explain reasons behind decisions and potential caveats
- Lack of consensus, where the members of the group cannot come to agreement

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 of principles, but by listening intently to each other’s key needs and seeking to address them in meaningful ways. The recommendations in this report are supported by every member of the Council. Rationales are captured in the body of the report. A complete list of recommendations can be found in Appendix 5.

The State Education Reform Context

The Council’s work did not occur in a vacuum, but benefited from previous important education reforms and conversations in the state, as well as coordination with other groups currently working on related reforms. In particular, the Council was informed and guided by the following reforms and reform initiatives:

“Consensus is an outcome of deliberate and engaged group dialogue. It is not an isolated decision-making moment, but rather, the culmination of robust group process.... As such, the Council is committed to debating openly, considering new ideas, engaging in learning, and balancing advocacy with inquiry....the Council works to ensure that all voices and perspectives are heard and thoughtfully considered.... [T]he Council views consensus as its highest priority and the inability to reach it as a failure of sorts. However, the Council also recognizes that, at times, differing perspectives add richness to ultimate conclusions and recommendations. As such, the Council does not believe consensus should be sought at the expense of deep, analytic dialogue and recommendations.”

From Collaboration and Decision-Making Guidelines adopted by the State Council for Educator Effectiveness

- ***The Colorado Achievement Plan for Kids (CAP4K).*** In 2008, the Colorado General Assembly passed the Colorado Achievement Plan for Kids, which directed the state to create a next generation of content standards and assessments and to align the systems of early childhood education, K-12 education, and post-secondary education. The state developed a definition of post-secondary and workforce readiness that guides this work. The Council’s work is intended to help educators in supporting students to meet these new expectations and develop ways to support students when they are struggling with the new expectations.
- ***The work of the Quality Teachers Commission.*** The Quality Teachers Commission, launched in 2007 by state law, was charged with recommending a system to link educator identifiers to student growth data for the purpose of providing information about individual educator effectiveness and the existence of any “teacher gaps.” The proposed evaluation system, which places a primary emphasis on student growth, depends upon an accurate and user-friendly way to link educators with the growth of their students.
- ***The work of the School Leadership Academy Board (SLAB).*** Charged in 2008 with proposing new statewide standards for principals, this Board, with representation from principals, superintendents, higher education, business, and other key stakeholders, developed the principal standards set forth in this report. SLAB will continue its work in the coming years by developing a state leadership academy based on the principal standards and best practices in high-quality coursework, coaching, and evaluation. The academy’s offerings will be available to both current and aspiring principals, providing critical support for the implementation of the new principal standards and evaluation framework.
- ***The pioneering work of Colorado school districts in tying student outcomes to evaluation results and evaluation to decisions such as promotion and pay.*** The Council benefited greatly from the participation of representatives from the Denver Public Schools, the Douglas County School District, the Harrison School District, Eagle County Schools, and Jefferson County Public Schools. Additional districts in Colorado and other states also served as resources for the Council’s work.
- ***The state’s application for federal Race to the Top funding.*** Although Colorado ultimately did not receive a Race to the Top grant, the seeds of the current report were sown by the work of the many people and organizations who contributed to the state’s application. The Race to the Top process led to shared understandings about the importance of the next generation of evaluation systems, and the realization that this work was too important to set aside even though the anticipated federal funding did not occur.

IV. The Next Generation of Licensed Personnel Performance Evaluations in Colorado

Purposes of Evaluation

The expected outcomes for Colorado’s new evaluation system are found in the Licensed Personnel Performance Evaluation Act, as amended by S.B. 10-191 (CRS 22-9-101, et seq.) According to statute, the purposes of evaluation are to:

- Serve as a basis for the improvement of instruction;
- Enhance the implementation of programs of curriculum;
- Serve as a measurement of the professional growth and development of licensed personnel; and
- Provide a basis for making decisions in the areas of hiring, compensation, promotion, assignment, professional development, earning and retaining nonprobationary status, dismissal, and nonrenewal of contract.

S.B. 10--191 was prompted by the perception that educator evaluation had been a compliance activity, with pro forma observations and write-ups designed to satisfy minimum statutory requirements. While individual districts had developed rigorous and meaningful feedback systems for educators, many districts looked at evaluation as just another activity with another set of required paperwork. In addition, S-B. 10-191 shifted the determination of performance from one based primarily on inputs to one based primarily on results, in the form of student academic growth and achievement.

Today’s educators need and deserve an evaluation process that is designed to drive substantive feedback and vigorous conversations about effective teaching and effective school leadership. Teachers and leaders are working in a

The failure of evaluation systems to provide accurate and credible information about individual teachers’ instructional performance sustains and reinforces a phenomenon that we have come to call the **Widget Effect**. The Widget Effect describes the tendency of school districts to assume classroom effectiveness is the same from teacher to teacher. This decades-old fallacy fosters an environment in which teachers cease to be understood as individual professionals, but rather as interchangeable parts. In its denial of individual strengths and weaknesses, it is deeply disrespectful to teachers; in its indifference to instructional effectiveness, it gambles with the lives of students.

The New Teacher Project, 2009

dynamic and challenging environment that has high expectations both for them and the diverse student population they serve. They don't need empty activities viewed as fulfilling a compliance checklist, or a "gotcha" system that affects them in only punitive ways. Instead, as Council members emphasized in numerous conversations, the next generation of educator evaluation in Colorado is intended to provide a key vehicle for continuous professional learning, dialogue, and improvement so that educators are better able to meet the difficult demands of education in the 21st century.

General Overview of Evaluation System Components

As part of its work, the Council reviewed evaluation systems in Colorado and across the country, and heard from local and national experts on evaluation and assessments. The Council also wrestled with the fact that the language of S.B. 10-191 refers at times to a single evaluation system, but also clearly anticipates that districts may develop their own systems. As a result, the use of the word "system" throughout this report is contextual. In some cases, it is used to describe the statewide framework that encompasses a state model system and district systems; in other cases it specifically refers to locally-adopted systems.

The Council believes that it is useful and accurate to describe evaluation systems as containing the following components:

- **Definition:** The overarching definition of effective performance
- **Quality standards** against which performance is assessed
- **Measurement frameworks** that specify how performance will be measured with respect to each standard and how measures will be weighted with respect to each other
- **Scoring frameworks** that specify how performance data will be analyzed as a whole and evaluation decisions will be made
- **Performance standards** that assign ratings to individuals based on their measured performance
- **Appeals processes** that describes how evaluation decisions may be appealed

These components follow in sequential order to form the framework for evaluation.

State and Local Roles and Responsibilities in Evaluation

S.B. 10-191 charged the Council with making recommendations regarding evaluation systems for teachers and principals. In doing so, the Council was directed to "ensure that all licensed personnel are:

(I) Evaluated using multiple fair, transparent, timely, rigorous, and valid measures, at least fifty percent of which academic growth is determined by the academic growth of their students;

(II) Afforded a meaningful opportunity to improve their effectiveness; and

(III) Provided the means to share effective practices with other educators throughout the state.”

CRS 22-9-105.5(2)(c).

The language of S.B. 10-191 expressly provides that certain components are to be consistent statewide, such as the definitions of effectiveness and the quality standards to be used in evaluating effectiveness. In addition, the requirement that all educators be evaluated under a system applicable to all licensed personnel (CRS 22-0-102(1)(a)) presumes that at least some elements of the new approach to teacher evaluation were intended to be standardized or subject to central oversight to ensure high levels of quality.

However, other parts of S.B. 10-191 left intact the language of the previous evaluation law, which depended heavily on local input for the development of local evaluation systems. For example, local boards of education and boards of cooperative services retain the responsibility to adopt “a written system to evaluate the employment performance” of their employees. In developing and adopting these systems, boards are to consult with their administrators, principals, and teachers. (CRS 22-9-106(1)). Each school district and board of cooperative services is also required to have a personnel performance evaluation council, to “consult with the local board or board of cooperative services as to the fairness, effectiveness, credibility, and professional quality of the licensed personnel performance evaluation system and its processes and procedures, and that shall conduct a continuous evaluation of said system.”¹

The Council carefully considered the tension between state and local decision-making in the development of the state’s evaluation system, based on the language of S.B. 10-191, Colorado’s unique “local control” education context, and best practices for the development of fair, rigorous, and transparent evaluation processes statewide. In doing so, the Council heard the following strongly held objectives and principles:

- Districts and educators across the state have expressed strong interest in being provided exemplars of teacher and principal evaluation systems.
- Local investment and ownership is more likely to be achieved if local evaluation systems reflect local choices and encourage community members to take ownership of the systems. Local structures already in place, such as district and school accountability councils and the district licensed personnel performance evaluation council, can provide valuable input in coordinated ways.

¹ Licensed personnel in Colorado may be employed by local school districts or by boards of cooperative educational services (BOCES). For purposes of brevity, a reference to “district” in this report should also be construed as referencing BOCES, where appropriate.

- Consistency and comparability are important long-term objectives of the system. There should be no surprises. Principals and teachers should have clear set of expectations and understanding of what it means to be “effective”. Students should have the assurance that the system will provide and support effective educators.
- The pilot and rollout period should be leveraged as an opportunity to study and refine the system itself, thereby making it more valuable and attractive over time.
- A statewide model system should be of high enough quality that districts wish to adopt it.

The Council ultimately concluded that the state should take the lead in developing a state framework and a model educator evaluation system, to be guided by exemplary systems across the country, the advice of technical experts, and the results of local pilot projects. The technical complexity of evaluation systems based on student growth is substantial, and the Council believes that the development of a high-quality model system will be welcomed by many districts without the resources to develop an effective and sustainable system on their own. Encouraging districts to adopt the model system has the potential for achieving the comparability necessary for statewide learning and supportive policy action, while variations on the model system will allow it to be easily adapted to local contexts. At the same time, Colorado’s local control law and culture are honored by permitting districts to adopt a locally-developed system, provided that system meets quality requirements as set forth in Council recommendations. Finally, a thorough review of lessons learned during the four years of implementation will provide information to both improve the state model system and to serve as direction for its use in the future.

Key Objectives

The state should provide leadership, but also encourage meaningful local conversations.

Consistency and comparability are important.

Use the pilot and rollout period to improve the system.

Make the state model system as good or better than anything a district would create on its own.

1 Recommendation 1 **The Role of the State Model Educator Evaluation System**

- A. CDE, in consultation with the State Council, shall develop a model teacher and principal evaluation system that follows the framework and meets the criteria identified by the Council in its recommendations. In addition to the model system, which will be designed primarily for implementation in

- larger districts, two variations on the model system will be created to meet the unique needs of small and medium-sized districts.
- B. The creation of the state model system shall support districts by providing an exemplar system, rather than requiring each district to develop a system independently; enable the state to create a high quality system by collecting and analyzing feedback and information during the pilot phase that will be used to drive systems improvement; and facilitate the ability to identify and disseminate professional development and instructional supports directly aligned to the identified needs of educators.
 - C. CDE, with ongoing support from the State Council, shall develop a method to fully leverage the initial four years of piloting and rollout as an opportunity to learn and improve the system by, among other things: identifying and capturing the critical elements of local implementation and training; identifying and capturing innovative practices that local districts are developing and using that can improve the state model system; assessing the interest among districts in the use of the state model system; identifying the critical state supports needed for districts to implement high quality systems statewide; identifying barriers to strong local implementation; identifying the unique needs of districts of varying size, demographics and geographic location; and providing useful information to school districts about how they can use the system to improve student achievement and educator performance.
 - D. During the four-year pilot and rollout process, districts may adopt the state model evaluation system (or one of its variations) or develop their own local system. Districts choosing to develop their own system shall comply with the mandatory elements and technical requirements outlined in the Council's recommendations. The Council recommends that waivers not be granted for the mandatory elements.
 - E. By 2015, CDE, in consultation with the State Council, shall evaluate the data and feedback received during the four-year pilot and rollout process in order to propose long-term solutions to using the state model systems as either a default or a resource, with the goal being that the value and quality of the state system builds on the best of what local districts have done.
 - F. By completion of the pilot and rollout process, the Council will review the quality of the state model system and consider if it is sufficient to warrant a recommendation that it be a default evaluation system for all districts.
-

The following sections describe how this balance plays out in the frameworks for teacher and principal evaluation and in guidelines for developing evaluation systems for other licensed personnel. The boxes with text in blue represent the Council’s consensus on mandatory components and activities.

To help the reader navigate through the complexities of the evaluation process, the Council has created three examples of teachers in different contexts. These examples are illustrative only, intended to spur thought and discussion about the “real world” implications of the new evaluation system.

- ***Elena Elementary*** is an experienced fifth-grade teacher at an urban elementary school with large percentages of low-income and minority children.
- ***Harry High School*** is in his first year of teaching ninth-grade social studies at a large suburban high school.
- ***Rita Rural*** teaches all the math classes in a rural school that serves middle and high school students.

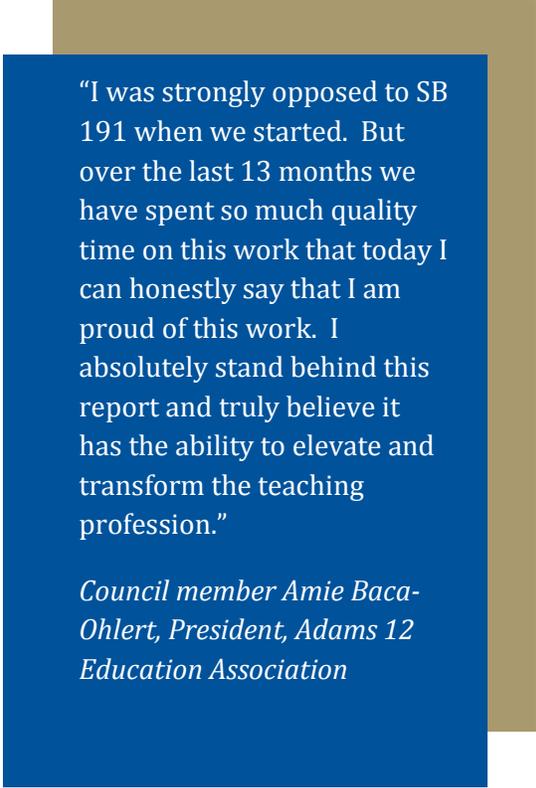
V. Teacher Evaluation

Teachers are enormously important to student success. For this reason, S.B. 10-191 devoted most of its text to the revision of teacher evaluation systems, and the majority of the Council's work focused on these systems. This section will address recommendations made by the Council for Colorado's next generation of teacher evaluation systems.

The field of measuring student growth and evaluating teachers based on that growth is making rapid progress, but there is currently a great deal of technical uncertainty involved. The Council makes its recommendations with an acknowledgment of that technical uncertainty, and a concerted effort to provide guidance and support around the best technical approaches currently possible.

To balance this technical uncertainty, the Council has also deliberately included recommendations for pilot projects, continuous learning on the part of the state and its districts, and openness to revision as technical aspects of evaluating teachers are able to occur with greater precision. While this next generation of teacher evaluation is heading on the right path, the state and its districts should also take care to approach the current state of teacher evaluation with some measure of humility.

In this spirit of continuous and collaborative learning, the process of teacher evaluation should be understood as just that: a process, rather than a single event. While it is true that the evaluation process will result in annual ratings for every teacher, gathering evidence about teacher performance and providing feedback to teachers to enable them to improve should occur on an ongoing basis in schools and districts, integrated into the daily business of teaching and learning. Development of this culture of professional learning and improvement, which may look different in different school and district contexts, lies at the heart of the Council's recommendations. Council members share the understanding that the evaluation process, to be successful in its ultimate goal of improving student outcomes, must empower educators to be informed and active in developing their own practice.



"I was strongly opposed to SB 191 when we started. But over the last 13 months we have spent so much quality time on this work that today I can honestly say that I am proud of this work. I absolutely stand behind this report and truly believe it has the ability to elevate and transform the teaching profession."

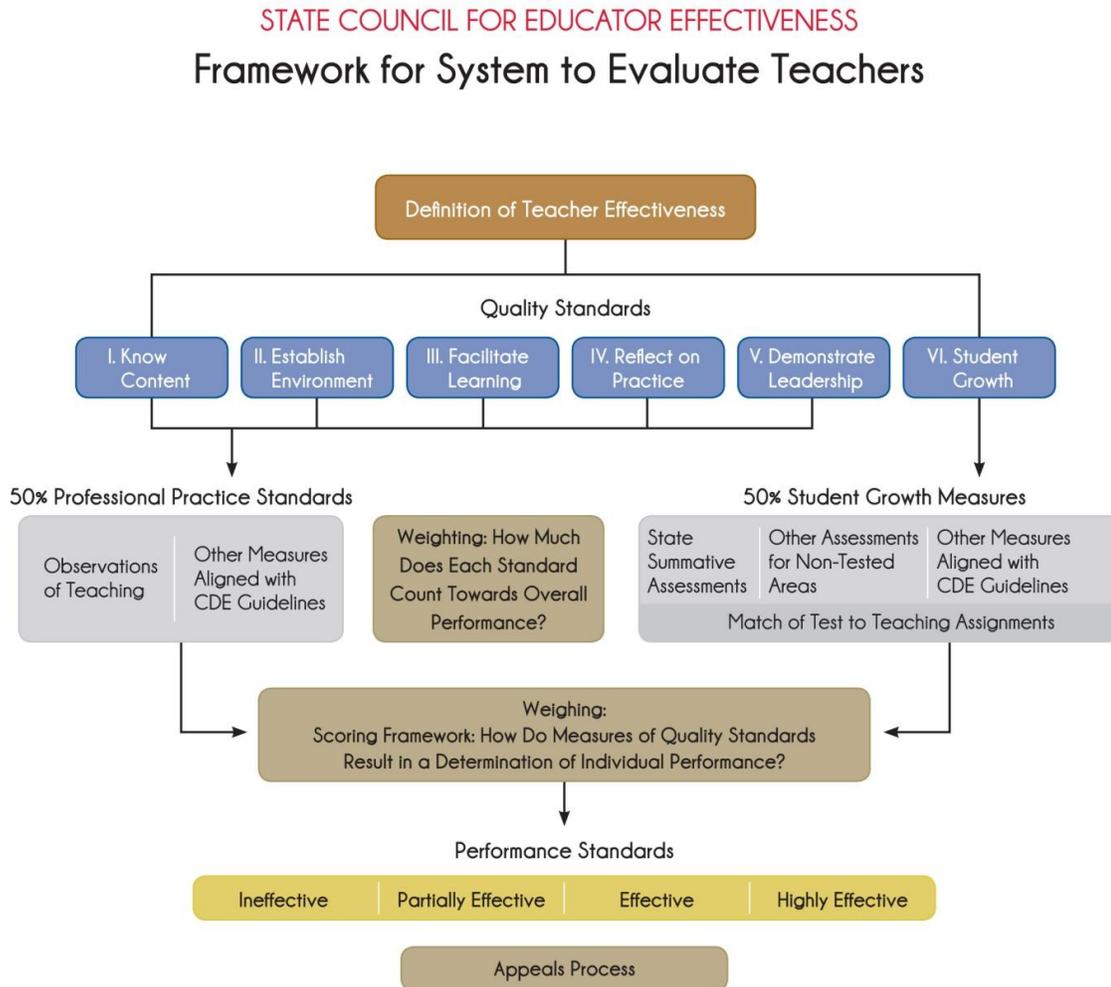
Council member Amie Baca-Ohlert, President, Adams 12 Education Association

Overview of the State Framework for Teacher Evaluation Systems

All of the Council’s recommendations for teacher evaluation stem from the framework depicted below reflecting the required components for a teacher evaluation system and the sequential nature of the process. Each of these components will be discussed in turn, together with the Council’s recommendations on those components.

2 Recommendation 2 State Framework for Evaluating Teaching

All districts in the state shall evaluate the performance of teachers using an evaluation system that includes the components of the State Framework for Teacher Evaluation Systems, as reflected in the chart below.



Summary Overview of Recommendations for Teacher Evaluation

To assure quality and comparability and to meet the requirements of S.B. 10-191, new teacher evaluation systems in Colorado will be anchored by a common definition of effective teaching,

common teacher quality standards, and common performance standards. In addition, teacher evaluation systems must contain the components set forth in the Framework, and must use student growth to determine at least 50 percent of a teacher’s evaluation. In certain complex areas, such as measuring student growth, technical quality needs to be assured through requirements established by the state. In other areas, such as choosing tools to use in measuring teacher professional practice, and determining relative weights to be assigned to performance on professional practice standards, districts are free to develop their own approaches to meet local needs and fit in a local context, within general parameters and guidelines set out by the Council.

The chart below summarizes the mandatory and discretionary components of the Teacher Evaluation Framework. The following sections provide more detail about each component and set forth the Council’s recommendations in each area. It should be noted that districts volunteering to pilot the state model system will be working with preselected decisions on the discretionary aspects, in order to test these aspects in a consistent way.

Component	Common Statewide	Local Flexibility
Overall framework for evaluation	All districts shall include the components of the State Framework for Teacher Evaluation Systems in their evaluation systems.	None
Definition of teaching effectiveness	All districts shall use the statewide definition of teaching effectiveness.	None
Teaching standards	All districts shall use the six Colorado Teaching Quality Standards and associated Elements to evaluate teaching.	None
Measuring professional practice	<ul style="list-style-type: none"> All districts shall measure professional practice using Standards I-V. Data collection shall include multiple measures on multiple occasions, and shall include observations. 	Districts may develop/select additional measures to assess professional practice, provided they meet state technical guidelines.
Measuring student growth	<ul style="list-style-type: none"> All districts shall measure student growth using Standard VI. Student growth shall be measured using multiple measures, including a measure of individually-attributed student growth and collectively-attributed student growth. 	<ul style="list-style-type: none"> Districts may develop/select additional measures of student growth, provided they meet state technical guidelines. Districts may determine how to calculate attributed growth.

Component	Common Statewide	Local Flexibility
	<ul style="list-style-type: none"> When available, state-level summative assessment results shall be one of the multiple measures used to calculate student growth. 	
Weighting	<ul style="list-style-type: none"> Performance against Standard VI (student growth) shall account for at least 50% of a teacher's rating. Each Standard I-V shall count for at least 15% of the overall score. 	<ul style="list-style-type: none"> Districts may choose how to allocate weights on Standards I-V, provided each standard counts for at least 15% of the overall total score. Districts may choose how to allocate weights on measures of Standard VI. <p>Districts may choose how to analyze data and aggregate multiple measures.</p>
Scoring Framework	All districts shall use the state scoring framework.	None.
Performance standards	All districts shall use statewide performance standards in rating teachers.	None.
Appeals	All districts shall have a process for a nonprobationary teacher to appeal a second consecutive rating of ineffective.	This area is still under consideration by the Council.

Component One: The Definition of Effective Teaching

Council members agreed that teaching is a complex activity requiring multiple skills and aptitudes. A significant and indispensable part of the definition of effective teaching is the ability to obtain growth in student academic performance. However, our education system also expects that effective teachers will ensure that all students are learning, prepare students for future civic responsibilities, engage the families of their students, and support the teaching profession. The recommended definition seeks to encompass this complexity while maintaining a clear focus on student learning.

Per S.B. 10-191, the definition of effective teaching will be used by all districts in evaluating teaching.

3 Recommendation 3 **The Statewide Definition of Effective Teaching**

All districts shall use the following definition of an Effective Teacher:

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.

Component Two: Colorado Teacher Quality Standards

S.B. 10-191 directed the Council to recommend quality standards for teachers, to be used by all districts in evaluating teachers (CRS 22-9-105.5(3)(a)). In its work, the Council reviewed examples of teacher standards used in other jurisdictions, such as the Charlotte Danielson Framework for Teaching, the Interstate New Teacher Assessment and Support Consortium (INTASC) Standards, and the North Carolina Professional Teaching Standards (based on the INTASC standards and the National Board for Professional Teaching Standards), as well as the existing Colorado Performance-Based Standards for Teachers. Ultimately, after discussion and feedback from district, state, and national experts, the Council decided to begin with the North Carolina standards as the starting point for Colorado’s new teaching standards. Subsequent conversations focused on customizing these standards to meet the requirements of S.B. 10-191 and Colorado’s context.

The Council believes that the Colorado Teacher Quality Standards reflect the professional practices and focus on student growth needed to achieve effectiveness as a teacher. Standards I-V relate to professional knowledge and practices that contribute to effective teaching, and Standard VI establishes student growth as a requirement for effective teaching. As required by S.B. 10-191, these standards must be used in all teacher evaluation systems in Colorado.

4 Recommendation 4 **Statewide Use of the Colorado Teacher Quality Standards**

- A. All districts shall base their evaluations of licensed classroom teachers on the full set of Colorado Teacher Quality Standards (“Quality Standards”)

and associated detailed descriptions of knowledge and skills (also known as “Elements”). The narrative descriptions of the Elements within the Quality Standards are intended to assist districts in understanding the performance outcomes of the Element and to guide the selection and use by districts of appropriate tools to measure a teacher’s performance against the Quality Standards.

- B. Districts shall not create additional Teacher Quality Standards or Elements of the Quality Standards. However, districts may measure performance of the Quality Standards using tools that are locally selected or developed. Districts shall engage teachers, including representatives of the local teachers association or federation, if one exists, in the process of selecting or developing the measurement tools.
-

The following recommendation contains the Council’s recommended text for the Colorado Teacher Quality Standards used to evaluate all teachers in Colorado. Bolded text represents mandatory language that must be addressed in evaluating teacher performance; unbolded text contains descriptions that are intended to help districts develop or choose their own observation and measurement tools.

5 Recommendation 5 **Colorado Teacher Quality Standards**

- 1. Standard I. Teachers demonstrate knowledge of the content they teach.**
 - 1.1. 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.** Teachers use state and district content standards to organize instruction. Where appropriate, teachers investigate the content standards developed by professional organizations in their specialty area. They develop and apply strategies to make the curriculum rigorous and relevant for all students, and to provide a balanced curriculum which incorporates language development, literacy and numeracy across all content areas as appropriate.
 - 1.2. Teachers demonstrate knowledge of the content, central concepts, tools of inquiry, and structures appropriate to their teaching specialty.** Teachers know subjects beyond the content they are expected to teach and direct students’ natural curiosity into an interest in learning. All teachers are able to assist students in the development of critical thinking and reasoning skills, and in the discernment and evaluation of information.

- 1.3. **Teachers develop lessons that reflect the interconnectedness of content areas/disciplines.** Teachers know the links and vertical alignment of the grade or subject they teach and the state standards. Teachers understand how the content they teach relates to other disciplines in order to deepen understanding and enable students to see the interrelationships between content areas and disciplines. Teachers promote global and cultural awareness and its relevance to subjects they teach.
 - 1.4. **Teachers make instruction and content relevant to students.** Teachers incorporate postsecondary and workforce readiness and 21st century skills* into their teaching deliberately, strategically and broadly. These skills include creativity and innovation, collaboration, strong work ethic, critical thinking and problem-solving, civic responsibility, communication, personal responsibility, global and cultural awareness, IT skills, and the ability to discern, evaluate and use information.
- 2. Standard II. Teachers establish a respectful environment for a diverse population of students.**
- 2.1. **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.** Teachers create an inviting environment that promotes mutual respect, inclusion and flexibility. They ensure that the classroom environment maximizes learning opportunities for students, and empower students to become lifelong learners by taking responsibility for their own learning.
 - 2.2. **Teachers demonstrate a commitment to and respect for diversity in the school community and in the world.** Teachers draw on diverse cultural competencies to design and implement lessons that counteract stereotypes, incorporate the histories and contributions of all cultures, and provide access and equity in the school. Teachers recognize the influence of race, ethnicity, gender, sexual orientation, religion and other aspects of culture, family and identity on a student's development and personality and respond to the relevant backgrounds of individual students and families.
 - 2.3. **Teachers value students as individuals.** Teachers maintain high expectations for students of all backgrounds. Teachers communicate this vision to their students and find ways to engage students in a mutually-supportive teaching and learning process. Teachers appreciate the differences and value the contributions of each student

by building positive relationships, creating opportunities for student voice, and fostering an environment that promotes mutual respect.

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

Teachers understand the diversity of student ability levels and strive to meet the needs of each student. Teachers collaborate with a range of support specialists to develop and use appropriate strategies and resources to adapt to the learning needs of various groups of students including those with special needs, English language learners, and gifted and talented learners. Through inclusion and other models of effective practice, teachers engage all students to ensure that their needs are met. Teachers adequately implement individualized education plans, individualized assistance plans, and other legal requirements for the delivery of instruction.

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

Teachers recognize that educating students is a shared responsibility involving the school, parents or guardians, and the community. Teachers communicate in a regular and timely manner to support and empower parents or guardians to play a meaningful role in the academic and developmental growth of their students.

3. Standard III. Teachers facilitate learning for their students.

3.1. 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.

Teachers understand how individuals learn, how development in all domains progresses, and how developmental changes can affect student learning. They design and implement developmentally appropriate and challenging learning experiences. Teachers keep abreast of evolving research about student learning and pedagogy. They adapt resources to address the strengths and weaknesses of their students.

3.2. 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.

Teachers use appropriate resources and strategies to adapt to the learning needs of groups and individual students. Teachers engage students as partners in the learning process by utilizing parent and student feedback to make the curriculum responsive, relevant and accessible to students of different cultures or with individual learning

needs. Teachers monitor and modify instructional plans in real time to enhance learning.

- 3.3. **Teachers use a variety of instructional methods to meet the academic needs of their students.** Teachers employ a wide range of techniques including learning styles, and differentiated instruction to eliminate gaps in achievement and growth. Teachers utilize formative assessment practices to empower students to take ownership of their own learning and to monitor and adjust instruction as needed.
- 3.4. **Teachers thoughtfully integrate and utilize technology into their instruction to maximize student learning.** Teachers know when and how to use technology to maximize student learning. Teachers help students use technology to learn content, think critically, solve problems, discern reliability, find and use information, communicate, innovate, and collaborate.
- 3.5. **Teachers plan instruction that helps students develop critical thinking and problem solving skills.** Teachers support the development of students' problem-solving and critical reasoning skills by encouraging them to ask questions, think creatively, develop and test innovative ideas, synthesize knowledge and draw conclusions. They help students exercise and communicate sound reasoning; understand connections; make complex choices; and frame, analyze, and solve problems.
- 3.6. **Teachers provide students with opportunities to work in teams and develop leadership qualities.** Teachers work with students to create a collaborative learning environment where student voice is valued and students are actively engaged in learning. Teachers organize learning teams that help students strengthen social ties; improve communication, cooperation and collaboration skills; and develop leadership qualities.
- 3.7. **Teachers communicate effectively.** Teachers communicate in ways that are clearly understood by their students. They are perceptive and responsive listeners who are able to communicate with students in a variety of ways even when language is a barrier. Teachers help students to articulate thoughts and ideas clearly and effectively, with appropriate attention to grammar, spelling and writing skills.
- 3.8. **Teachers use a variety of methods to assess what each student has learned.** Teachers understand and use multiple methods of 21st century assessment and data sources, including summative and interim assessments, to document learner progress, evaluate students'

academic growth, and gather evidence of students' postsecondary and workforce readiness skills, knowledge, and dispositions. They use formative assessment practices to monitor student learning in real time and adapt their instruction. Teachers provide opportunities, methods, feedback and tools for students to assess themselves and each other.

4. Standard IV. Teachers reflect on their practice.

- 4.1. **Teachers demonstrate that they analyze student learning and apply what they learn to improve their practice.** Teachers think systematically and critically about student learning in their classrooms and schools: why learning happens and what can be done to improve achievement. Teachers work collaboratively with colleagues to collect and analyze student performance data using multiple methods of assessment and data sources, in order to continually evaluate their practice, and to improve classroom and school effectiveness. Teachers know when to use consultation from colleagues and specialists to support the successful learning of all students.
- 4.2. **Teachers link professional growth to their professional goals.** Teachers are professionals committed to reflection and growth, who participate in continuous, high-quality professional development that is culturally-responsive, reflects a global view of educational practices, includes 21st century skills and knowledge, and meets the needs of students and their own professional growth.
- 4.3. **Teachers function effectively in a complex, dynamic environment.** Understanding that change is constant, teachers collaborate with colleagues to actively investigate and consider new ideas that improve teaching and learning. They adapt their practice based on research and data to best meet the needs of their students.

5. Standard V. Teachers demonstrate leadership.

- 5.1. **Teachers demonstrate leadership in their schools.** Teachers are professionals who work collaboratively with colleagues, and school personnel to create a professional learning community. They analyze and use data to develop goals and strategies that enhance student learning and teacher work conditions, and select professional development that enhance their professional growth. Teachers contribute to the development of positive working conditions in their school. Where appropriate and possible, teachers provide input in

determining the school budget, participate in the hiring process and collaborate with their colleagues to mentor and support new teachers.

5.2. **Teachers lead the teaching profession.** Teachers strive to improve the teaching profession by collaborating with colleagues and the school community to promote growth for all educators and enhance the teaching profession. They contribute to the establishment of positive working conditions in their schools. They actively participate in and advocate for decision-making structures in education and government that take advantage of the expertise of teachers.

5.3. **Teachers advocate for schools and students, partnering with students and families as appropriate.** Teachers advocate for positive change in policies and practices affecting student learning. They participate in the implementation of initiatives to improve the education of students, and facilitate meaningful participation by students in improving school climate, culture and academic learning.

5.4. **Teachers demonstrate high ethical standards.** Teachers are professionals, committed to ethical behavior and principles including honestly, integrity, fair treatment, and respect for others.

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

6.1. **Teachers pursue high levels of student growth in academic achievement.** Teachers take responsibility for the progress of all students toward high school graduation, and work to ensure that students are globally competitive for work and postsecondary education.

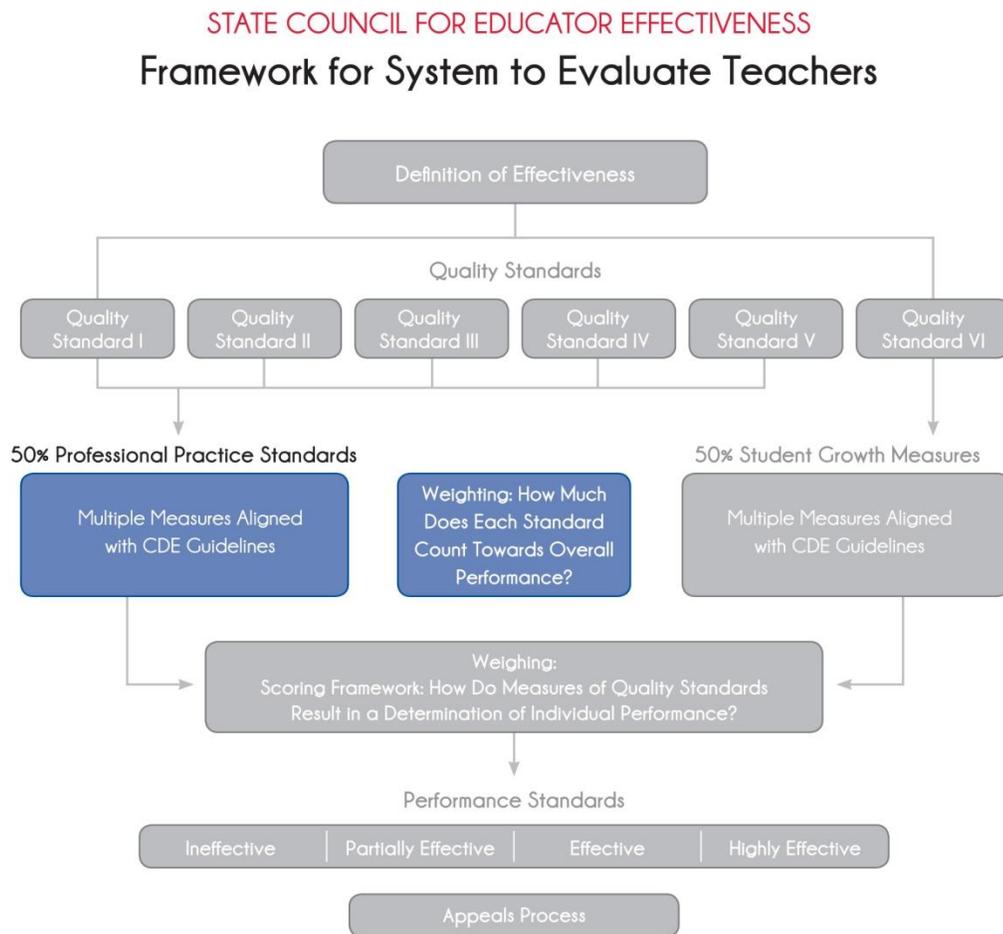
6.2. **Teachers pursue high levels of student growth in the skills necessary for postsecondary life, including democratic and civic participation.** Teachers take responsibility for ensuring that students are prepared with the skills, dispositions and attitudes necessary for postsecondary life including democratic and civic participation.

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

- *Elena Elementary* thinks the new standards reflect all the activities that make up the profession of teaching, and feels comfortable that the professional practice standards (I-V) are reflective of what she actually does in her classroom. However, she is worried about the new student growth standard. Her students are highly mobile and are facing huge challenges in their family and personal lives that affect their academic performance. She looks forward to conversations about how these issues will be addressed.

- **Harry High School** is overwhelmed. It's his first year, and he's still trying to find the copier. He's getting a lot of great information from the district's induction program, though, and he does like having a description of an effective teacher to help him focus his work.
- **Rita Rural** thinks that some of the standards don't reflect the realities of rural schools. Exactly who is she supposed to collaborate with when she is the only math teacher for miles? How is she supposed to integrate technology into her lessons when the school doesn't have a broadband connection? By the way, she's also the principal – is she supposed to evaluate herself? The area BOCES and the regional CDE office have contacted her about participating in a district collaborative that she hopes can help answer some of these questions.

Component Three: Measuring Performance and Weighting Results



The next component of the Framework for Teacher Evaluation Systems involves measuring a teacher's performance against the Teacher Quality Standards and weighting the data to reflect required and discretionary priorities. S.B. 10-191 sets forth several requirements in this area:

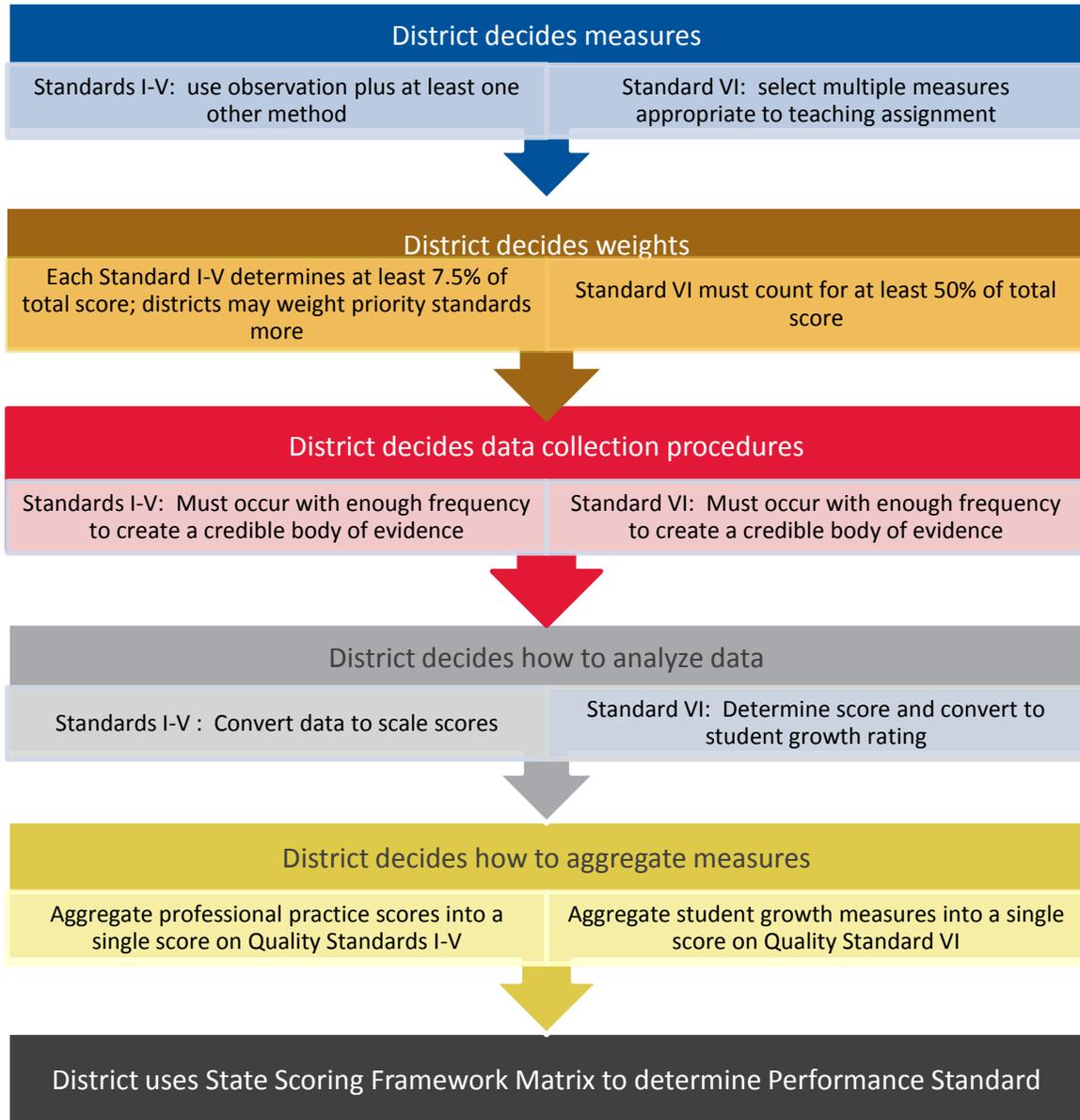
Teacher Evaluation

- Districts must adopt measures of effectiveness and processes that ensure systematic data collection
- At least 50 percent of a teacher’s evaluation must be based on measures of student academic growth
- Multiple measures must be used to evaluate teacher performance
- Data must be gathered with sufficient frequency to provide a basis for the evaluation

Council members believe strongly that the development of an ongoing professional learning process in schools will be an important outcome for new evaluation systems. In the past, evaluation has often been viewed as a singular event; it is the Council’s hope that districts and teachers will use their evaluation systems as vehicles for data collection and feedback throughout the year, even though actual ratings may take place only once per year. This process will work best if teachers are involved in the decision-making about appropriate measures and are kept clearly informed about measures and the measurement process.

The Council also acknowledges the important role of the Colorado Department of Education in providing technical assistance to districts. While some districts have the internal capacity to design and implement the aspects of the measurement framework described in this section, many will not, and it is essential that CDE provide timely and comprehensive assistance. The nature and timing of that assistance will be described in the section addressing implementation.

Overall, the measurement components of the Teacher Evaluation Framework provide local flexibility about how best to collect and analyze measures but ensure a common minimum threshold of quality determined by CDE technical guidance and support.



Involving Teachers in Decision-Making

As discussed above, the success of the system in promoting ongoing professional learning will depend in large part on the support of teachers for the process:

6 Recommendation 6 Teacher Involvement in Measurement Decisions

- A. Districts, in collaboration with teachers, including representatives of the local teachers association or federation if one exists, shall develop or adopt measures of teacher performance that measure a teacher’s performance against the Teacher Quality Standards.

B. Districts shall clearly communicate to teachers the tools that will be used to measure their performance of the Teacher Quality Standards prior to their use, and how these tools will be used to arrive at a final effectiveness rating.

- **Elena Elementary** is the association representative for her building, so she is part of a districtwide task force that's meeting to determine how to select measures for the Teacher Quality Standards. The task force started meeting a while ago, just to make sure all the teachers, principals, and administrators were familiar with basic concepts of evaluation measurement.
- **Harry High School** took part in a survey his district sent out to ask about evaluation measurement. The survey asked questions about whether or not he thought that peer observation would be helpful at his school, what kinds of assessments he plans to give his students, and the ways in which he would like to get feedback from students. The administration is going to use the survey responses to structure town hall meetings for staff at its schools.
- **Rita Rural** is part of a working group convened by the area BOCES. Teachers from ten districts are meeting to brainstorm about performance measurements that make sense in geographically isolated locations.

General Measurement and Data Collection Principles

FEEDBACK

The Council's recommendations on data collection reflect its intent to have schools and districts incorporate data collection and analysis on an ongoing basis. This allows the system to provide informal feedback and support on a more regular basis, ensuring that evaluation is a process rather than an event.

7 Recommendation 7 Data Collection

- A. Districts shall use multiple measures to evaluate all teachers against the Teacher Quality Standards using multiple formats and occasions.
- B. A formal rating of teachers as Highly Effective, Effective, Partially Effective, and Ineffective shall take place once a year, using a body of evidence collected systematically in the months prior. Districts shall collect enough evidence of teacher performance with enough frequency to ensure that the complete body of evidence leads to a fair and reliable measure of each teacher's performance against the Teacher Quality Standards.
- C. Whenever there is a concern, based on prior evaluations or informal information, that an educator is in need of support, districts shall collect data about teacher performance through observations or other methods. This data shall be shared with the teacher in a timely fashion and in a manner that facilitates improvement.

As they meet to determine the measures for evaluating teacher performance, these three districts are also talking about how often to collect data, and how to plan for "interventions" where preliminary data suggests that a teacher is struggling.

- *In **Elena Elementary's** district, the working group decides to incorporate this early warning system into the district's induction program for new teachers, since so many of them struggle in their first years with a challenging student population.*
- ***Harry High School** likes the idea that his evaluation won't be based solely on student tests or a one-time walk-through by the principal, but on multiple measures collected on multiple occasions. It will be interesting to see how this works out in his building -- he thinks that some teachers will really provide leadership on this, while others will have a hard time adjusting to the change.*
- *In **Rita Rural's** district, it is easy to spot a struggling teacher, as there are so few teachers. The issue in her district is finding the time to actually collect data -- everyone is wearing so many hats. They soon realize that they won't be able to do this if they think of it as "something else." Data collection has to be incorporated into what they do every day, so it had better be practical and efficient. The BOCES staff provides some ideas to help them think about it, and it helps to have other districts to brainstorm with.*

S.B. 10-191 contemplates that “not all educators require the same amount of evaluation and support.” CRS 22-9-105.5(3)(a.5). For example, new teachers may be expected to require more intensive oversight and support, while experienced teachers who have repeatedly demonstrated effectiveness might need less oversight themselves and be better deployed in supporting teachers who require more assistance. In addition, S.B. 10-191’s framework anticipates that evaluation under certain circumstances, such as an evaluation undertaken prior to the expected conferral of nonprobationary status, should be as comprehensive and accurate as possible.

8 Recommendation 8 **Differentiating Evaluation and Support Needs**

- A. District evaluation policies may reflect a determination that different categories of teachers require varying degrees of evaluation and support.
 - B. Because of the high stakes associated with evaluation results, teachers in the following categories shall have a more intensive process of evaluation that leads to a more robust body of evidence about their performance. These categories include:
 - 1. Teachers in the year before they achieve non-probationary status; and
 - 2. Teachers whose performance indicates they are likely to be rated as Ineffective, Partially Effective or Highly Effective. Districts may collect this evidence in whatever manner they determine best.
-

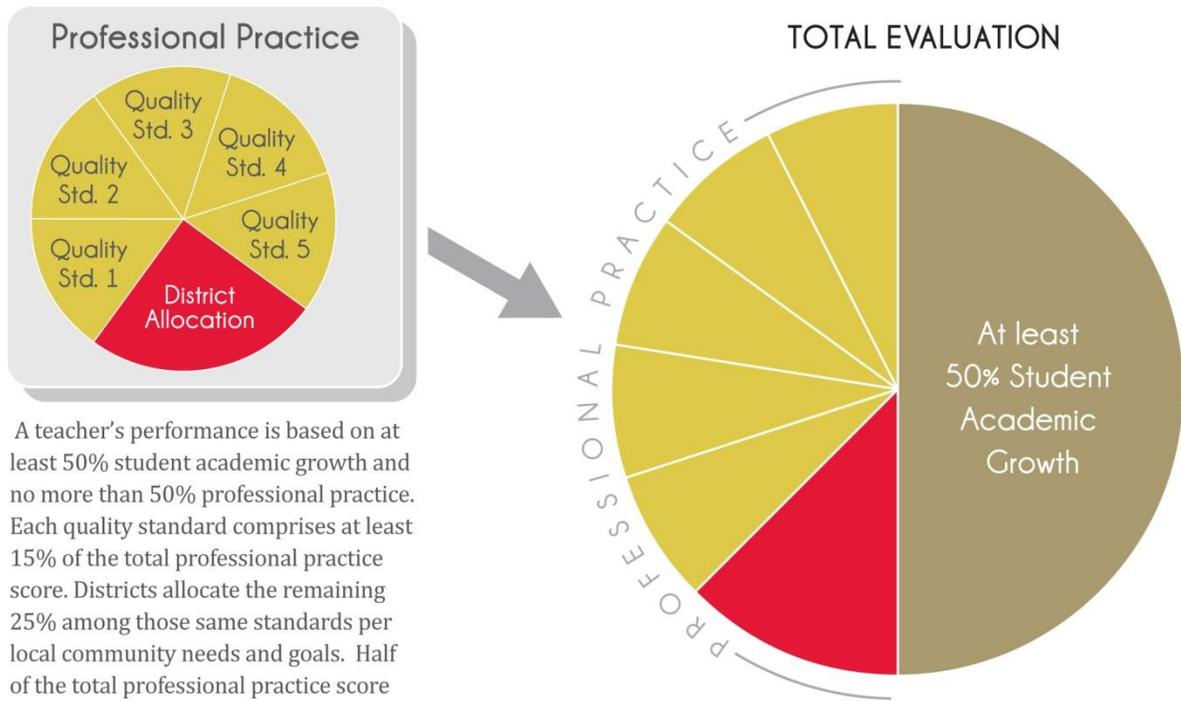
- ***Elena Elementary** is an experienced teacher with lots of success in her career. Assuming she receives ratings of Effective and above, she and other teachers like her will be the cornerstone of the district’s new peer assistance and review process. She doesn’t need intensive monitoring; instead, more of her time should be made available for observing and supporting other teachers.*
- ***Harry High School** has just learned that as a new teacher, he will meet with one of the school’s instructional coaches to review his syllabus and lesson plans, and will have peer observations and debriefs in his classroom once a month. The school’s data team will be working with him and the other new teachers regularly to create and analyze more informal assessment data. In addition, he will get quarterly feedback from students using an online survey created by the district – a little nervewracking to be judged by teenagers, but he’s just heard about a new study finding that student feedback is actually pretty accurate.*
- *In **Rita Rural’s** district, personnel don’t change very often. Most teachers have deep roots in the community. While everyone will be evaluated once a year, the district and its*

teachers think the best use of time is to focus data collection efforts for the use of school-based professional learning communities. This is likely to involve more frequent informal conversations without high stakes. New teachers and those who are struggling will receive more focused attention, of course.

In making its more detailed recommendations in the area of measuring performance, the Council discussed the measurement of student growth (reflected in Standard VI) separately from the measurement of professional practice (reflected in Standards I-V). The discussion of this component will first address the measurement of professional practice, and will then turn to the measurement of student growth.

The chart below explains how the Council recommends each of the Teacher Quality Standards contribute towards determining a teacher's overall performance.

Teacher Percentage Allocations



A teacher's performance is based on at least 50% student academic growth and no more than 50% professional practice. Each quality standard comprises at least 15% of the total professional practice score. Districts allocate the remaining 25% among those same standards per local community needs and goals. Half of the total professional practice score goes into the total evaluation. As a result, each quality standard must determine at least 7.5% of the teacher's overall performance determination.

Decisions on the Measurement and Analysis of Professional Practice

Measuring Professional Practice (Standards I-V)

Standards I-V describe professional knowledge, skills, and aptitudes common to effective teachers. These standards can be measured in many different ways, including through supervisor or peer observation, a review of class preparation materials such as curriculum and lesson plans, input from fellow teachers, surveys of students and families, and the like. S.B. 10-191 requires only that evaluations include direct observation, although it also requires multiple measures and lists other methods for gathering data. In Council discussions, the following surfaced as objectives for this area:

- Encouraging districts to collaborate with teachers in developing or adopting appropriate methods and tools for measuring performance
- Encouraging districts to “triangulate” teacher evaluation through multiple measures while still allowing flexibility for local contexts that may offer fewer opportunities for data collection
- Encouraging the involvement of peers in the measurement and feedback process, within schools and within and across districts
- Encouraging the involvement of students in the measurement and feedback process, to provide students with meaningful opportunities to take ownership of their learning experience and to provide input on the educational experiences provided to them
- Encouraging districts to differentiate between measures that are appropriate for high-stakes evaluation and those that are better used for informal performance feedback
- Ensuring that measures are fair and valid to the extent possible, with CDE serving as a technical resource for districts through the establishment of a Resource Bank and targeted support to districts

The Council recommendations for measures of performance against Standards I-V reflect S.B.-10-191’s requirement that observations be used, and provide flexibility to districts in determining other appropriate measures as appropriate to a teacher’s needs and school and district priorities and capacity. Any measure used to collect data on Standards I-V must be consistent with CDE guidelines, and CDE will provide technical assistance for districts in selecting appropriate measurement tools, such as survey exemplars and rubrics for assessing instructional materials.

9 Recommendation 9 Measures of Performance on Quality Standards I-V

- A. Districts shall use a deliberate combination of the measures indicated below to measure teacher performance against Teacher Quality Standards I-V for the purpose of high-stakes evaluations and in order to provide feedback on performance to teachers. These measures have been shown to have promise for use in teacher evaluation and development. Districts

may use additional measures that have been approved for use in teacher evaluations in a manner aligned with CDE guidelines.

- B. Districts shall collect information on teacher performance against Teacher Quality Standards I - V through the use of observations with corresponding timely feedback to teachers; these shall be aligned with technical guidance provided by CDE.
 - 1. Evaluators shall receive sufficient training to ensure that they are competent in conducting observations
 - 2. The use of qualified and trained peers in conducting evaluations is encouraged.
- C. In addition, districts shall collect teacher performance data and provide timely feedback using at least one of the following additional other measures:
 - 1. Student perception measures (e.g., surveys), where appropriate and feasible as defined by CDE guidelines;
 - 2. Peer feedback;
 - 3. Feedback from parents or guardians; and/or
 - 4. Review of teacher lesson plans or student work samples.
- D. All measures used to collect data must be aligned with technical guidelines issued by CDE.
- E. In addition to the potential use of student perception data as a measure of teacher professional practice for purposes of formal evaluation, districts are strongly encouraged to gather student perceptions of their learning experiences on an ongoing basis to provide teachers with informal feedback.
- F. Prior to and throughout the evaluation process, supervisors shall engage in a professional dialogue with individual teachers focused on their professional practice and growth for the course of the year.
- G. In making decisions about how to use the data collected about teacher performance, districts shall consider whether the data collected are better suited for use in a high-stakes evaluation or for the purpose of providing feedback and professional development opportunities for the individual teacher, or for both purposes provided they are appropriately weighted. In making this decision, districts shall consider the technical quality and rigor of the methods used to collect the data, and the technical quality of the data itself.

H. With respect to the measurement tools and methods described in this recommendation, CDE shall provide districts with technical and implementation guidelines. CDE's Resource Bank shall include examples of tools determined to be technically rigorous or to have an evidence base.

- *In **Elena Elementary's** district, the association and the district have been talking for a while about setting up a peer assistance and review process, and the new evaluation system provides a great opportunity to do that. The teachers in the district have been learning about successful Peer Assistance and Review (PAR) processes from Cincinnati and Rochester, and the size of the district and its schools and its history of strong teacher leadership seem to make it a good fit. The district and teachers are also struggling with ways to engage students and their families, and local student and parent advocacy groups really like the idea of student and parent/guardian surveys. CDE has provided student survey tools that are appropriate for different age groups, from upper elementary students through high school students.*
- *At a schoolwide meeting, **Harry High School** and his colleagues provide feedback to a district proposal for measuring professional practice in high school teachers through four measures: peer and principal observations, student surveys, parent/guardian surveys, and reviews of instructional materials. The district proposal includes examples of the surveys and review rubrics, obtained through CDE's resource bank, and explains how they will be used to measure each of the professional practice standards. Harry is clear on the information that will be used to evaluate him, and likes that he will also be given more frequent informal feedback and support as a new teacher.*
- ***Rita Rural** and her colleagues in the BOCES working group decide to join forces in measuring professional practice. The math teachers from all ten districts will form a peer review group, facilitated by a BOCES staff member and assisted by CDE regional staff. Members of the group will assist other schools in reviewing videotaped lessons and instructional materials. In addition, the group decides to create an online presence for itself in order to engage in more informal conversations.*

Weighting: the process of assigning different values to items to reflect their relative importance to determining overall evaluation of performance.

Weighting Policies for Professional Practice Measures

S.B. 10-191 requires that performance on Standards I-V determine no more than 50 percent of a teacher's overall performance, but is silent on how the standards may be weighted as among each other. The Council determined that allowing districts to have flexibility in deciding how to allocate the relative weights of Standards I-V would promote important district discussions on teaching priorities. However, the Council agreed that it is also important to maintain a

minimum level of consistency. The Council’s recommendation in this area allows districts to choose how to allocate the importance of Standards I-V, provided that each Standard counts for at least 15 percent of the total professional practice score and no single Standard counts for more than 40 percent of the professional practice score.

10 Recommendation 10 Weighting Policies for Standards I-V

- A. Districts shall evaluate the performance of teachers against the Colorado Teaching Quality Standards using multiple measures of performance, which are weighted in such a way that the measures of Standards I – V determine no more than 50% of the educator’s performance; and the measures of Standard VI (student growth) determine at least 50% of the weight of the evaluation.
 - B. Districts shall determine locally how multiple measures of teacher performance against the Teaching Quality Standards will be aggregated to provide an overall effectiveness rating against Standards I-V. CDE shall provide exemplars of such policies.
 - C. In developing their weighting policies, districts shall ensure that Standards I-V are aggregated in such a way that no single standard is weighted less than 15% of the overall total subscore for Standards I-V. Districts can choose to emphasize any single standard up to 40% of the total subscore.
 - D. Districts shall communicate their weighting policies in order to ensure that all teachers understand the process whereby they are assigned an effectiveness rating against Standards I-V.
-
- *In **Elena Elementary’s** district, the student population is extremely diverse, and the district and its association have long been concerned about increasing achievement gaps. Discussions reveal that teachers consider Standards I (content knowledge), II (respectful environment for diverse populations), and III (facilitating learning for all students) to be the most important standards for effectively reaching all students in the district. While Standards IV (reflective practice) and V (teacher leadership) are important, the district decides to focus on its highest priority – closing the achievement gap. The weights for the total sub-score for Standards I-V are set as follows:*
 - Standard I: 23.3 percent*
 - Standard II: 23.3 percent*
 - Standard III: 23.3 percent*
 - Standard IV: 15 percent*
 - Standard V: 15 percent*

- In **Rita Rural's** district, the district and teachers want to put more attention on content knowledge (Standard I) to ensure that teachers are understanding and effectively teaching the new Colorado Academic Standards. The weights for the total subscore for Standards I-V in this district are set as follows:

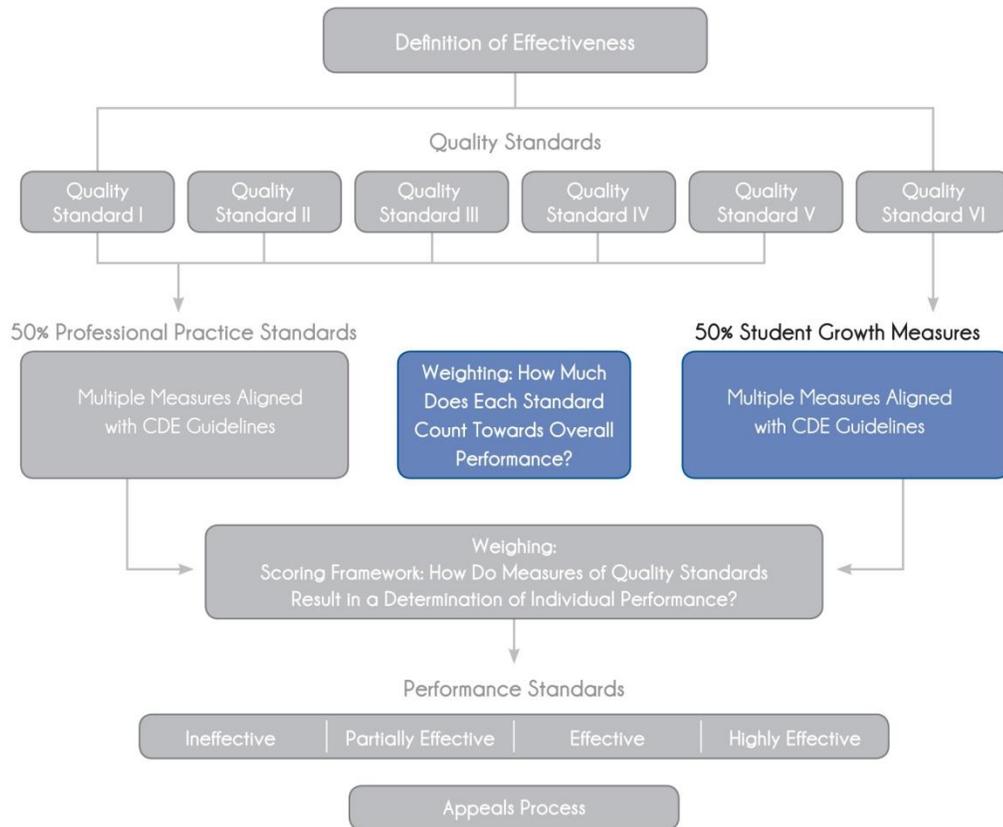
Standard I: 40 percent
Standard II: 15 percent
Standard III: 15 percent
Standard IV: 15 percent
Standard V: 15 percent

- **Harry High School's** district and teachers believe that Standards I-V are equally important, and want to make sure that teachers pay equal attention to their performance in all of these domains. Each Standard I-V in this district counts for 20 percent of the total professional practice score.

Standard I: 20 percent
Standard II: 20 percent
Standard III: 20 percent
Standard IV: 20 percent
Standard V: 20 percent

Decisions on the Measurement and Analysis of Student Growth

STATE COUNCIL FOR EDUCATOR EFFECTIVENESS Framework for System to Evaluate Teachers



Measuring Student Growth (Standard VI)

The inclusion of student growth as an indicator of teacher effectiveness is perhaps the centerpiece of S.B.-10-191, and the Council’s recommended definition of effective teaching is premised upon the demonstrated ability to improve student academic growth. The Council believes that linking student growth and educator performance ratings has the potential to transform the profession of teaching. However, there are many variables which affect the relationship between student performance and teacher performance, and the technical issues surrounding the calculation of student growth and available analytic methods are significant. The field of measurement and analysis of student growth is anticipated to make rapid advances in the coming years, and Colorado’s teacher performance evaluation system must be ready to learn from new research and promising practices and adapt accordingly. It is important that the state and its districts understand both the promise and the currently existing challenges of calculating student growth for purposes of teacher evaluation.

In developing its recommendations for how to measure student growth for use in individual teacher evaluations, the Council closely examined the limitations of currently available assessments and analytics to provide fair, valid, and reliable measures of student academic growth for use in the evaluations of all teachers. Members also paid close attention to the risk of unintended negative incentives that could result from not thinking through the entire process prior to developing an approach to using student growth measures (discouraging collaborative work among teachers, for example).

The Council's recommendations in this area reflect efforts to balance the current technical limitations and concern with unintended consequences against the value that effective teachers have demonstrated positive impact upon student academic growth. In making these recommendations, Council members believe both that they reflect the best response to current conditions and that they should be periodically revised in response to developments in available assessments and experience with how best to incentivize positive teacher performance. Specifically, the Council has agreed on the following broad principles which are reflected in its recommendations.

“Statistical methods for analyzing student growth are still relatively new. Colorado’s teacher performance evaluation system must be ready to learn from new research and promising practices and adapt accordingly.”

Lorrie Shepard, Dean, School of Education, University of Colorado Boulder

First, an individual teacher’s performance on Quality Standard VI, Responsibility for Student Growth, should be evaluated based upon two primary sets of measures. The first set of measures reflects the academic growth of the teacher’s students in the content area delivered by the teacher. The second set of measures should reflect the academic growth of students attributable to all educators who are responsible, directly or indirectly, for ensuring that such students attain mastery of the Colorado Academic Standards. Attribution of student growth may be shared across all educators in a district, school, grade level, content area or other professional learning community, but every teacher’s overall student growth measure shall include a measure of student growth which is common and shared by teachers across classrooms.

Second, measures of student growth should strive to be both valid and reliable for purposes of teacher evaluation. Validity and reliability are criteria used to indicate the technical quality of a student growth measure. Validity refers to the extent to which the inferences from the assessment scores are supported by evidence and logic; and, in the case of educator evaluation, the degree to which these inferences from the assessment scores closely reflect the academic content and skills that the teacher is responsible for providing to students. In other words, do the assessments used for the measure accurately reflect what we think we are measuring and what we believe is most important to know? Reliability refers to the stability of measurement

over both time and items. In practice, reliability refers to the likelihood that the test will accurately report each time it is administered how well a student has performed, or in other words does the test consistently rank students based on their performance.

Student growth determinations should be based on both valid and reliable assessments of student achievement and growth when used in educator performance evaluations. The assessments that are currently available at the national, state, district and school level each have varying degrees and combinations of validity and reliability which need to be considered carefully with respect to different categories of personnel, particularly when choosing student growth element measures for individual teachers.

Third, districts should strive to ensure that student growth measures and ratings are comparable among teachers. This is an important aspirational goal even though in practice it will be difficult to achieve this goal given the technical realities of measuring and attributing student growth to individual teachers. Districts must thoughtfully weigh considerations about what can be compared and what cannot.

Fourth, districts will need to use the data they already collect to make calculations of student growth or progress. Technical guidelines should be provided by CDE in this area to ensure that a minimum standard of rigor is being met. CDE should continually monitor teacher student growth ratings, and compare them with other teacher performance measures and school-wide growth indicators in order to confirm findings and ensure that technical rigor is being met. As states, districts and schools continue to refine current assessments and develop new ones, CDE guidelines developed as a result of these recommendations will need to be revised.

These considerations were used to inform the Council's recommendations on measuring student growth for purposes of teacher evaluation in the following areas.

Multiple Measures

S.B. 10-191 requires that multiple measures be used to assess student growth, and this is echoed by the following Council recommendation.

11 Recommendation 11 Using Multiple Measures to Assess Student Growth

All districts shall develop evaluation systems which measure teacher performance against Standard VI using multiple measures, in accordance with CDE guidelines.

Teaching Categories for the Purpose of Measuring Growth

Teaching assignments are very diverse, and the evaluation process needs to be able to reflect that reality in order to be meaningful. The work of a third-grade teacher in a self-contained elementary school classroom of 25 students is very different from the work of a high school biology teacher, who may share five sections of students with 20 students in each section with teachers in other subject areas. Some teachers are not assigned to a specific classroom, but

rather to support the needs of students in a particular category such as special education or English language learning. Other teachers are not responsible for students directly, but support classroom teachers through helping to improve instruction.

Because of this variety, an evaluation system must first categorize teachers according to the work that they actually do and the available assessments of student growth that are related to this work, so that other decisions can flow logically from these categories.

12 Recommendation 12 **Assignment of Teachers into Categories for Purposes of Measuring Student Growth for Use in Evaluation**

- A. For the purpose of calculating a teacher’s individual student growth score, districts in collaboration with principals and teachers, including representatives of the local teachers association or federation, if one exists, shall categorize personnel into appropriate categories based on the availability of state summative assessment data (see the report of the TAG student growth work group included in Appendix 8).
- B. Districts, in collaboration with principals and teachers, including representatives of the local teachers association or federation, if one exists, shall choose or develop appropriate measures of student growth (described in Recommendation 13 below) to be used in the evaluation of each personnel category.
- C. Districts shall consider the following issues in selecting assessment measures:
 1. the results of discussions with teachers in the district about which of the available measures will best match their instructional responsibilities; and
 2. the technical quality of the analytic methods available.
- D. Districts shall develop a process for combining individual student growth scores across subjects for educators teaching two or more subjects, where there are multiple sources of student growth information.
- E. Districts shall develop a process for assigning teachers to the role of “teacher of record” versus “contributing professional” for the purpose of state data collection. A teacher need not be identified as a “teacher of record” for a particular student in order for that student’s academic growth data to be used in a teacher’s performance evaluation.
- F. Districts shall clearly articulate to each educator the category or categories of personnel into which they are assigned, and how the growth of the

students they teach will be measured for the purpose of informing their performance evaluation.

- *At **Elena Elementary's** school, all teachers provide instruction in multiple subjects for the students assigned to their classrooms. Teachers in K-2 classrooms teach non-tested subjects, as CSAP currently does not extend below grade 3. A handful of teachers teach "specials" – art, music, and P.E. One teacher provides support for the many English language learners at the school. Another provides support for students with special education needs. Both of these teachers provide pull-out instruction for students and also advise classroom teachers on instructional techniques that will meet the needs of these students.*
- *At **Harry High School's** school, only a handful of teachers teach CSAP-tested subjects. All 11th- and 12th-grade teachers teach non-tested subjects, as CSAPs currently end in 10th grade. Harry's subject of social studies is not tested by a statewide assessment. Many teachers teach electives in this comprehensive high school, which prides itself on the many choices it can provide to students. Two teachers in the school are assigned primarily as instructional coaches. One coach's job is to assist teachers with literacy instruction, and the other's job is to assist with mathematics instruction. Each coach teaches for two periods a day, and spends the rest of the day observing and consulting with classroom teachers.*
- *In **Rita Rural's** school, the small size of the district means there are only two schools: one serving grades ECE-5, and the other serving grades 6-12. Teachers at these schools wear many hats and know that they may be asked to pitch in wherever they are needed. Rita herself teaches all levels of math for the secondary school, and often co-teaches with the science teacher.*

Categories of Measures of Student Growth and Learning

In addition to the variety of teaching assignments that must be taken into consideration, districts must also take into consideration the availability and technical quality of student assessments available for teachers in the different categories. Some teachers are classroom teachers of record for subjects that are tested annually under the statewide CSAP assessment. However, most teachers in Colorado do not teach annually-tested CSAP subjects. The student assessments used to measure student growth in these areas are less clear, and should be identified and categorized by reliability and validity.

The Council heard presentations about the difference between student growth and student learning. Student growth is a technical term that refers to academic growth on standardized measures from one period of time to another. Student learning refers to measures of student learning against academic standards. In some cases, depending upon teaching assignments and available assessments, calculations of student growth are feasible and appropriate, and in some cases only measures of student learning are available. While S.B. 10-191 refers only to student

academic growth, the Council has chosen to interpret this language as including measures of student learning where measures of student growth are not available.

13 Recommendation 13 **Assignment Measures of Student Growth/Learning to Categories**

For the purposes of evaluating the validity and reliability of measures of student growth or learning, the following three categories shall apply. CDE shall develop formal definitions of these data levels and use them to classify popular assessments or assessment approaches, indicating the strengths and potential issues involved with using them to measure student-level outcomes and calculate growth. The Council suggests a general categorization of data into three broad categories such as those described below:

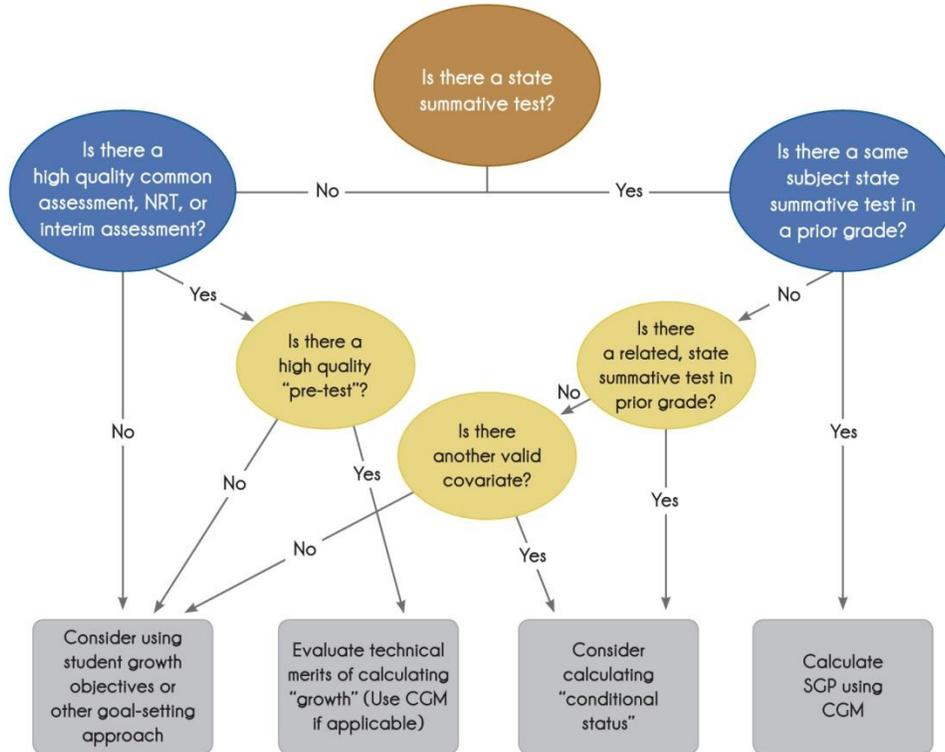
- A. Category A (state criterion-referenced/standards-based) data: CDE-certified student-level assessment data (e.g. CSAP) that is of a technical quality (standardized, external and objective) that allows student growth to be calculated for personnel in specific grades and subjects using the Colorado Growth Model, and justifies its use as a major portion of the educator’s student growth score effectiveness evaluation.
 - B. Category B: Student-level assessment data collected from district-created or vendor-created assessment tools that are comparable across classrooms with demonstrated rigor which meet CDE guidelines for technical quality. This category may also include assessments such as the National Assessment of Educational Progress (NAEP), the SAT and ACT, and other norm-referenced tests. These measures may or may not allow for the calculation of student “growth.”
 - C. Category C: Student-level assessment data using unique teacher or school-based measures collected at the school or individual classroom level, which do not meet the higher technical requirements of Category A and Category B data but which do comply with minimal technical guidelines developed by CDE. These measures may be highly valid as measures of student progress/learning against standards, but will not technically allow for the calculation of student “growth.”
-

Measurement Selection Decisions

There are many ways to measure student growth, some more reliable and valid than others. Because of the high-stakes nature of formal evaluation, the Council seeks to encourage districts to pay close attention to the appropriateness of measures selected. However, the Council also wishes to honor the flexibility of districts to choose the measures that matter most in their communities. After hearing from experts on measuring student growth, the Council decided to

provide guidance to districts on using the best possible measures in given circumstances. This area of the recommendations can be summarized in a flowchart as follow:

Data Decision Flowchart for Calculating Student Growth



14 Recommendation 14 Selection of Measures for Calculating a Teacher’s Individual Student Growth Score

- A. In choosing appropriate measures of student growth, districts shall use at least one of the measures outlined in (E) below, applied in a manner that is consistent with CDE guidance on evaluating the technical rigor of that particular approach.
- B. Districts shall consider both the validity and reliability of data when determining proper student growth measures and their weight. Districts are strongly encouraged to emphasize the validity of the measures they use while maximizing reliability to the extent possible. Districts shall be transparent about what measures of student growth will be included within a teacher’s evaluation.
- C. Measures of academic growth of students designed to improve educators’ knowledge and skills (and ultimately, effectiveness) should be validated for that purpose. CDE shall facilitate the development of such student growth measures and guidelines for validation.

- D. Districts are strongly encouraged to use the data identified in Categories A-C in the previous recommendation as the predominant measure of a teacher's individual performance against Quality Standard VI.
- E. Districts shall measure teacher performance of Quality Standard VI using guidance developed by CDE that informs the selection of reliable and valid available measurement methods. Currently, the most reliable available measurement methods are as follows:
 - 1. For a given category of personnel, if there is a state summative assessment available and
 - (a) there is a state summative assessment available in the same subject for the prior grade, then districts shall use the median student growth percentiles calculated by CDE as part of the Colorado Growth Model;
 - (b) there is a state summative assessment available in a related subject for the prior grade then districts may calculate conditional status;
 - (c) there is another valid covariate, as defined in CDE technical guidelines, then districts may calculate conditional status;
 - (d) there is no other assessment data or covariate available, then districts should consider using student growth objectives or other goal-setting approach.
 - (e) CDE shall develop guidance on the use of student growth objectives, and shall develop high-quality exemplars.
 - 2. For a given category of personnel, if there is no state summative assessment available but there is a high-quality end-of-course, norm-referenced, or interim assessment and
 - (a) there is a high-quality predictive test then districts should calculate growth or value-added results in the most technically defensible manner possible.
 - (b) CDE shall develop guidance on the technical requirements for appropriate use of prior information for calculating student growth and shall develop high-quality exemplars.
 - (c) there is no high-quality predictive test then districts should consider using student growth objectives or other goal setting approach consistent with CDE guidelines.

3. For a given category of personnel, if no state summative assessment is available, and no high-quality end of course assessment, norm-referenced, or interim assessment available, then districts should consider using student growth objectives or another goal setting approach, which is consistent with CDE-developed technical guidelines for the development of SGOs, and choosing an appropriate measure of student growth as per CDE guidelines. In these circumstances, districts may use shared attribution of available and appropriate assessments as a greater proportion of such educators' overall student growth score than outlined in Recommendation X below.
- F. Regarding the choice of assessments for all categories of educators, districts shall meet the technical requirements and considerations laid out in CDE guidelines for measuring student growth for teacher evaluations.
 - G. Districts shall determine locally a policy for determining how the multiple measures of student growth required by Standard VI will be used to determine a teacher's performance of such standard. In developing their weighting policies, districts shall ensure that weights assigned to student growth measures are consistent with the measures' technical quality and rigor.
-

The Council also recognizes that appropriate measures can also differ depending upon the intended use of the data. Discussions regarding how to measure student growth in subjects and grades not currently tested by statewide summative assessments such as CSAP have revealed a tension among competing uses. Depending on which uses are prioritized, different approaches to calculating student growth and incorporating the measures into teacher evaluations are more appropriate. Following are a set of considerations that districts can consider in matching intended use of data to student outcome measures:

- Possible uses of the evaluation system:
 - Rating individual performance
 - Informing personnel decisions
 - Providing educators relevant and useful feedback which can be used to improve instruction.
- Urgency of improving student outcomes.
- Fairness of a system to individual educators.
- Need for a system to be simple enough to be implemented well in a wide variety of districts across the state, and to account for differing district priorities.
- Opportunity to develop measures of student growth and achievement in all areas of Colorado Academic Standards (fairness to teachers in those areas, emphasize importance of these content areas, etc)
- Opportunity to develop new models of measuring student growth and achievement that can inform the assessment of currently tested subjects and grades.

- Enable district- and school-level choice regarding which measures of student growth are most appropriate to meet local needs and objectives.
- Need to ensure that all methods of measuring student growth satisfy some minimum level of technical rigor regarding the calculation of student growth and combining multiple measures.
- Highly varied and often limited local resources available to develop, administer and analyze measures of student growth.
- Impact of small class sizes in calculating student growth.
- Ensuring that determinations of an individual educator's performance are based upon credible evidence that clearly supports the performance rating.

The Council is also making recommendations concerning the development of new measures of student growth, to be guided by the experiences of pilot districts during the implementation period. Those recommendations are contained in the next section.

- **Elena Elementary** teaches reading, writing, math, and science to 5th graders. All of these subjects are tested by CSAP in the 5th grade. For reading, writing, and math, the growth of Elena's students can be calculated using the Colorado Growth Model to compare their scores in 5th grade to the scores they received in 4th grade. However, some students in her class were not in her school or even in the state in 4th grade, so there is no comparison score. In addition, science is tested only in 5th grade, and not in 4th grade at all. In these cases, Elena's district, in consultation with teachers like Elena and the technical resources available from CDE, will need to decide what the "next best" measure will be. For science, the "next best" measure may be a conditional status assessment, using the previous year's math CSAP score. In Elena's district, schools also use NWEA's Measures of Academic Progress (MAP), which may provide a good source of data as well.
- **Harry High School's** district uses a common end-of-course assessment to measure student learning in 10th-grade social studies. This is likely to be Harry's best measure for student learning.
- **Rita Rural** teaches several math classes to several grade levels of students. The biggest problem her district will face in selecting growth measures is the small size of the student sample, which can interfere with accurate growth analysis. The district is looking into collaborating with other districts in its BOCES to increase the number of students being assessed.

The Use of Student Growth Objectives

The Council considers the ongoing improvement of educators' instructional practice to be a significant purpose of the educator evaluation system. The practice of having teachers set Student Growth Objectives for their students in their classes, either individually or as a class, is consistent with this intention. SGOs are traditionally set by a teacher in consultation with his or her principal, and may use a variety of measures, from state assessments to more subjective reviews of student work. Using SGOs as a way to frame student outcomes and growth for all

teachers, across both tested and non-tested subjects and grades, presents the following potential benefits:

- Providing a common framework for considering measures of student growth for all teachers that can incorporate student growth measures which include but can go beyond tests;
- Promoting performance against the Teaching Quality Standards as teachers go through the process of creating individual goals for students or for their classes based on an evaluation of their current level of standards-based mastery;
- Ensuring that all teachers have multiple measures of student growth included in their performance evaluations;
- Promoting a sense of fairness because all teachers in a school will have a common framework for the student growth measure to be included in their performance evaluation; and
- Incorporating measures of individual student growth against Colorado Academic Standards.

However, the use of SGOs is not new, and past experiences with this approach indicate that the following negative outcomes are also possible:

- The SGO process becomes a bureaucratic exercise that wastes teacher time and district resources because the focus becomes about documentation of a process rather than about the development of goals in a way that is closely aligned to instructional practices.
- Implementing SGOs well takes a lot of time and effort at the district level, and efforts by individual districts to develop SGOs across all subjects and grades could be overwhelming, and detract from the ability to undertake SGOs in some areas well;
- The development of SGOs is highly subjective and leads to inconsistent levels of rigor;
- SGOs are set too low and set inadequate expectations for student performance; and
- It becomes difficult to ensure any sort of comparability.

On balance, the Council feels it prudent to explore further the use of the SGO framework as a promising practice during the pilot period, using the time and feedback to determine whether or not the approach warrants inclusion as a mandated component of the final state evaluation framework.

15 Recommendation 15 **Student Growth Objective Framework**

- A. Select districts participating in the pilot of the state model system shall also pilot a Student Growth Objective-based approach to calculating an individual teacher's student growth performance. Participating districts shall ensure that each teacher crafts at least one appropriate student growth objective (SGO) whether the teacher is in a tested or non-tested subject/grade. The development of the SGOs shall be consistent with the recommendations for SGOs in the teacher framework.

- B. CDE shall assist in identifying and explicating the system elements needed to build and maintain an SGO approach, which include:
 - 1. Developing an internal and external “moderating” system to evaluate goals, measures, and determinations.
 - 2. Taking the lead in designing supporting materials for courses that are intended to be aligned to CO standards. These supporting materials could take the form of model goals, suggestions for how to use data to set appropriate goals, and guidelines for developing appropriate monitoring and evaluation measures.
-

Attribution

In many cases, teachers work as teams across grades and subjects. The issue of attribution of student growth and outcomes across a group of teachers was a topic of frequent discussion by the Council. There are two main ways in which the Council examined the issue.

Collaboration. Research supports teacher collaboration strategies such as common planning, integrating knowledge and skills across the curriculum, and providing informal feedback and coaching to colleagues. The Council is extremely mindful of the need to encourage teachers to continue these collaborative practices.

Fairness. In cases where an individual teacher may not be solely responsible for the academic outcomes of a particular student, it is appropriate to attribute outcomes among teachers. The fairness of this calculation is important. For example, a high school teacher teaching economics to four classes of students meeting twice a week for 45 minutes may have valid concerns about the extent to which a given student’s growth will be attributed to him in its entirety, given the number of other teachers and personnel contributing to the educational outcomes of these students.

The Council’s recommendations in this area are intended to address these issues. The Council anticipates that the further work of the Quality Teachers Commission will also serve to inform future decisions about the fair attribution of student growth data among teachers.

16 Recommendation 16 Attribution of Student Data among Teachers

- A. Every district shall determine the method to be used for attributing student growth for students to multiple educators or on a school-wide basis that best supports district and school improvement priorities, school design and mission, collaboration among educators, and available sources of student growth data.
- B. Schools are highly encouraged to include measures of student growth that are attributable to multiple teachers, whether on a school-wide basis or across grades or subjects. For the purpose of including such measures into

an individual teacher's performance evaluation, districts, in collaboration with teachers including representatives of the local teachers association or federation, if one exists, shall categorize personnel into appropriate categories based on the grade level of the students with whom they work and the availability of Category A assessment data. At a minimum, these categories shall include the following broad categories based on the current types of assessments available for students, though districts may add more as they deem necessary:

1. teachers responsible for early childhood and primary students;
 2. teachers responsible for students in intermediate grades (4-8);
 3. teachers responsible for high school students.
- C. Districts, in collaboration with teachers, including representatives of the local teachers association or federation, if one exists, shall choose appropriate Category A or Category B measures of student growth to be used for purposes of shared attribution for each personnel category, or groups of teachers within each personnel category.
- D. Districts shall consider both the validity and reliability of data when determining the student growth measures and their weight. For the purposes of determining student growth measures that will be jointly attributed across teams of teachers or school-wide, districts are strongly encouraged to emphasize the validity of the measures they use while maximizing reliability.
- E. Districts shall develop processes for identifying and handling shared attribution of individual student growth scores for educators falling into more than one personnel category, where there are multiple appropriate sources of student growth information. Districts shall ensure that these teachers' evaluations include student growth measures for all subjects for which they are responsible. Responsibility shall be determined at the district level taking into account a teacher's state "teacher of record" status.
- F. Districts shall clearly articulate to each educator the category or categories of personnel into which they fall and how the growth of the students they serve will be measured and attributed to them for the purpose of informing their performance evaluation.
-

- *In **Harry High School's** district, the district has decided to attribute some part of schoolwide literacy outcomes to teachers of subjects that are primarily based on reading, which includes not only the English department but also the Social Studies department.*

Schoolwide math outcomes are attributed to teachers whose classes require some involvement with math – the Math department, obviously, but also the sciences.

- *In **Elena Elementary's** district, the student growth performance of teachers of students in the early grades (K-2) is assessed through classroom measures of early literacy for their individual students. The results of 3rd grade CSAPs for students who attended the school in grades K-2 are also considered to be part of the student growth performance for these teachers, as their work contributes to the proficiency of the 3rd grade students.*

State Technical Support and Guidelines for Measures of Student Growth

CDE support will be absolutely essential to the implementation of recommendations on student growth data. Most districts in Colorado will not have the internal capacity to be able to implement these recommendations on their own. CDE must support districts through the development and ongoing support of the State Model System for Teacher Evaluation, and by providing clear guidelines for the use of districts choosing to develop local systems.

17 Recommendation 17 **CDE Support for Selection of Student Growth Measures**

- A. The Council recommends that CDE develop guidelines that at a minimum address and require that:
 1. Districts consider the match of available assessments to the instructional responsibilities of personnel categories, both in terms of content and attribution of student learning;
 2. Districts involve teachers in the district, including representatives of the local teachers association or federation, if one exists, in choosing or developing appropriate measures of student growth that match teachers' instructional responsibilities;
 3. State-wide assessments, where available and aligned to instructional responsibilities, be used in the evaluation of student growth;
 4. For subjects with annual state assessments available in two consecutive grades, districts shall use results from the Colorado Growth Model for evaluating student growth;
 5. If available and feasible, districts include at least one additional measure of student growth common to personnel teaching in the same or similar content area (even when state tests are available) in order to create more valid and reliable measure of a teachers' performance of Quality Standard VI;
 6. The content tested shall align to the Colorado Academic Standards;

7. Districts shall incorporate some shared attribution of student growth as part of each individual teacher's student growth calculation.
- B. CDE shall also develop technical guidelines regarding the development and use of various measurement instruments for evaluating student growth, which shall be updated as research and best practices evolve. Tools to be addressed within these guidelines include but are not limited to:
1. The development and use of teacher-, school- or district-developed assessments;
 2. The use of commercially available interim and summative assessments;
 3. The development and use of student growth objectives;
 4. The development and use of other goal-setting approaches; and
 5. Piloting of new and innovative practices.
- C. CDE shall develop and/or provide examples of the following:
1. Approaches to categorizing personnel for the purposes of measuring individual student growth;
 2. Approaches to categorizing personnel for the purposes of joint attribution of student growth;
 3. Exemplars of student growth approaches for all categories of personnel and for the major categories of assessment data available.

Methods of Calculating Student Growth

Once school and district leaders have determined what tools will be used to include student performance information in educator evaluations (see prior recommendations), they will need to calculate student growth or increases in achievement, and determine how to attribute student test scores to teachers. Simply having two scores for each student (e.g., a predictive test and a post-test) does not automatically imply a method for evaluating these scores, or calculating student growth. There are many methodological choices that must be considered when determining how to most validly analyze and incorporate student performance information into educator evaluations. The following language is based on several small working group conversations around the issue of measuring and calculating student growth in both tested and non-tested subjects and grades.

18 Recommendation 18 Analysis of Student Growth Data

- A. Districts shall ensure that:
1. Student growth measures or assessments are technically adequate, as per CDE guidelines, to support the intended analyses and inferences;
 2. Analyses are designed in a manner that warrants valid inferences about student growth. Issues to be considered shall include but are not limited to:
 - (a) ensuring a large enough number of students to warrant reasonably consistent inferences;
 - (b) ensuring that measures are of sufficient levels of reliability.
 3. The approach or model makes design choices explicit and transparent (e.g. in a value-added model the student- or school-level factors which are statistically-controlled for should be clearly identified), and has technical documentation sufficient for an outside observer to judge the technical quality of the approach (i.e. a value-added system must provide adequate information about the model); and
 4. The model, or those implementing the model, should produce and present results in a manner that can be understood and used by educators.
- B. Districts using student growth objectives to evaluate teacher performance shall ensure that each of the following requirements is met:
1. A set of procedures for establishing and evaluating goals is established at the district level. These procedures shall include district-wide policies and practices for using SGOs, as well as guidance for SGO development in specific content areas;
 2. Goals are established at the individual and/or the aggregate classroom level ensuring that individual student goals are ambitious and standards-based;
 3. Aggregate goals are either standards-based or normative, and focus on ensuring that all students make progress towards important, meaningful educational outcomes;
 4. Goals are based on data such as prior assessment/grades history and reflect meaningful (e.g., college readiness) and measurable targets;

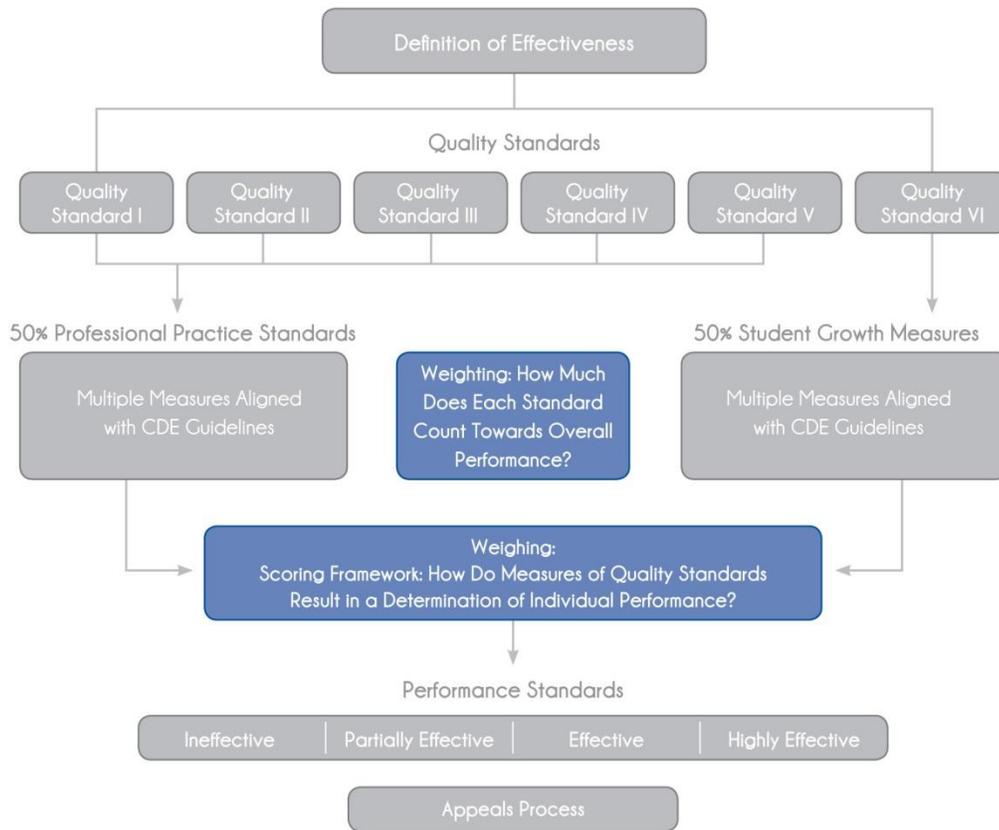
5. If multiple goals are established for each student, at least one of the goals must be a long-term goal (e.g., a semester or year);
 6. Goals are set by teachers in consultation with professional learning communities, a committee of peers, and/or principals, and monitored by colleagues;
 7. Progress toward and attainment of goals is determined by measures that are aligned with the learning targets and technically appropriate to determine whether students have actually met the goals; and
 8. The assessments used to measure student goals are reviewed by a committee of peers and administrators to judge their adequacy for evaluating student progress towards the goals.
- C. Districts using any other measures of student growth including student growth percentiles, value-added models, growth models, or conditional status models to evaluate teacher performance shall ensure that the following requirements are met:
1. Assessments are technically adequate, as per CDE guidelines, to support the intended analyses and inferences
 2. Analyses are designed in a manner that warrants the conclusions which are being drawn from the results. Issues to be considered shall include but are not limited to:
 - (a) ensuring a large enough number of students to warrant reasonably consistent inferences, and
 - (b) ensuring that measures are of sufficient levels of reliability.
 3. The approach or model makes design choices explicit and transparent (e.g. in a value-added model transparency about student- or school-level factors which are statistically-controlled for), and has technical documentation sufficient for an outside observer to judge the technical quality of the approach (i.e., a value-added system must provide adequate information about the model),
 4. The model, or those implementing the model, should produce and present results in a manner that can be understood and used by educators to improve instruction.
-

CDE support will be essential to successful implementation of student growth measures and analysis, especially as techniques for measuring student growth evolve over time.

19 Recommendation 19 **CDE Support for the Analysis of Student Growth Data**

- A. CDE shall develop additional technical guidelines to assist districts in developing specific approaches to analyzing student growth data and converting initial scores into student growth ratings. Guidelines will specify the technical requirements by analytic method, and at a minimum provide districts with guidance sufficient to ensure that:
1. Prior and post test scores are from assessments in the same subject with adequate student-level correlations or in subjects that are conceptually-related;
 2. Analyses are conducted on adequately large student sample sizes, which will vary by technique and shall be specified in CDE guidelines;
 3. Assessments are technically adequate to support the intended analyses. Technical guidelines shall be adequate to ensure that:
 - (a) Both prior and post assessments meet minimum reliability thresholds;
 - (b) Both assessments are aligned to the same content domain in conceptually coherent ways (e.g. CSAP scores from 8th grade could be used as a predictive score for a 9th grade algebra class; and 8th grade ELA CSAP grade probably should not);
 4. Each assessment uses a scale that has adequate interval properties; and
 5. Each test has sufficient “stretch” or variability in the scores to account for a wide range of student abilities.
- B. CDE shall develop additional guidelines to ensure that in making decisions concerning the attribution of school-wide growth on state summative assessments to individual teachers, districts shall ensure that decisions reflect school-wide student outcome goals and school design, and employ a shared decision-making approach for determining levels and types of attribution.
-

STATE COUNCIL FOR EDUCATOR EFFECTIVENESS
Framework for System to Evaluate Teachers



Weighting Policies for Student Growth Measures

Multiple measures of student growth are required by SB 191, but districts have the discretion to decide how to weight the respective measures. In this, districts should be guided by the relative accuracy and rigor of the measures.

20 Recommendation 20
Weighting of Student Growth Measures

Districts shall determine locally a policy for determining how the multiple measures of student growth required by Standard VI will be used to determine a teacher’s performance of such standard. In developing their weighting policies, districts shall ensure that weights assigned to student growth measures are consistent with the measures’ technical quality and rigor.

Combining Multiple Measures Flow Chart for Teachers

(with EXAMPLES of possible measures)

PROFESSIONAL PRACTICE

1. Observation results
2. Student survey data
3. Review of lesson plan

Observation score +
Survey score +
Lesson plan score

=

Professional practice score

STUDENT GROWTH

1. SGO result - CSAP based
2. Student portfolio score
3. Shared attribution score

Convert scores into student growth per guidelines

SGO growth rating +
Portfolio growth rating +
Shared growth rating

=

Student growth score

+



[SAMPLE] SUMMARY RATING SHEET FOR TEACHERS	1	2	3	4	5
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					
Overall Rating for Standard I					
Standard II: Teachers establish a respectful learning 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 families and significant adults in the lives of their students					
Overall Rating for Standard II					
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 emotion development of their students					
B. Teachers plan learning experiences appropriate for their students					
C. Teachers us 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					
Overall Rating for Standard III					
Standard IV: Teachers reflect on their practice					

A: Teachers demonstrate that they analyze student learning					
B: Teachers link professional growth to their professional goals					
C: Teachers function effectively in a complex, dynamic environment					
Overall Rating for Standard IV					
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					
D: Teachers demonstrate high ethical standards					
Overall Rating for Standard V					
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					
Overall Rating for Standard VI					

Aggregation

For purposes of preparing for scoring and rating individual teacher performance, districts should then aggregate the multiple measures used to determine performance on Standards I-V and Standard VI separately. These aggregated results should then be converted into two single scores, one for performance on Standards I-V and one for performance on Standard VI. The charts below depict the process from measurement collection to weighting to aggregation of measures:

For example, a district may use a scoring sheet like the one below to score teachers on each aspect of the Quality Standards. This example uses a 5-point scale to assign scores to each Element of Standards I-VI, as well as overall scores for each standard.

In this example, the scores for each substandard would then be combined into a total score for Standards I-V and a total score for Standard VI. The chart below depicts the scores of a fictional 8th grade ELA teacher, a novice in his first year. Note the weights that the fictional district has chosen to assign to the various Standards I-V. In this district, the points earned by the teacher for each standard are multiplied by the weight for that standard to obtain the total score for the standard. The total scores are then added together and divided by the total weights to obtain the weighted average for Standards I-V, which then is the score for Standards I-V.

STANDARDS I-V	POINTS	WEIGHT (6)	TOTAL
I: Know Content	3	.5	1.5
II: Establish Environment	4	2.25	9
III: Facilitate Learning	3	2.25	6.75
IV: Reflect on Practice	2	.5	1
V: Demonstrate Leadership	1	.5	0.5
CALCULATE WEIGHTED AVERAGE		6.0	18
		FINAL SCORE	3.1 -> 3

The calculation of the score for Standard VI, Student Growth, is similarly obtained by multiplying the points awarded for each measure multiplied by the weight assigned to that measure. In this example, the teacher’s growth score is assessed by three measures: CSAP scores assigned to the teacher; schoolwide CSAP scores attributed to the teacher as well as others in the school; and the results of student growth objectives as demonstrated by portfolio.

VI: STUDENT GROWTH STANDARD	POINTS	WEIGHT (6)	TOTAL
Measure 1 (CSAP score)	3	2	6
Measure 2 (school-wide CSAP average)	2	2	4
Measure 3 (SGO outcome, work portfolio)	3	2	6
CALCULATE WEIGHTED AVERAGE		6	16
		FINAL SCORE	2.66 -> 3

This teacher’s score for the professional practice standards is 3, and his score for the student growth standard is also 3. As described in the next section, these scores are then used to place the teacher in a particular rating category according to a statewide scoring framework.

21 Recommendation 21 Aggregating Multiple Measures for Scoring Purposes

Districts shall aggregate the multiple measures of teacher performance about quality standards I-V into a single score; and aggregate the multiple measures of teacher performance against quality standard VI (student growth) into a single rating.

Components Four and Five: Scoring Framework and Performance Standards

After collecting, analyzing, weighting, and aggregating the data, each teacher is assigned a single score for performance on Standards I-V, and a single score for performance on Standard VI. Districts must now use these scores to place teachers in ratings categories. The Council's recommendations require districts to use a statewide scoring framework and the same set of statewide performance ratings in taking this action.

The implications of getting the scoring framework right are highlighted in the next set of recommendations. S.B. 10-191 was subject to heated debate precisely because it was intended to assign significant consequences to teacher evaluation ratings. Experienced teachers whose performance is below expectations are subject to the loss of job protection established through nonprobationary status. Inexperienced teachers whose performance is below expectations do not attain nonprobationary status and hence do not have job protection. Each of these represents a huge departure from prior law and practice. This represents both the promise and the peril of S.B. 10-191 – it is extremely important to accurately assign teachers to the appropriate rating category.

HUMAN JUDGMENT

The Council engaged in lengthy and thoughtful deliberations about how best to categorize the performance of personnel on a statewide scoring framework. Deliberations focused on the following questions:

- Does S.B. 10-191 task the Council with simply redefining performance standards, or does it ask the Council to completely rethink current systems of scoring and rating?
- How many performance standards are needed in order to most accurately and fairly provide feedback to educators on their performance while also informing decisions about professional supports and statutory job protections? S.B. 10-191 requires the categories of Ineffective, Effective, and Highly Effective, and expressly allows the Council to create additional categories. Multiple performance ratings do a better job of capturing the nuances of levels of performance under a variety of circumstances; fewer ratings allow for a clearer picture of performance acceptability for both educator and evaluator.
- What are the definitions, implications, and consequences of each performance standard? If the Council decides to add a rating of “partially effective,” what should that

mean? Should the category be available only under certain circumstances? Should the availability of the rating be time-limited?

- What potentials and opportunities exist for people to game the system for either good or ill intentions? How can the system both possess negative consequences for misuse and positive rewards that encourage innovations?
- What is the professional growth trajectory of novice educators, and how can the state scoring framework acknowledge meaningful growth trajectories while still holding novice teachers to high performance expectations?

The Council agreed that these questions lie at the heart of S.B. 10-191 and are central to the overall recommendations. The Council also takes seriously its obligation to provide recommendations that are supported by research, evidence, and data; that support its stated goals; and have a strong likelihood of producing the desired results of increasing student achievement and elevating the education profession. The recommendations in this section should be viewed as initial recommendations subject to the data collected and analyzed during the pilot phase of implementation.

In discussing the objectives of a fair and transparent scoring framework, the Council agreed that an evaluation system shall:

- Incorporate methods of identifying when potentially unfair or inappropriate decisions are being made. Evaluations of educator performance will continue to be a largely human endeavor that relies upon systematic human judgments. Data should be analyzed to identify instances when that judgment is applied in a way that appears to be unfair or inconsistent. Data shall not, however, be used to make determinations without further inquiry. For example, consistently high performance ratings for educators in a school with low overall student growth need to be investigated.
- Provide accurate feedback to teachers about their professional practice and impact on student achievement.
- Create a system that strives for transformational change in student results and the professional practice of educators.
- Acknowledge and incorporate research about the unique learning needs and attributes of novice teachers during their first two years of service.
- Hold all educators to clear standards and high performance expectations.

The Council considered each of these objectives and ultimately determined that a single statewide scoring matrix should be used to assign all teachers to performance standards. Consideration of a novice teacher's developing skills should influence the consequences of performance but should not change the evaluation of their performance. (See XX)

The SAMPLE state scoring framework used below has NOT been developed through the type of standard setting process anticipated to be developed during the pilot phase, but is for illustrative purposes only. Done well, setting the standards for the actual statewide scoring matrix should be a deliberative and systematic process designed to develop shared meaning among those individuals engaged in the process so they may establish cut points for performance based upon a common understanding of effective performance. The Council recommends that this standard setting process be undertaken by a group of stakeholders after the pilot period has generated data which could be used to inform the points at which educators transition between performance standards.

State Scoring Framework Matrix for Teachers

This matrix is only a SAMPLE to illustrate for the reader what form the final scoring matrix will take. The final matrix may have a different number of rows and/or columns; and actual placement of the ineffective, partially effective, effective and highly effective boxes will be recommended by the Council and CDE after analysis of the pilot data.

Quality Standards Score	5	Partially Effective	Partially Effective	Effective	Highly Effective	Highly Effective
	4	Ineffective	Partially Effective	Effective	Effective	Highly Effective
	3	Ineffective	Partially Effective	Effective	Effective	Effective
	2	Ineffective	Partially Effective	Effective	Effective	Effective
	1	Ineffective	Ineffective	Partially Effective	Partially Effective	Partially Effective
		1	2	3	4	5
Student Growth Score						

The Council’s recommendations with respect to the state scoring framework should be considered preliminary. The Council will annually review data about teacher performance as rated on the recommended scoring framework. If the framework is perceived as too rigid or too flexible for its intended purposes, or otherwise not meeting the objectives listed above, CDE (advised by a Council subgroup) will make appropriate adjustments. The Council will submit final recommendations to the State Board of Education on the actual statewide scoring framework matrix no later than July 31, 2015.

22 Recommendation 22 Preliminary State Scoring Framework and Performance Standards for Teachers

- A. Four performance standards shall be used statewide: Ineffective, Partially Effective, Effective, and Highly Effective.
- B. A single, common statewide teacher performance scoring framework shall be used to assign both novice and experienced educators to one of the four performance standards. This scoring framework would aggregate determinations of a teacher’s performance on his/her professional practice (Standards I-V) into a single rating and compare that to a teacher’s performance on student growth (Standard VI) to determine overall performance.
- C. A statewide scoring framework matrix shall be adopted with a minimum of five scoring ratings for both professional practice and student growth, to avoid a one-to-one correlation between final scores on professional practice and/or student growth and the performance standards. This requires districts to aggregate multiple measures of professional practice and multiple measures of student growth into a single score, in accordance with Council recommendations and CDE guidelines explicated elsewhere in this framework. These scores would then be inserted into the Statewide Scoring Matrix and converted into a performance standard rating.
- D. The Council shall support CDE in implementing the statewide scoring framework, including the development of a final scoring matrix during the pilot phase of implementation. CDE shall develop guidelines for how measures of performance on the Teacher Quality Standards should determine assignment into one of the performance categories.
- E. Performance ratings assigned to teachers using the new statewide scoring framework matrix should be without consequences during the pilot period. A teacher whose performance is or is likely to be deemed “ineffective” using the pilot framework should also receive a summative evaluation using an existing performance framework in place in the district.
- F. For the purpose of the scoring framework, a novice shall be defined as a teacher within his or her first two years of service in teaching.

- G. Districts shall use the indicators below for determining a teacher’s assignment into each performance standard and the implications for such a placement for different categories of educators.

1. Ineffective:

- (a) *Indicator:* A teacher whose performance indicates that both their professional practice and impact on student growth fall below minimal expectations.
- (b) *Implication for support:* A teacher whose performance is rated as ineffective shall be considered as being in need of additional support. Whenever there is evidence that an educator is in need of support, districts shall collect data about teacher performance through observations or other methods as soon as practicable. This data shall be shared with the educator in a manner that facilitates improvement and the educator shall be provided with additional professional development and supports in a timely manner.
- (c) *Implications for earning or losing nonprobationary status:*
 - (i) A nonprobationary teacher who is rated in the ineffective category for two consecutive years loses nonprobationary status.
 - (ii) For probationary teachers, an ineffective rating does not count towards the accrual of years towards non-probationary status.

2. Partially effective:

- (a) *Indicator:* A teacher whose performance indicates that either their professional practice or their impact on student achievement falls below minimal expectations.
- (b) *Implication for support:* A teacher whose performance is rated as partially effective shall be considered as being in need of additional support. Whenever there is evidence that an educator is in need of support, districts shall collect data about teacher performance through observations or other methods as soon as practicable. This data shall be shared with the educator in a manner that facilitates improvement and the educator shall be provided with additional professional development and supports in a timely manner.

(c) *Implications for earning or losing nonprobationary status:*

- (i) For a novice teacher in his/her first year of service, a rating of partially effective will be considered the first of three consecutive years of effective performance needed to earn nonprobationary status. Nonprobationary status in this instance would only be earned if the teacher is subsequently rated effective or above in the consecutive two years.
- (ii) For a novice teacher in his/her second year of service, a rating of partially effective will not count towards the accrual of three years of effectiveness needed to reach nonprobationary status.
- (iii) For a non-novice probationary teacher, a rating of partially effective will not count towards the accrual of three years of effectiveness needed to reach nonprobationary status.
- (iv) For a nonprobationary teacher, a rating of partially effective will be considered the first of two consecutive years of ineffective performance that results in loss of nonprobationary status. Nonprobationary status in this instance would only be lost if the teacher is subsequently rated partially effective or ineffective or above in the following consecutive year.

3. Effective:

- (a) *Indicator:* A teacher whose performance indicates that both their professional practice and their impact on student achievement meet expectations.
- (b) *Implication for support:* Effective teachers will be evaluated and receive supports in accordance with Council recommendations and as determined by the district.
- (c) *Implications for earning or losing nonprobationary status:*
 - (i) A probationary teacher must receive a performance standard of effective for three consecutive years to earn nonprobationary status.
 - (ii) A nonprobationary teacher must maintain an effective rating to retain nonprobationary status. Two consecutive ratings below effective will result in the loss of nonprobationary status.

4. Highly effective:

- (a) *Indicator:* A teacher whose performance indicates that both their professional practice and their impact on student achievement exceed expectations.
- (b) *Implications for support:* Highly effective teachers will be evaluated and receive supports in accordance with Council recommendations as determined by the district.
- (c) *Implications for earning or losing nonprobationary status:* For the purposes of gaining or losing nonprobationary status, a rating of highly effective shall have the same implications as a rating of effective.

Consequences for Performance Standard Ratings for Teachers

These are proposed consequences that would not take effect until after the completion of the pilot period. The Council recommends gathering data about the implications of these proposed consequences in order to inform recommendations for the final State Scoring Framework Matrix for Teachers.

	Year 1	Year 2	Year 3	Outcome
Novice*	Partially Effective	Effective	Effective	Non-probationary
Novice	Partially Effective	Partially Effective	Effective	Probationary
Novice	Effective	Partially Effective	Partially Effective	Probationary
Novice	Partially Effective	Effective	Partially Effective	Probationary
Probationary Non-novice	Partially Effective	Effective	Effective	Probationary

* For the purposes of the State Scoring Framework, a novice is defined as a teacher in his/her first year of teaching.

	Year 1	Year 2	Outcome
Non-probationary	Partially Effective	Effective	Keep Non-probationary Status
Non-probationary	Partially Effective	Ineffective	Lose Non-probationary Status
Non-probationary	Ineffective	Ineffective	Lose Non-probationary Status
Non-probationary	Partially Effective	Partially Effective	Lose Non-probationary Status
Non-probationary	Ineffective	Partially Effective	Lose Non-probationary Status

- H. A formal rating of teachers as Effective, Partially Effective, Highly Effective, and Ineffective shall be completed each year, using a body of evidence collected systematically in the months prior. Districts shall collect evidence of teacher performance with enough frequency to ensure that the complete body of evidence leads to a fair and reliable measure of each teacher's performance.
- I. In support of the statewide definition of teacher effectiveness, the educator scoring framework shall weight no professional practice standard less than 15 percent of the overall aggregate score for professional practice in Standards I-V (or 7.5 percent of the overall score), ensuring that educators demonstrate proficiency against all standards in order to be considered effective. Districts may allocate the remaining 25 percent among Standards I-V in whatever manner they deem best meets the needs and goals of the local community. As a result, any one of Standards I-V can determine up to 40 percent of a teacher's overall professional practice performance as captured in Standards I-V.
- J. Districts may elect to weight professional practice standards differently for novice educators than for experienced educators in order to take into account district priorities for the expectations, development, and support of novices.
- K. The adoption of rules that set guidelines for establishing performance standards and criteria to be applied in assigning educators to appropriate categories pursuant to CRS 9-22-105.5(c)(III)(3)(c) requires an analysis of data as delineated below. This data will result from the 2011-15 pilot and rollout of the new performance evaluation system and will be used to inform the creation of a finalized scoring framework. Specifically, CDE and pilot districts shall collect data on the following questions and analyze the data, in partnership with an advisory group of Council members:
 - 1. What percentage of teachers fall into each performance category?
 - 2. How are districts responding to teachers who fall into each category in terms of decisions about supports, dismissals, and state protections?
 - 3. How do ratings under the new system compare to ratings under previous systems?
 - 4. How and in what ways do weightings influence performance ratings?
 - 5. What correlations exist between student growth and professional practice? What additional data is needed to assess large discrepancies between performance on the professional performance standards and the student growth standard?

6. What correlations exist between a school's performance and the ratings of teachers within that school?
 7. What correlations exist between a principal's rating and the ratings of teachers within that school?
 8. What correlations exist between ratings and appeals?
 9. What does disaggregated data suggest about the scoring of novice teachers as a separate personnel category?
 10. What does disaggregated data suggest about the scoring results for nonprobationary teachers?
 11. What are the implications for districts and schools of this approach to scoring teachers?
 12. What are the implications for scoring results on the teaching profession as a whole?
- L. In 2015, CDE, in consultation with the Council, shall evaluate the data and feedback collected during the 2011-15 implementation period in order to determine whether the state scoring framework adequately supports the objectives outlined by the Council, and shall present recommendations to the State Board of Education based on this data and analysis.
-

- **Elena Elementary** receives high scores for both professional practice and student growth, and is rated *Highly Effective*. In her district, this results in a bonus, and also makes her eligible to participate in a group of veteran teachers that the district uses to coach other teachers. A significant number of teachers in her school were shocked by ratings of *Ineffective* or *Partially Effective*, even though they knew that might be a possibility from earlier feedback. Her principal is working with the district to put together professional development and coaching resources to address some common themes.
- **Harry High School** is rated *Partially Effective*, and he is not surprised. The intensive support he had received as a novice teacher had spotlighted some areas where he needed improvement. He knows that *Partially Effective* is considered to be a normal rating for a first year teacher, and he knows exactly what he wants to work on to raise his rating next year.

Judgment Calls and Weighing Policies

Even after collecting and analyzing data, assigning weights, and aggregating measures to obtain a single score for Standards I-V and a single score for Standard VI, districts may still be faced with unclear decisions. For example, how should a teacher be rated who scores highly on student growth but poorly on professional practice? How should a teacher be rated if their performance was affected by personal tragedy or illness? District weighing policies reflect how decision-makers will handle these outlying cases, using professional judgment.

23 Recommendation 23 Weighing Policies

Districts shall develop policies regarding the use of professional judgment in determining how the score developed through the aggregation of multiple measures will ultimately be used. Districts shall clearly articulate how instances of conflicting teacher performance data shall be handled for the purpose of high-stakes decisions. These policies shall align with CDE developed guidelines.

- *One of the teachers in **Rita Rural's** school had a difficult year. She was diagnosed with a chronic illness that affected her energy and concentration levels. Other teachers pitched in to help throughout the year, and she is now on medication that allows her to teach at her usual capacity. But her professional practice and student growth measures suffered, and the scoring framework would rate her as Ineffective. The district has authorized the use of the category Partially Effective for teachers whose ineffective performance was directly caused by illness, and her principal decides that Partially Effective is the appropriate category.*

Component Six -- Appeals

S.B. 10-191 requires the Council to recommend guidelines addressing, among other things, “ ... [A] process by which a nonprobationary teacher may appeal his or her second consecutive performance rating of ineffective and submit such process by the first day of convening of the first regular session of the sixty-ninth general assembly to the education committees of the house of representatives and the senate, or any successor committee ...” CRS 22-9-105.5(e)(VII). The first regular session of the sixty-ninth general assembly will convene in January 2013. Given this deadline, the Council plans to develop recommendations for this area during the pilot period. The report of the working group charged with this issue is located in Appendix 8.

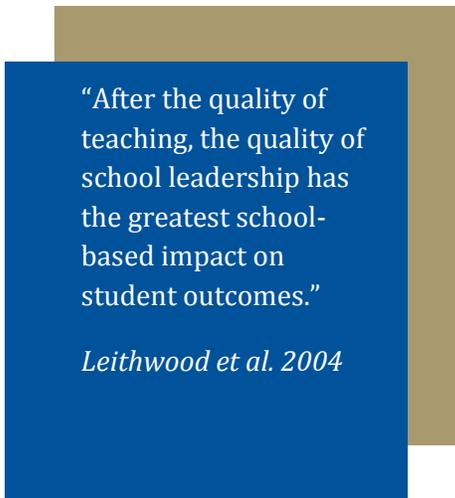
VI. Principal Evaluation

Effective school leaders are absolutely essential to school performance -- they articulate and hold the vision for the school, set high expectations for staff and students, and create an environment that enables continuous and engaged professional learning and improvement.

In making its recommendations, the Council created a State Framework for Principal Evaluation Systems that uses many of the same components as the State Framework for Teacher Evaluation Systems, but also recognizes the differences in professional duties and responsibilities. Like teachers, data on student growth is also critical to the evaluation of principals. However, the principal framework emphasizes the fact that principals are responsible for the success of their school overall, including the success of all students and all teachers in the school.

The Council's recommendations in this area reflect its efforts to balance numerous and sometimes competing objectives:

- Ensuring that local districts can make decisions that best fit the specific context of their schools and communities
- Recognition that S.B. 10-191 does not create job protection for principals
- Supporting the critical role of school leaders in supporting teachers in performing effectively and improving student outcomes
- Recognizing the benefits of matching student and teacher needs with principal strengths



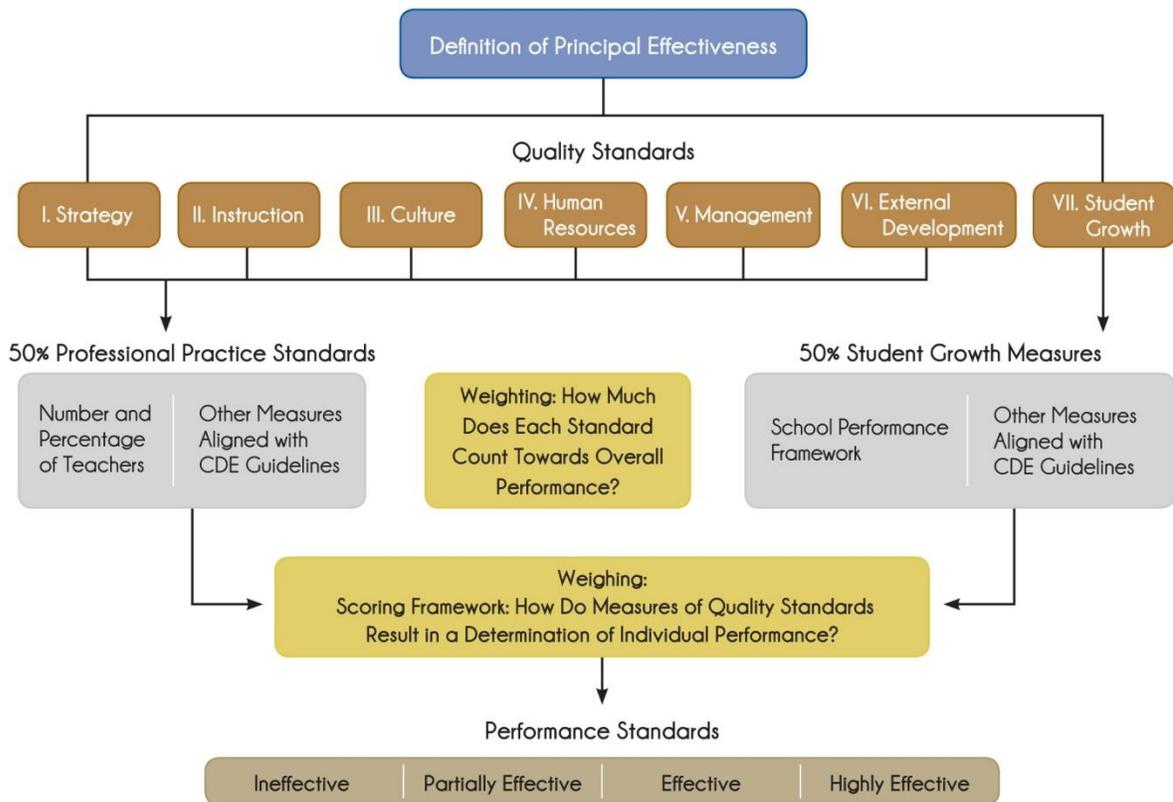
“After the quality of teaching, the quality of school leadership has the greatest school-based impact on student outcomes.”

Leithwood et al. 2004

24 Recommendation 24 State Framework for Principal Evaluation Systems

All districts in the state shall evaluate the performance of principals using the State Framework for Principal Evaluation Systems.

STATE COUNCIL FOR EDUCATOR EFFECTIVENESS Framework for System to Evaluate Principals



Summary Overview of Recommendations for Principal Evaluation

As with the new system for teacher evaluations, the Council sought to balance uniformity with flexibility in creating its recommendations for principal evaluation systems. All principal evaluation systems must use the state framework, the state definition for effective principals, and the quality standards for principals, and must use multiple measures to assess performance that include data about teacher and staff perceptions and the School Performance Framework. Local flexibility may be exercised in selecting additional measures. The chart below summarizes the mandatory and discretionary parts of the State Framework for Principal

Evaluation Systems. Please note that recommendations for the state scoring framework and performance standards will be addressed in the Council’s continuing work.

Component	Common Statewide	Local Flexibility
Overall framework for evaluation	All districts shall include the components of the State Framework for Principal Evaluation Systems in their evaluation systems.	None
Definition of effective principals	All districts shall use the statewide definition of principal effectiveness.	None
Principal quality standards	All districts shall use the seven Colorado Principal Quality Standards to evaluate principals.	None
Measuring leadership practice (Standards I-VI)	Districts shall use data on teacher/staff perceptions and data on performance ratings for teachers in the building.	Districts may develop/select additional measures for leadership practice, provided they are in compliance with CDE guidelines.
Measuring student growth (Standard VII)	Districts shall use the measures included in the School Performance Framework.	Districts may develop/select additional measures for student growth that are consistent with the student growth measures used for teachers in the school.
Weighting	Performance against Standards I-VI (leadership practice) shall account for no more than 50% of a principal’s rating; performance against Standard VII (student growth) shall account for at least 50% of a principal’s rating.	Districts may choose to assign different weights to Standards I-VI, provided that each substandard must count for at least 10% of the total score for Standards I-VI.
Scoring Framework Matrix	All districts shall use the state scoring framework to score principal performance.	None.
Performance Standards	All districts shall use statewide performance standards in rating principals.	None.

Component One: The Definition of Principal Effectiveness

The role of principal is just as complex as the role of the teacher. Principals today have many areas of responsibility. They are the holders of the school’s vision for itself and facilitators of the strategies needed to accomplish the school’s goals. They provide instructional leadership to their teachers, manage interpersonal dynamics within the school and external relations outside the school, and oversee budget, human resource, and other operational functions. Ultimately, the principal is held accountable for the success of the school.

25 Recommendation 25 Statewide Definition of Principal Effectiveness

All districts shall use the following Colorado 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.

Component Two: Colorado Principal Quality Standards

In developing the Colorado Principal Quality Standards, the Council relied heavily on the School Leadership Academy Board, formed pursuant to a 2008 state law. This Board looked closely at different versions of principal standards across the country and provided the basic framework for the Council’s recommendations for Colorado’s Principal Quality Standards. As with teachers, S.B. 10-191 requires at least 50 percent of a principal’s evaluation to be based on student academic growth, so the Council included a standard addressing student growth for principals intended to ensure that principals’ goals

“A principal’s job can be very isolated. There’s not as much collaboration. The principal often feels like the hammer, ‘You either go or stay.’ But now there’s more opportunity for collaboration and support.”

Margaret Crespo, Council Member and Principal, Heath Middle School in Greeley

are aligned with those of teachers in the building.

As with the Colorado Teacher Quality Standards, **bolded text** represents mandatory language that must be addressed in evaluating principal performance, while unbolded text contains descriptions intended to assist districts in developing or choosing observation and measurement tools.

26 Recommendation 26 The Use of the Colorado Principal Quality Standards

All districts shall evaluate the performance of principals on the full set of Principal Quality Standards and the associated detailed descriptions of knowledge and skills (also known as “Elements”). Districts shall not create additional Principal Quality Standards or Elements of Principal Quality Standards.

27 Recommendation 27 Colorado Principal Quality Standards

1. Standard I: Principals demonstrate strategic leadership

- 1.1. **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. Principals engage all stakeholders in building a shared vision of student learning outcomes for the school community that reflects the State of Colorado’s definition of school readiness, and Colorado’s definition of postsecondary and workforce readiness, including student readiness for global citizenship. They ensure that the school’s mission and strategic goals all directly support this vision of student success, in a way that is aligned with district priorities.
- 1.2. **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. Principals ensure that the school improvement plan is an actionable, meaningful plan that includes the implementation of strategies to identify and support student engagement, healthy development, attendance and successful completion of school for all students. The plan should be reviewed frequently and revised to adjust strategies based on progress toward goals. The principal shall ensure that any school improvement plans

are aligned with and mutually supportive of each other and existing district plans.

- 1.3. **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.** Principals demonstrate the ability to effectively manage organizational change, developing and fostering a collaborative culture that inspires innovation, creativity, and continuous school improvement. They model self-awareness, reflective practice, transparency and ethical behavior. Principals analyze organizational practices and make changes as necessary based on a review of data. They understand the implications of changes for the school community, and demonstrate flexibility and adaptability. Principals can clearly define and communicate challenges to all stakeholders in their school community and can implement problem-solving strategies to seek positive solutions to school challenges.
- 1.4. **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.

2. **Standard II: Principals demonstrate instructional leadership**

- 2.1. **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.** Principals demonstrate current knowledge of research in teaching, learning and child development, and ensure that their schools provide a comprehensive education that promotes cognitive, physical, mental, social emotional health and growth. They ensure that an age-appropriate curriculum consistent with the Colorado Academic Standards is taught and monitored through effective formative assessment practices, and the use of summative assessments. They engage staff in developing knowledge about student development, curriculum, instruction, assessment, and analysis and use of data in order to establish and achieve high expectations for students. Principals ensure high expectations for all

students, including students identified as gifted, students with disabilities, and students considered “at risk” of school failure.

- 2.2. **Instructional Time: Principals create processes and schedules which maximize instructional, collaborative, and preparation time.** They ensure that teachers and other adults working with students have time, structures, opportunities and the expectation of planning, working, reflecting and celebrating together to improve instructional practice.
- 2.3. **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.** They demonstrate current knowledge of best practices in PK-20 instruction and assessment, and are able to monitor delivery of high-quality instruction. They encourage and support teachers in utilizing research-based methods to develop and employ multiple instructional approaches; developing personalized learning opportunities for diverse learners; planning lessons that allow students to apply and demonstrate learning connections in creative and meaningful ways; integrating technology and formative assessment practices into instruction to increase student engagement and learning; and using multiple methods of progress monitoring to track student learning and adjust instruction as needed. Principals ensure that the school’s structures and daily schedules are supportive these instructional goals. They are good listeners and coaches and are able to give and receive feedback.
- 2.4. **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.** Principals make available to the school community, as appropriate, data about student performance. Principals actively engage the school community to interpret and respond to available data on student achievement and other performance indicators. Principals collect and analyze available data regularly to monitor progress and make appropriate adjustments designed to improve performance outcomes. Principals ensure that data are turned into meaningful information that can be used by teachers, students and parents/guardians to identify goals, implement evidence-based strategies, monitor and evaluate the impact of instructional programs, and promote organizational learning.

3. Standard III: Principals Demonstrate School Cultural and Equity Leadership

- 3.1. **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.** Principals articulate a strong and clear vision for the school's culture, and foster broad ownership among the school community for that vision. Principals deploy school structures in a manner the supports the culture. They build relationships that create a trusting, collaborative, innovative, respectful and supportive school culture where teachers want to work, students want to learn and all families feel welcomed and empowered to help their students succeed.
- 3.2. **Commitment to the Whole Child: Principals value the cognitive, physical, mental, social, and emotional health and growth of every student.** Principals build a school culture that supports comprehensive education that promotes cognitive, physical, mental, social and emotional health and growth of students. They engage school and community-based resources to support students and their families.
- 3.3. **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.** Principals ensure that all adults in the school have high expectations for all students, and believe that all students can reach those high expectations. They support the use of a variety of teaching styles designed to meet the diverse needs of individual students. Students' individual backgrounds are valued as a resource, and principals advocate for approaches to instruction and behavioral supports that build on student strengths.
- 3.4. **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.** Principals foster a school culture which supports and celebrates on-going efforts at improvement through innovation and risk-taking. They facilitate candid discussions with the school community about student achievement and other performance indicators. They recognize the achievements of individuals and the school as a whole while acknowledging areas needing improvement by modeling self-awareness, transparency and ethical behavior.

4. Standard IV: Principals Demonstrate Human Resource Leadership

4.1. **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. Principals communicate regularly about the changing context for teaching and learning, and create a collaborative culture and overall structure for on-going learning that fosters teacher learning and develops teacher leaders.

4.2. **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. Principals include in their professional development plan explicit reference to the ways in which they intend to address the counts and percentages of effective teachers in the building. They recruit, retain and support high-quality and effective teachers and staff, and implement a systemic process for comprehensive, effective, and research-based professional development, coaching and mentoring that is differentiated for adults to support student learning. As appropriate, principals create school-wide structures that ensure that teacher candidates and other educator interns provide support for students, and increase embedded professional learning opportunities for experienced educators in the school. They demonstrate the ability to dismiss staff members who are ineffective or otherwise unsatisfactory after plans for professional improvement and support have proven unsuccessful.

In order for principals to be fairly evaluated on this Element 4.2, they must have the authority to make decisions about the staffing of their schools. The Council recommends that districts adopt procedures that provide principals such authority in a way that permits the fair assessment of a principal's performance under this Element. At the very least, principals should be able to select staff from a pool of qualified candidates maintained by the district.

See Recommendation 59.

4.3. **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. They implement a systemic process for evaluation of all staff members that leads to the continuous improvement of performance. For teachers, this includes the provision of frequent and timely feedback and supports. Principals recognize and celebrate quality teachers, and provide professional development coaching for teachers needing support in order to improve instruction and student learning outcomes.

5. Standard V: Principals Demonstrate Managerial Leadership

- 5.1. **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.** They implement effective operational systems to use time, personnel, technology and resources to support student learning. Within the parameters of the district and economic environment, principals ensure that all school operation systems are managed according to principles of business management, budgeting and accounting practices.
- 5.2. **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.** They demonstrate awareness of potential problems and areas of conflict within the school, and create processes to resolve areas of conflict which allows diverse interests to be heard and respected. Using a creative problem-solving approach, principals resolve conflicts to ensure the best interest of students and the school.
- 5.3. **Systematic Communication: Principals facilitate the design and utilization of various forms of formal and informal communication with all school stakeholders.** Principals communicate the school's distinctive learning environment and student learning results in an open and transparent manner, in order to attract parent and community support.
- 5.4. **School-wide Expectations for Students and Staff: Principals understand the importance of clear expectations, structures, rules, and procedures for students and staff.** They promote cultural competence among teachers, staff and students, and foster respects for individual needs and differences among students, staff and families. Principals design and implement a plan for proactive

student discipline that addresses discrimination, harassment and bullying, and safeguards the values of democracy, equity, citizenship, patriotism, and diversity among students, staff and parents/guardians.

- 5.5. **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.**

6. Standard VI: Principals Demonstrate External Development Leadership

- 6.1. **Family and Community Involvement and Outreach: Principals design structures and processes which result in family and community engagement, support, and ownership of the school.** They create a culture of engagement and communication with families and community to build relationships that support students and families to improve student learning, achievement and healthy development, and school performance. Principals engage parents/guardians in understanding and taking part in activities to improve their student's learning, and partner with school- and community-based resources to support students and their families. They build and sustain school-community partnerships with businesses and other civil and social organizations to ensure multiple learning opportunities for students.
- 6.2. **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.** They ensure that these initiatives are consistent with federal and state laws, district and board policies, and negotiated agreements where applicable. Principals act as leaders in the field to influence local/district/state or national decisions that have an effect on student learning. They are aware of federal and state laws, and district and board policies including negotiated agreements, and ensure that the protocols and processes they adopt in their schools are consistent with these requirements. As necessary they advocate for changes that better serve students, teachers and schools. They establish and maintain systems to protect the confidentiality of student records and family communications.
- 6.3. **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. Principals look for ways to leverage and develop district and community resources at their disposal, and to advocate for what they need to meet the needs of their schools. They understand and work collaboratively within the governance structure of the school, including with district leadership and the local school board, where consistent with local district practice, in order to improve governing relationships and develop clarity about each body’s roles and responsibilities in educating students.

7. Standard VII: Principals Demonstrate Leadership around Student Growth

- 7.1. Student Academic Achievement and Growth: Principals take responsibility for ensuring all students are progressing toward post-secondary and workforce readiness by high school graduation.** Principals prepare students for success by ensuring mastery of Colorado Academic Standards, including 21st century skills.
 - 7.2. 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.**
 - 7.3. Use of Data: Principals use evidence to evaluate the performance and practices of their schools, in order to continually improve attainment of student growth.**
-

- ***Eduardo Elementary** is the new principal at **Elena Elementary’s** school. The school is slated for Priority Improvement, and Eduardo knows that he has been selected to lead the school through a major transformation. Community support for this transformation process will be critical. Ultimately, success will depend on a singular focus on improving student learning and outcomes.*
- ***Helen High School** is the principal at **Harry High School’s** school. She views the job of a high school principal as “herding the cats” towards common school goals. In this case, she is interested in how to grow instructional leadership among her often fractious department chairs. The high school is simply too big for her to serve in that role by herself.*
- ***Rita Rural**, in addition to being the sole math teacher, is also the principal at her rural school serving grades 6-12. She is concerned with managing her human resources, since it can be very difficult to recruit new teachers to her isolated location. Her district’s budget*

has also been shrinking like crazy over the last few years, and she has to figure out how to do more with a lot less.

Component Three: Measuring Performance and Weighting Results

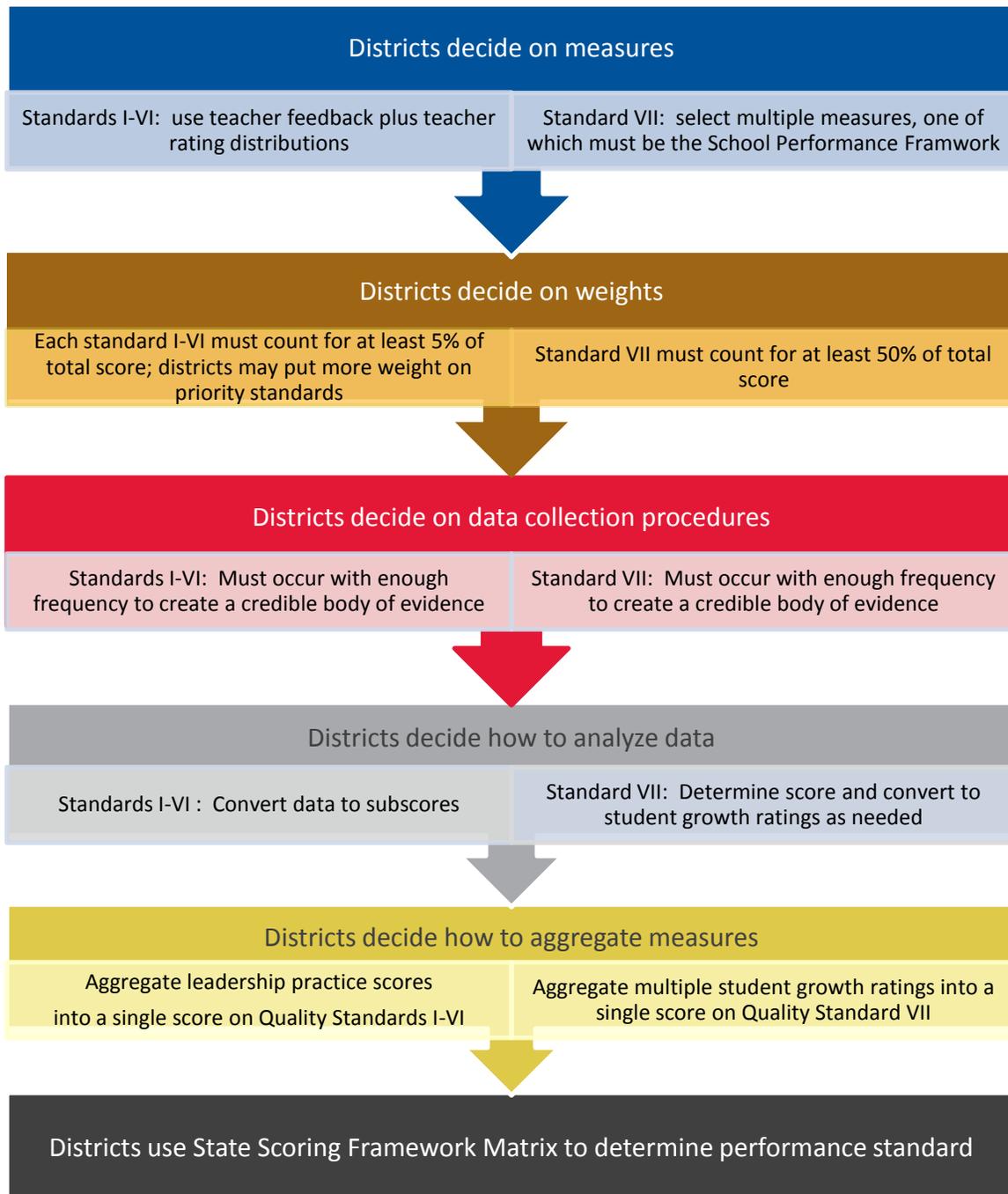
The next component of the Principal Evaluation Framework involves measuring a principal's performance against the Principal Quality Standards and weighting the data to reflect mandatory and discretionary priorities. S.B. 10-191 requires that principals be evaluated annually using multiple methods, including the number of percentage of teachers at the school in each performance standard category; that at least half of the evaluation be based on student growth scores at the principal's school; and that each principal be provided with a professional development plan that reflects professional goals and resources available to support those goals.

In developing its recommendations for measuring principal performance, the Council mirrored certain general requirements from the Framework for Teacher Evaluation. These include the use of multiple measures to assess both leadership practice and student growth, involving principals in selecting appropriate measurement tools, and weighting data results so that leadership practice (as measured against Standards I-VI) accounts for up to 50 percent of a principal's evaluation. And as with teachers, the Council recommends that principals be involved in the selection of appropriate measures.

As with measures of performance in teacher evaluations, the Council acknowledges the important role of the Colorado Department of Education to provide technical assistance to districts. While some districts have the internal capacity to design and implement the aspects of the measurement framework described in this section, many will not, and it is essential that CDE provide timely and comprehensive assistance. The nature and timing of that assistance will be described in the section addressing implementation.

Overall, the measurement components of the Principal Evaluation Framework provide local flexibility about how best to collect and analyze measures but ensure a common minimum threshold of quality determined by CDE technical guidance and support. The figure below shows the series of decisions that local districts can make in using the Principal Evaluation Framework to select local measures of performance.

District Decisions on Measurement Framework (Principals)



28 Recommendation 28 Principal Involvement in Decision-making

- A. Districts shall involve principals in the district, including members of the representative association if one exists, in developing or adopting tools to measure a principal's performance of the Principal Quality Standards.
 - B. Representatives from the district accountability committee and the district's licensed personnel performance evaluation council shall also provide input and recommendations into the development or adoption of tools.
 - C. Districts shall clearly communicate to principals the tools that will be used to measure their performance of the Principal Quality Standards prior to their use, how the selected measurement tools will be used to determine his/her performance of each Quality Standard, the party/parties responsible for making decisions, and how these multiple measures will be aggregated.
-

As with teachers, the use of multiple measures to evaluate performance is also critical for principals. Relying too heavily on limited data points may lead to inaccurate or incomplete pictures of principal performance. However, like teachers, student growth must be the predominant focus for principal evaluations.

29 Recommendation 29 Multiple Measures and Weighting for Purposes of Evaluating Principals

Districts shall evaluate the performance of principals against the Colorado Quality Standards for Principals ("Principal Quality Standards") using multiple measures of performance, which are weighted in such a way that the measures of Standards I – VI determine no more than 50% of the principal's performance; and the measures of Standard VII (student growth) determine at least 50% of the weight of the evaluation.

Principals, too, should receive ongoing feedback about their performance. Data collection, feedback, and opportunity for improvement should be structured to create an ongoing evaluation process rather than an annual event. This will take a different form with principals than with teachers. The principal, who is typically isolated in his or her building and may be the only administrator in the building, will need to be connected to a larger network of principals. Districts and BOCES will play a big role in setting up these structures.

30 Recommendation 30 Frequency of Principal Evaluations

- A. A formal rating of principals as Effective, Highly Effective, Partially Effective, and Ineffective shall take place at least once a year, using a body of evidence collected systematically in the months prior.
 - B. Districts shall collect evidence of principal performance with enough frequency to ensure that principals are provided with ongoing feedback and the opportunity to improve performance.
 - C. Whenever there is a concern, based on evaluation or on informal feedback, that a principal is in need of support, districts are strongly encouraged to collect data about principal performance through observations or other methods as soon as practicable. This data should be shared with the educator in a timely manner that facilitates improvement.
 - ~~D.~~ Districts are strongly encouraged to implement a principal evaluation process that will improve the principal's conduct of the teacher evaluation process in the same year, and year to year.
-
- ***Eduardo Elementary's** district pulls together all principals in the district for an initial meeting about measuring principal performance. After setting some common values, the principals form working groups to address the issues specific to different groups, such as grade levels and alternative schools. **Helen High School's** district takes a similar approach. In these districts, there are enough principals that it makes sense to provide opportunities for observations by peers as well as by district staff. The districts believe that all principals will benefit from seeing other schools, as well as having other principals come to their schools.*
 - *There are only two principals in **Rita Rural's** district – Rita and the principal of the elementary school just down the road. The two principals meet with the superintendent to discuss how best to measure principal performance. Since all three educators have years of experience working with each other and strong collegial relationships, they agree that the best way to proceed is to institutionalize what they have already been doing. For example, they'll have monthly meetings where they review student and teacher performance data and share feedback, something they had been doing on a more informal basis.*

The Role of the Professional Performance Plan

S.B. 10-191 anticipates that each principal will be guided by a professional development plan (CRS 22-9-105.5(3)(a)). The Council's recommendations use the Professional Performance Plan as the tool that facilitates goal-setting in the areas covered by the Principal Quality Standards. As a result, it provides a central reference for the principal's professional priorities as well as his or her evaluation.

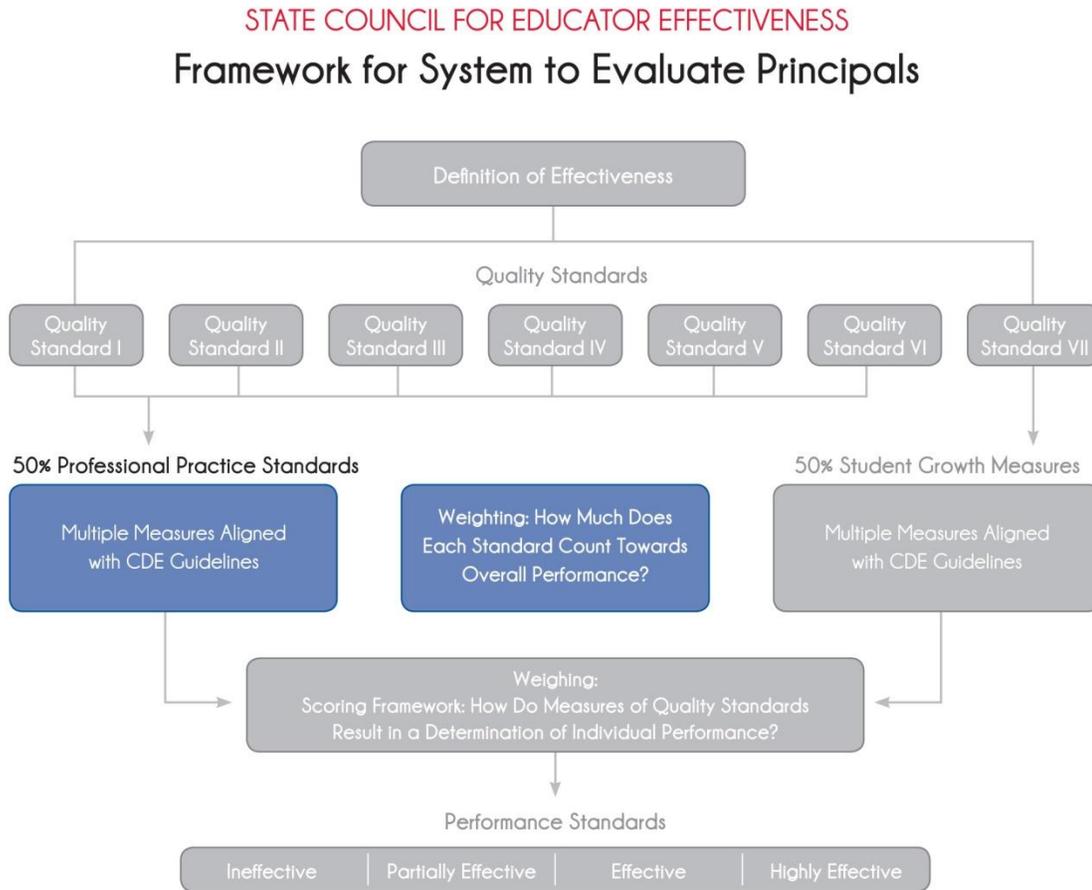
31 Recommendation 31 Professional Performance Plans

- A. Each district system shall ensure that every principal is provided with a “Professional Performance Plan.” This Professional Performance Plan shall be developed in collaboration with individual principals and shall outline annual goals for the principal with respect to his/her school’s performance and the resources and supports which will be made available to support the principal in achieving the outlined goals.
 - B. The Professional Performance Plan shall include explicit reference to the ways in which the principal shall address the counts and percentages of effective teachers in the school, in a manner consistent with the goals for the school outlined in the Plan and the school’s unified improvement plan.
 - C. The Professional Performance Plan shall include goals addressing school climate and working conditions, developed with reference to the biannual Teaching, Empowering, Leading, and Learning (TELL) initiative survey, when available, and other appropriate data, including conditions highlighted in Comprehensive Appraisal for District Improvement and School Support Team reviews.
 - D. Principals shall be held accountable for progress against the goals laid out in the Professional Performance Plan.
 - E. Districts shall continually monitor principal performance goals, provide feedback and adjust support for the principal as needed.
-

- **Rita Rural** thinks that the best part of the new principal evaluation system is the Professional Performance Plan. This will give her a chance to be more intentional about her goals for the school.
- **Eduardo Elementary** is part of a smaller group of principals in the district who work in high-needs, high-priority elementary schools. They meet regularly and serve as a great support for Eduardo, who is new to his school. As they develop their Professional Performance Plans, they realize that many of them need professional development in several common areas: managing change, data-driven decision-making, and engaging Spanish-language families. The district plans to customize some workshops for their needs.
- **Helen High School** decides to tailor her Professional Performance Plan to her goal of improving distributed instructional leadership. At a meeting of her department chairs, she asks what they would need her to do in order for the teachers to lead instructional improvement. She incorporates their feedback into her Professional Performance Plan.

Measurement Tools and Procedures for Measuring Leadership Practice

Standards I-VI of the Colorado Principal Standards describe professional leadership skills and abilities common to effective school leaders. Principals are expected to exercise leadership in the areas of school vision and strategy, instruction, school culture, human resources, management, and external development. Districts must use multiple measures to assess leadership skills, and must collect data for these measures on a systematic and ongoing way. Two types of data must be collected on these standards, and districts have discretion to determine whether to collect other types of data.



32 Recommendation 32 Measurements of Performance on Standards I-VI

- A. Districts shall use multiple measures to evaluate all principals against quality standards I – VI using multiple formats and occasions as defined below.
- B. Districts shall measure performance of the Principal Quality Standards using a combination of the measures identified in (C) – (E) below. These measures are supported by currently available research that affirms their value as measurements of principal performance against quality standards,

and shall be amended as research provides better evidence about best practices around principal evaluation.

- C. Districts shall measure principal performance against Quality Standards I – VI using tools that capture information about:
 - 1. Teacher/staff perceptions and feedback about the school environment, working conditions, evaluation and professional supports;
 - 2. The percentage of number of teachers in the school who are rated as:
 - (a) Effective;
 - (b) Highly effective;
 - (c) Partially effective;
 - (d) Ineffective.
- D. Where appropriate and feasible districts are strongly encouraged to use multiple measures that capture evidence about the following:
 - 1. Student perception data;
 - 2. Parent/guardian perception data; and
 - 3. Perceptions of other administrators about a principal’s professional performance.
- E. Districts may also consider using other sources of evidence, such as:
 - 1. Direct observations;
 - 2. Examination of a portfolio of relevant documentation regarding the principal’s performance against the Quality Standards which may include but need not be limited to:
 - (a) Evidence of team development;
 - (b) Notes of staff meetings;
 - (c) School update newsletters;
 - (d) Content of website pages;
 - (e) Awards structures developed by the school;
 - (f) Master school schedule;
 - (g) Evidence of community partnerships;

- (h) Parent/guardian engagement programs and participation rates;
 - (i) "360 degree" survey tools designed to solicit feedback from multiple stakeholder perspectives;
 - (j) Examination of a school's unified improvement plan;
 - (k) Teacher retention data;
 - (l) External review of budgets; and
 - (m) School communications plan.
- F. All measures used to collect data about a principal's performance against Quality Standards I – VI shall comply with any technical requirements developed by CDE to ensure the technical rigor of the measurement tool.
- G. CDE shall develop a consistent statewide measurement tool for collecting teacher/staff perceptions about the school against the Quality Standards; over the course of the pilot it will be used and evaluated. It should be flexible enough to allow for the addition of questions by districts. Districts shall use the results from this tool as part of evaluation of principals, though the decision on exactly how it will be used will be left to individual districts.
-

- ***Helen High School's*** district decides to evaluate principals on their leadership practices by conducting school walk-through's and asking principals to create a portfolio demonstrating their progress on the leadership standards as they relate to the goals set out in the Professional Performance Plan. These requirements are in addition to the mandatory feedback from teachers and staff and the distribution of teacher performance ratings in the school. Conducting school walk-through's and reviewing portfolios for all principals in the district is going to require some significant additional time, and the district decides to solicit some of its recently retired principals who are still in the area as volunteers to help set up the review process.

Weighting Policies for Measuring Leadership Practice

As with the teacher evaluation system, the principal evaluation system permits districts to give more weight to some standards on leadership practice than to others. While each of these standards must count for at least ten percent of the leadership practice total score, districts may choose to emphasize one standard up to 50 percent of the leadership score.

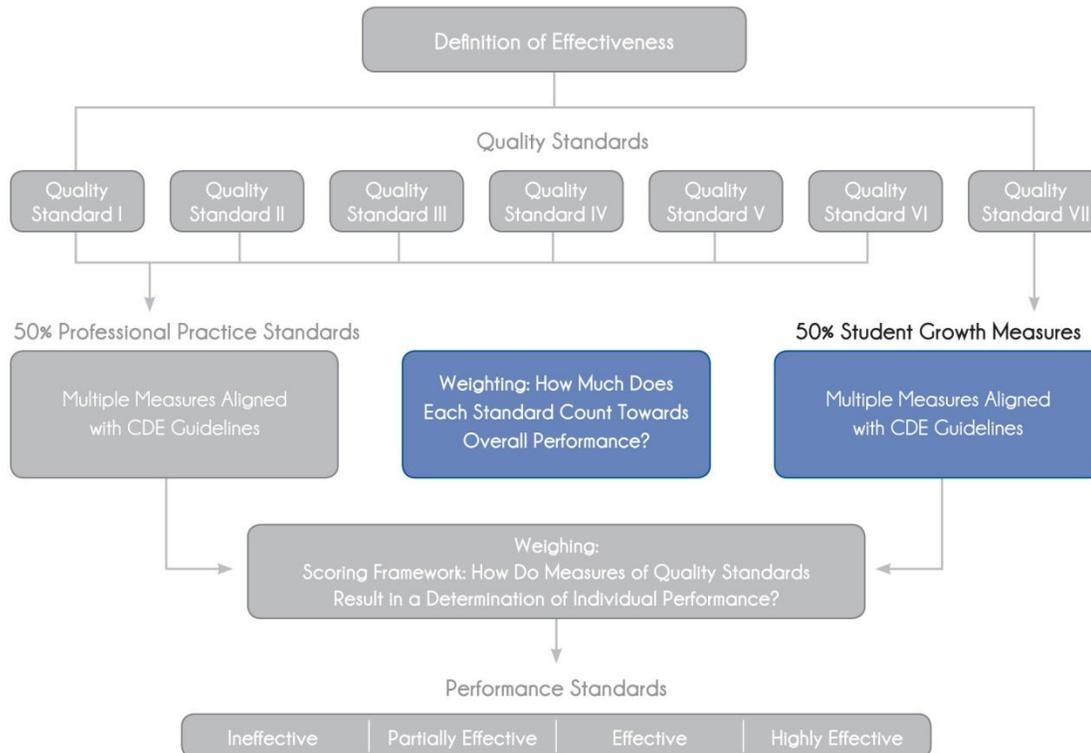
33 Recommendation 33 **Weighting Policies for Standards I-VI**

- A. Districts shall determine locally how multiple measures of principal performance against the Colorado Quality Standards will be aggregated for experienced principals to provide an overall effectiveness rating against Quality Standards I – VI. CDE shall provide exemplars of such policies.
 - 1. In developing their weighting policies, districts shall develop a process to ensure that all quality standards shall be accounted for, and the weightings in a given year are transparent and should be consistent with the Professional Performance Plan goals of the principal.
 - 2. In developing their weighting policies, districts shall ensure that Standards I-VI are aggregated in such a way that no single standard I-VI is weighted less than 10% of the overall total score. Local districts can choose to emphasize any single standard up to 50% of the subscore for Standards I-VI.
 - B. Districts shall communicate their weighting policies in order to ensure that all principals understand the process whereby they are assigned an effectiveness rating against Quality Standards I – VI.
-

Measurement Tools and Procedures for Measuring Student Growth

STATE COUNCIL FOR EDUCATOR EFFECTIVENESS

Framework for System to Evaluate Principals



Using student growth measures in principal evaluation is complex, and both the measures and the process to aggregate them must be chosen and developed carefully. The principal is held responsible for student growth across the school, in tested and non-tested subjects alike, and growth measures must accommodate the entire scope of that responsibility.

The following recommendations about the use of student growth data in principal evaluations reflect the Council's efforts to balance numerous and sometimes competing objectives:

- Ensuring that local districts can make decisions that best fit the specific context of their schools and communities;
- Ensuring that students statewide are held to consistently high expectations for their educational experiences, including high expectations for academic growth;
- Recognition that there are a very limited number of valid and reliable student growth measures for all areas of instruction, and as such appropriate measures for incorporating student growth into principal evaluations must be chosen thoughtfully and comprehensively;

- Concerns that districts/principals are not provided incentives to narrow the curriculum for students by having disproportionate weight placed only upon student growth in content areas and grades tested by state summative assessments;
- A desire to provide incentives for the state, districts, and principals to work toward the development of valid measures of student growth across subject areas not currently covered by state summative assessments, and to develop additional valid measures of student growth even for subjects currently covered by state summative assessments;
- Recognition that principals serving students in different grades will have different types of student growth measures available, and that the measures chosen for purposes of principal evaluations should seek to capture the growth experienced by all students in the principal's school;
- Recognition that the School Performance Framework referenced and used in these recommendations includes both status and growth measures. The "growth to target" component of the SPF establishes lower growth targets for high-achieving schools, compared to low-achieving schools, but all schools are recognized for exemplary growth. The Council recognizes that the SPF is not a perfect measure of school performance, and while integrating its use into principal evaluations, also urges CDE to consider revising and improving the metrics included within the SPF so that they reflect the breadth of ways in which schools should be supporting students.

Colorado's School Performance Framework, which gathers indicators across a school, including student growth and achievement, achievement gaps, graduation rates, and other factors pointing to the overall quality of a school, is designed to provide a comprehensive picture of overall school quality. As such, the Council agreed that it was appropriate to require districts to consider a school's SPF rating in evaluating the principal of the school on student growth measures (districts can also use the SPF to measure professional practice). However, while the SPF can be a powerful tool for assessing school performance, it is not necessarily appropriate in all cases as the definitive measure of a principal's performance. There is legitimate concern that the SPF is somewhat narrow in incorporating Colorado Growth Model outcomes only for currently tested subjects and grades. As a result, the Council recommends requiring a more comprehensive approach to measuring student growth as part of Quality Standard VII.

34 Recommendation 34 Using Student Growth Data in Principal Evaluations

- A. All districts shall develop principal evaluation systems which measure principal performance against Quality Standard VII (Student Growth) using multiple measures.
- B. Districts, in collaboration with principals, including members of the representative association or federation, if one exists, shall choose or

develop appropriate measures of student growth as defined below to be used in the evaluation of each principal.

- C. Representatives from the district accountability committee and the district's personnel performance evaluation council shall also provide input and recommendations into the development or adoption of tools.
- D. Districts shall ensure that the measures of student growth chosen for principal evaluations are consistent with the measures of student growth used for the evaluation of teachers in each principal's school, and meet the technical guidelines developed by CDE for the calculation of student growth scores.
- E. The student growth measures shall be chosen in a manner that ensures that student growth is as representative of the totality of learning goals for the school as possible, such that the principal's evaluation is not based solely on the results of growth determinations from subjects and grades with state-developed tests. This may involve using student growth measures that have been adopted or developed for use in teacher evaluations.
- F. Districts shall also consider the following issues in selecting student growth measures:
 - 1. Involving principals in the district in a discussion of which of the available measures will best match their responsibilities;
 - 2. Ensuring that student growth measures chosen reflect the growth of all students, not only those in tested subjects and grades;
 - 3. Ensuring that the student growth measures chosen support the school's unified improvement plan goals; and
 - 4. The technical quality of the analytic methods available.
- G. Districts shall develop processes for identifying and addressing the appropriate collection of student growth measures for principals serving school populations that fall into more than one of the categories delineated in Sections M-O below.
- H. Districts shall clearly articulate to principals how student growth for principals will be measured, and delineate the manner in which these measures are aligned with the growth measures for teachers.
- I. Districts shall develop a process for identifying and further evaluating principals whose measures of performance against Principal Quality Standard VII are internally inconsistent, or whose performance on

Principal Quality Standard VII are inconsistent with a principal's performance on Principal Quality Standards I – VI.

- J. The Colorado School Performance Framework shall be used as one of the multiple measures of student growth and achievement for each principal.
 - 1. Districts may decide to weight specific components of the SPF more heavily than others depending on the principal's responsibilities and the performance needs of the school. Any reweighting of the SPF should be accompanied by a clear rationale based on trying to maximize the validity of the SPF for the evaluation of the particular principal.
 - 2. Districts shall incorporate at least one other measure of student growth and achievement to evaluate each principal's performance of Quality Standard VII.
- K. Measures of student growth and achievement used for principal evaluations should be reflective of the broader responsibility a principal has for ensuring the overall outcomes of students in a building.
- L. Principals teaching in schools with student configurations reflecting a mix of those explicated in sections M-O below, shall use a combination of measures reflecting the grade levels of all students in the school (i.e. principals of ECE-5 or ECE-8 schools would have evaluations incorporating student growth measures from sections M and N below).
- M. For the evaluations of principals responsible for students in early childhood education (ECE) through grade 3, districts may choose from the measures of student growth outcomes used as the basis for evaluations for teachers teaching in ECE-grade 3, as delineated in CDE guidelines. These may include, but are not limited to, assessments of early literacy and/or mathematics shared among members of the school community that may be used to measure student longitudinal growth. Additional measures may also be selected as part of these principals' evaluations.
- N. For the evaluation of principals responsible for students in grades 4-8:
 - 1. A portion of a principal's growth determination shall be based on the results of the Colorado Growth Model for subjects tested by state summative assessments (currently, mathematics, reading and writing). The weight of this measure may be increased to reflect the increased proportion of subjects covered by state summative assessments over time;

2. A portion of a principal's growth determination may be based upon other appropriate measures of student growth for students in grades 4-8, as delineated in CDE guidelines. These may include, but are not limited to, student growth measures shared among members of the school community.
 3. Districts are strongly encouraged to use other status-based measures of student growth, achievement, and outcomes reflecting the needs of students in grades 4-8. These include but are not limited to attendance, promotion rates and sufficiency of transition efforts, and percentages of students taking higher level coursework.
- O. For the evaluation of high school principals:
1. Where direct or indirect results from the Colorado Growth Model are available, a portion of a principal's growth determination shall be based on the results of the Colorado Growth Model;
 2. To account for the portion of teachers without direct or indirect results from the Colorado Growth Model, a portion of a principal's growth determination may be based upon appropriate measures of student growth for personnel teaching in non-tested subjects and grades, as delineated in CDE guidelines. These may include, but are not limited to, student growth measures shared among members of the school community.
 3. Districts are strongly encouraged to use additional status-based measures of student achievement and outcomes related to post-secondary and workforce readiness. These may include, but are not limited to:
 - (a) High school graduation rates;
 - (b) percentage of student taking courses beyond their graduation requirements, and student results on such courses of study;
 - (c) percentage of students going on to college;
 - (d) student re-engagement rates; and
 - (e) reductions in the rate of students dropping out between grades.
- P. As new measures of student growth are developed, they shall be incorporated into principal evaluations as appropriate.
-

State Technical Support and Guidelines for Measures of Student Growth

CDE support will be essential to successful and meaningful principal evaluation. The following recommendation charges CDE with developing guidelines related to the other recommendations contained in this section.

35 Recommendation 35 **Guidelines for Measures of Student Growth in Principal Evaluations**

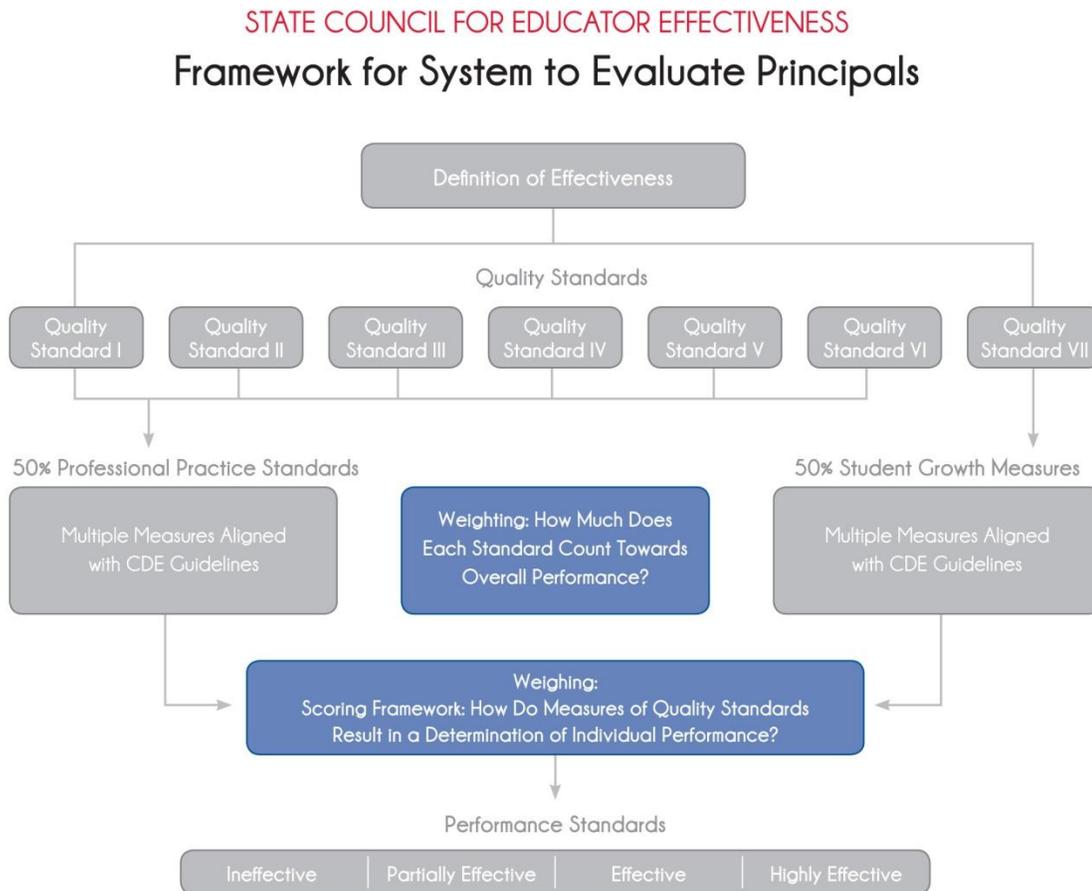
- A. The Council recommends that CDE develop guidelines that at a minimum address and require that:
 - 1. Districts consider how closely available assessments match the grades and subjects taught in the principal's school;
 - 2. District leaders collaborate with principals in the district, including representatives of the local administrators' association or federation, if one exists, to choose or develop appropriate measures of student growth that match the curricular and instructional responsibilities of the school;
 - 3. The School Performance Framework be used as a measure of student growth for use in the evaluation of principal performance;
 - 4. Districts include at least one measure of student growth or achievement in addition to those included within the SPF; and
 - 5. The student growth measures used in the evaluation of a specific principal be consistent with the student growth measures used to evaluate the teachers in that principal's school.

- B. CDE shall also develop technical guidelines regarding the development and use of various student growth approaches, which shall be updated as research and best practices evolve. Approaches to be addressed within these guidelines include but are not limited to:
 - 1. The development and use of teacher-, school- or district-developed assessments;
 - 2. The use of commercially available interim, summative and pre- and post- course assessments;
 - 3. The development and use of student growth objectives;
 - 4. The development and use of other goal-setting approaches;
 - 5. Piloting of new and innovative practices.

- C. CDE shall develop and/or provide examples of the following:

1. Approaches to categorizing personnel for the purposes of measuring individual student growth;
2. Approaches to categorizing personnel for the purposes of joint attribution of student growth;
3. Exemplar student growth measures for all categories of personnel.

Weighting Policies for Measures of Student Growth



36 Recommendation 36 Weighting Policy for Standard VII

- A. Districts shall develop locally a policy for determining how the multiple measures of student growth required by Quality Standard VII will be used to determine a principal’s performance of such Quality Standard. In developing their weighting policies, districts shall ensure that weights assigned to student growth measures reflect the measures’ technical quality and rigor.

Aggregation

37 Recommendation 37 Aggregation

- A. Districts shall aggregate the multiple measures of principal performance on Quality Standards I-VI into a single score; and aggregate the multiple measures of principal performance of Quality Standard VII (student growth) into a single score.
 - B. Districts shall communicate in a transparent and clear manner to principals about how the body of evidence collected on a principal's performance will be used to assign a principal to a performance standard of effectiveness.
-

Components Four and Five: Preliminary Statewide Scoring Framework Matrix and Performance Standards

As contemplated by statute, the Council recommendations contemplate a common set of performance standards for all principals statewide, and guidelines for how principals are assigned to one of these performance standards. Similar to the teacher evaluation recommendations, the principal evaluation recommendations propose a common statewide minimum criteria for the measures to be used in evaluating performance, and guidelines for translating these measurements into a determination of individual performance. However, the data to be collected during the pilot period should inform the actual method of assigning principals to a performance standard category.

38 Recommendation 38 **Scoring Framework and Performance Standards for Principal Evaluations**

- A. The Council recommends that all districts statewide use the same scoring framework, which should be developed by CDE in accordance with Council recommendations, to assign principals to performance standards on the basis of the measures of principal performance against the quality standards.
 - B. CDE, working in collaboration with stakeholders (including a subset of this Council), shall develop the state scoring framework for principals in conjunction with the pilot period of the state model evaluation system.
 - C. Four performance standards shall be used statewide to describe the performance of principals: Ineffective, Partially Effective, Effective, and Highly Effective.
 - D. A principal shall be rated as Ineffective or Partially Effective if his or her performance falls below expectations.
 - E. A principal shall be rated as Effective if his or her performance meets expectations.
 - F. A principal shall be rated as Highly Effective if his or her performance consistently exceeds expectations. This designation should be reserved for those principals' whose performance is truly exemplar or aspirational.
 - G. The Council shall make further recommendations about whether principals in their first two years of service should be considered Novice and subject to different considerations than more experienced principals.
-

The SAMPLE state scoring framework used below has NOT been developed through the type of standard setting process anticipated to be developed during the pilot phase, but is for illustrative purposes only. Done well, setting the standards for the actual statewide scoring matrix should be a deliberative and systematic process designed to develop shared meaning among those individuals engaged in the process so they may establish cut points for performance based upon a common understanding of effective performance. The Council recommends that this standard setting process be undertaken by a group of stakeholders after the pilot period has generated data which could be used to inform the points at which educators transition between performance standards

State Scoring Framework Matrix for Principals

This matrix is only a SAMPLE to illustrate for the reader what form the final scoring matrix will take. The final matrix may have a different number of rows and/or columns; and actual placement of the ineffective, partially effective, effective and highly effective boxes will be recommended by the Council and CDE after analysis of the pilot data.

Quality Standards Score	5	Partially Effective	Partially Effective	Effective	Highly Effective	Highly Effective
	4	Ineffective	Partially Effective	Effective	Effective	Highly Effective
	3	Ineffective	Partially Effective	Effective	Effective	Effective
	2	Ineffective	Partially Effective	Effective	Effective	Effective
	1	Ineffective	Ineffective	Partially Effective	Partially Effective	Partially Effective
		1	2	3	4	5
Student Growth Score						

Judgment Calls and Weighing Policies

HUMAN JUDGMENT

Districts may encounter situations in which a principal's performance measures provide conflicting information, or in which a principal's performance has been affected by illness or another factor outside his professional control. In such cases, districts will need to create policies that guide evaluators in scoring and rating decisions.

39 Recommendation 39 **Weighing Policies**

Districts shall develop policies regarding the use of professional judgment in determining how the score developed through the aggregation of multiple measures will ultimately be used. Districts shall clearly articulate how instances of conflicting principal performance data shall be handled for the purpose of making final performance standard ratings. These policies shall align with CDE-developed guidelines.

CDE Support for District Development of Principal Evaluation Systems

As with teacher evaluations, CDE will play a critical role in building the underlying structures and guidance that will allow districts to implement the new principal evaluation system.

40 Recommendation 40 **CDE Support for District Development of Principal Evaluation Systems**

- A. CDE shall develop a complete state model system that is faithful to all of the requirements laid out in these recommendations. CDE shall ensure that this state model system can be implemented in all districts wishing to use it whether individually, through collaborative efforts, or with the support of CDE-provided resources and technical assistance.
- B. CDE shall provide resources for districts in developing a body of evidence for principal evaluation, including exemplars of measures of professional practice and guidance on measuring student growth. These resources should be part of the resource bank developed by CDE in accordance with the requirements of S.B. 10-191.
- C. Districts shall implement a system that satisfies the requirements laid out above and in CDE-developed technical guidelines for Educator Evaluator Systems for Teachers and Principals.
- D. CDE shall develop a monitoring system that measures whether principals understand how they are being evaluated, what they need to do to improve, and how to access resources they need to support their professional development.

VII. Evaluation of Other Licensed Personnel

The recommendations in this report are intended to apply to teachers who have primary responsibility for teaching a subject included within the Colorado Academic Standards, whether or not tested by a statewide summative assessment. The Council will work with CDE to develop additional recommendations for any modifications to the components of the State Framework for Education Evaluation Systems needed for other categories of licensed personnel, including but not limited to:

- School librarians
- Special service providers
- School counselors
- School nurses
- Teachers on special assignment
- Deans and assistant principals
- Academic coaches

VIII. Engaging Parents/Guardians and Students

S.B. 10-191 requires the Council’s report to include recommendations about the involvement of parents/guardians as partners with teachers and administrators in shaping evaluation and their children’s educational experiences. In considering this issue, the Council agreed that parents/guardians are primary partners in creating an effective education system, and encourages schools and districts to proactively solicit their input and facilitate their involvement and leadership. In particular, districts and schools should develop systems and structures that focus on providing parents and guardians with meaningful opportunities to support the academic achievement and growth of their children.

There are already a number of structures and processes in place in schools and districts that rely on parent/guardian involvement and might be looked to first. These include School Accountability Committees (SACs) and District Accountability Committees (DACs). In addition, the pre-existing requirement that each district have a Licensed Personnel Performance Evaluation Council (a “1338 Council”) was embraced by S.B. 10-191, which charges that council with engaging in a continuous evaluation of the personnel evaluation systems in place in the district. The work of these organizations should include providing input in the successful development and implementation of district systems and processes, and districts should coordinate and leverage the work of these different groups as much as possible.

The Council decided that the best way to utilize the evaluation system to ensure that educators placed a priority on engaging parents and guardians was to explicitly include an expectation in the Colorado Teacher Quality Standards and the Colorado Principal Quality Standards. Engaging parents/guardians is embedded in Teacher Quality Standards II and V, and Principal Quality Standards III and VI.

“I hear teachers tell me that they have not had training on parental involvement – and they shy away from it as a result. I hope that as a result of the Quality Standards, student teachers in college take a course about how to best engage parents, so that they can meet these new expectations of what it means to be effective.”

Towanna Henderson, Council member and Denver parent

41 Recommendation 41 Engaging Parents and Guardians as Partners

- A. Districts shall create systems and processes that proactively encourage and support:
 - 1. High-quality and ongoing communication between parents/guardians and educators/schools using a variety of methods, for example, various media, resources, and languages;
 - 2. Involvement of parents/guardians in school and district leadership as currently supported by law and further identified through the implementation of S.B. 10-191;
 - 3. Engage parent/guardian and community partnerships to assure the successful implementation of teacher and principal quality standards.
 - B. As appropriate, CDE shall provide resources and technical assistance (through the online resource bank) to support districts in the work above.
 - C. CDE shall encourage districts to monitor and measure the effectiveness of community and family involvement strategies and to use data gathered to inform system refinements.
-

Student engagement is equally important. Research demonstrates some promising links between student engagement and student achievement, and the importance of engagement for academic success, attendance, and graduation rates. For this reason, the Council has embedded the objective of engaging students in shaping their educational experiences in the definitions of effectiveness for both teachers and principals, and in the respective Quality Standards. Schools and districts should leverage or create systems and structures to provide students with meaningful opportunities to take ownership of their learning experience and to provide input on the educational experiences provided to them by teachers and schools.

“Student perceptions of a given teacher’s strengths and weaknesses are consistent across the different groups of students they teach. Moreover, students seem to know effective teaching when they experience it: student perceptions in one class are related to the achievement gains in other classes taught by the same teacher.”

*Initial Findings from the
Measures of Effective
Teaching Project*

42 Recommendation 42 Student Engagement

- A. Districts are strongly encouraged to gather student perceptions of their learning experience in order to provide teachers with feedback on their performance. Where appropriate, districts are encouraged to use student perception data as part of the multiple measures of teacher professional practice outlined in the Council’s evaluation framework recommendations.
 - B. Districts are strongly encouraged to gather student perceptions to provide principals with feedback on their performance.
-

The reports of the Technical Assistance Groups in these areas provide specific examples of how the recommendations adopted by the Council can be implemented by districts and schools. These reports may be found at Appendix 8.

IX. Developing, Testing, and Implementing the Evaluation System

COLLABORATION

CONTINUOUS IMPROVEMENT

S.B. 10-191 charges the Council with developing recommendations concerning the implementation and testing of the new performance evaluation system. The importance of high-quality implementation to successful outcomes resulting from the next generation of educator evaluation cannot be overstated. The Council has put together design recommendations reflecting the current state of the art in linking educator and student performance to meaningful evaluations; however, this complex field is constantly evolving and there is no perfect system that can be implemented immediately. Not only will the implementation of this new system require a great deal of time, effort, and technical expertise, but the implementation itself is deliberately designed to allow the state and its districts to learn from pilot projects and revise the system even as it is being built. Implementation of S.B. 10-191 must embody a continuous improvement approach, with ongoing feedback and flexibility provided for real-time improvements.

The Council recognizes the need for CDE to devote adequate time, staffing, and funding to developing the state model system and piloting it during the 2011-12 school year. The Council cautions that a lack of resources during this critical period must not result in a model system that is less rigorous and coherent than that outlined in this report. The Council urges the state to fund, at a minimum, the development of the state model system; if the state does not currently have the resources to do this, every effort should be made to find the resources.

In light of these important facts, the Council strongly encourages CDE and the State Board of Education to deploy a phased-in process of piloting and implementation that will allow CDE to use its resources over time. This process will also increase the likelihood that individual components of the system will be developed in a high-quality manner, and that data can be collected to improve the overall system before full implementation. S.B. 10-191 mandates that the implementation process occur in phases, and Council recommendations in this area provide the details the Council considers necessary for successful implementation.

S.B. 10-191 anticipates that testing and rollout of the new

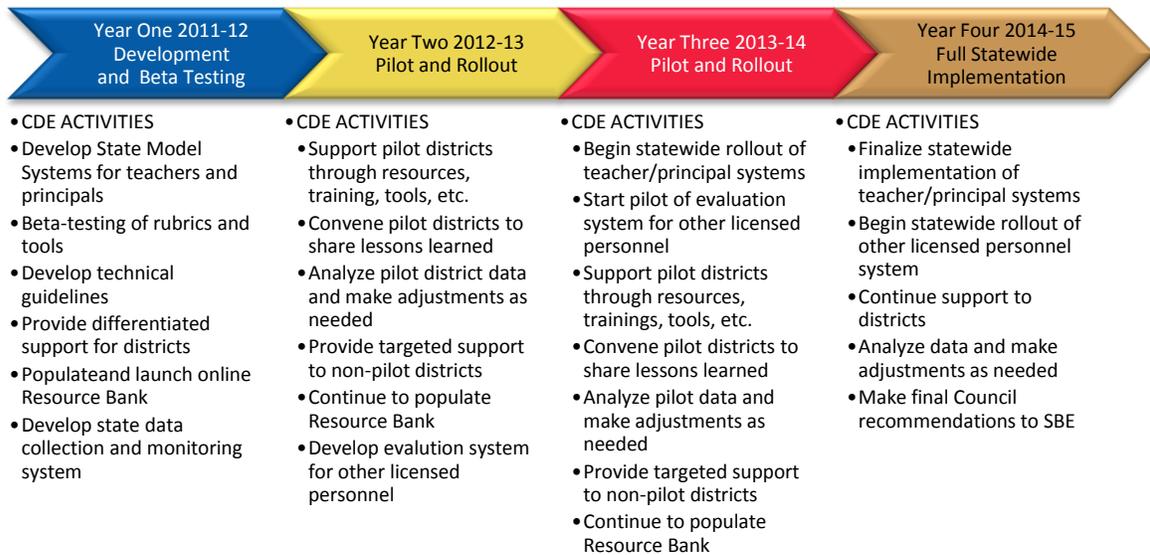
““We’ve tried to be very thoughtful about how this will play out in actual classrooms, with real kids and real adults. We know it won’t be perfect at first, but we have a tremendous opportunity to get smarter each year and, as a result, get better results for students.”

Nina Lopez, Council Vice-Chair, Special Assistant to the Commissioner of Education

evaluation system will occur over a four-year period, from 2011-2015, in the following sequence:

- Phase 1 (2011-12 school year): “... the department shall work with school districts and boards of cooperative services to assist with the development of performance evaluation systems that are based on quality standards.” CRS 22-9-105.5(10)(a)(I).
- Phase 2 Implementation (2012-13 school year): “... the new performance evaluation system that is based on quality standards shall be implemented and tested as recommended by the council ...” CRS 22-9-105.5(10)(a)(III).
- Phase 3 (2013-14 school year): “... the new performance evaluation system ... shall be implemented statewide in a manner as recommended by the council...” CRS 22-9-105.5(10)(a)(IV)(A).
- Full Statewide Implementation (2014-15 school year): “... based on the results of the first and second levels of implementation, the new performance evaluation system ... shall be finalized on a statewide basis.” CRS 22-9-105.5(10)(a)(V)(A).

In making recommendations using this schedule, the Council has opted for a beta-testing and pilot schedule that will provide the greatest amount of learning in the greatest variety of contexts. In general, the Council recommends the following academic year timeline and associated activities. More details on CDE and district activities during the pilot and rollout period will be discussed below.



Development

Three activities will be discussed in this section. First, the development of the state model system for educator evaluations will be the driving force for all subsequent actions. Second, the state will create a resource bank that local districts can use to find resources for their own evaluation systems. Third, the state and its districts will begin the process of developing new

growth measures to use in evaluations. The initial development of the state model system for principals must occur in the first year; the other activities will begin in the first year but will continue after that.

Development of the State Model System

The Council believes that an effective state model system should be comprehensive and fully developed, and that it should be adaptable for use by any district. It is recognized that this system, as for district-developed systems, will require a multi-year learning and continuous improvement approach to achieve full development. Over the long term, the system must inculcate learning and innovation in its fundamental framework and processes to remain sustainable and relevant.

The following recommendation should guide the development of the state model system.

43 Recommendation 43 **Development of the State Model System**

- A. The state model system will be designed so that it is:
 - 1. Complete and fully developed, ready for implementation by districts that choose to use it;
 - 2. Coherent, in that all components of the system are connected and well-aligned with one another;
 - 3. Comprehensive, in that the system, over time, serves all licensed personnel; and
 - 4. Supported, in that CDE provides support for districts using the state model system.
- B. The model system will be based on the state's educator effectiveness definitions and professional quality standards. It will include, at a minimum, the following components:
 - 1. Evaluation process
 - 2. Rubrics, tools, templates
 - 3. Measures of student learning
 - 4. Data management and support
 - 5. Implementation support
 - 6. Professional development
 - 7. Guidelines for implementation

Population and Launch of Resource Bank (Fall 2011)

S.B. 10-191 requires CDE to develop and house a resource bank that can be used by districts in developing and implementing their evaluation systems. CDE has launched a new educator effectiveness website that includes a “Resource Bank” webpage. At present the resource bank currently contains background information on the bill’s requirements. This webpage will be expanded over the course of the spring and summer of 2011 to include general resources related to educator evaluation systems. A more robust, searchable resource bank will be available by the statutory deadline of November 2011. Over time, the resource bank will include resources to support the state model evaluation system for those districts that choose to adopt and implement the state model, specific tools (rubrics, surveys, etc.), guidance documents across a range of areas, student growth measures for different areas, and more.

44 Recommendation 44 Evaluation Resource Bank

- A. The Resource Bank developed by CDE shall achieve the following outcomes:
1. The state resource bank will effectively support districts in the design, implementation and ongoing support of their evaluation systems;
 2. The state resource bank will provide timely information at each stage of implementation that is relevant to current district needs;
 3. The state resource bank will be comprehensive in its scope and include a broad array of materials applicable to multiple district contexts, including specific tools (such as rubrics and surveys), guidance documents, sample student growth measures, etc.;
 4. The resource bank will be used to facilitate knowledge capture and dissemination from various sources, including individual schools and districts, both locally and nationally;
 5. CDE shall develop a meaningful quality control process to ensure that resources placed in the resource bank have been reviewed for quality; and
 6. The state resource bank will be easy to navigate and use and have a robust search function.
- B. CDE will seek input from stakeholders on a regular basis to ensure that the resource bank is meeting user needs.
-

Development of New Student Growth Measures

Because student growth measures account for at least half of educator evaluations, it is essential for the state and its districts to improve the quality, validity, and availability of student assessments during the implementation period. The state has academic standards for ten content areas, but has developed statewide assessments for only four of these areas, and only for students in particular grades. Similarly, some districts have developed district-wide assessments for academic content areas, but many have not. An important outcome of the implementation period will be the development of more assessments that can be more reliably used to assess student growth and student learning.

The Council believes that the state and the districts should share in responsibility for developing new assessments. In particular, the state should take the lead on expanding the availability of statewide summative assessments in some currently non-tested content areas. District participation will be critical in the development of a new framework for using Student Growth Objectives (SGOs), intended to improve instructional practice as well as to provide additional information about student learning beyond test performance.

45 Recommendation 45 Development of New Student Growth Measures

- A. Select districts participating in the pilot of the state model system shall also pilot a Student Growth Objective-based approach to calculating an individual teacher's student growth performance. Participating districts shall ensure that each teacher crafts at least one appropriate student growth objective (SGO) whether the teacher is in a tested or non-tested subject/grade. The development of the SGOs shall be consistent with the recommendations for SGOs in the teacher framework.
- B. CDE shall assist in identifying and explicating the system elements needed to build and maintain an SGO approach, which include:
 - 1. Developing an internal and external "moderating" system to evaluate goals, measures, and determinations;
 - 2. Taking the lead in designing supporting materials for courses that are intended to be aligned to CO standards. These supporting materials could take the form of model goals, suggestions for how to use data to set appropriate goals, and guidelines for developing appropriate monitoring and evaluation measures.
- C. CDE shall take responsibility for developing state summative assessments in the areas of science and social studies, and shall develop or facilitate a state consortium to explore the best approach to supporting and measuring literacy outcomes in the early grades (ECE-grade 2). For all other subjects, the state shall support districts to develop new measures of

student growth that focus on the development of ordered instructional tasks that represent growth to proficiency in each grade and subject. Suggested areas to start with include literacy and numeracy in early childhood education (ECE-2), as well as currently non-tested areas such as art.

- D. In order to minimize the risks associated with the use of SGOs and the development of low-quality student performance measures, the Council recommends the following framework be developed out by CDE in the form of guidance to districts wishing to be involved in this process of measures development during the pilot and rollout period (2011-2015). These may be pilot districts or other districts wishing to participate in the process of exploring SGOs:
1. Districts shall go through a process of developing a shared understanding among teachers within a subject area or grade progression, of an ordered quality progression of student outcomes, which is aligned with the district's scope and sequence in that area. The process shall result in a common understanding of curriculum among all educators teaching within that area. The development of SGOs by teachers will use the end of the quality sequence as the goal for students.
 2. Districts shall engage teachers in the process of identifying a set of ordered instructional tasks or performance opportunities with anchors (e.g., essays scored along a continuum, progression from one level to another, portfolio entries, chapter tests, etc.) which will serve as measures for major segments of the curriculum (elementary science K-5, middle school science teachers, high school science teachers). Performance measures must be broad enough to capture the breadth of what teachers teach.
 3. CDE shall assist districts by developing parameters and guidelines for the development of appropriate measures to ensure that progress toward and attainment of goals are determined by measures that are aligned with the learning targets and technically appropriate to determine whether students have actually met the goals. The assessments used to measure the goals shall be reviewed by a committee of peers and administrators to judge their adequacy for evaluating student progress towards the goals.
 4. CDE shall facilitate the convening of educators wishing to collaborate in the development of appropriate measures.

5. Between 2011 and 2015, CDE shall collect data and feedback from districts about their experience with SGOs and the development of new measures of student growth. CDE and an on-going advisory group from the State Council will also keep abreast of new developments in this area at the state and national level, and examine the success that different states have with the development of new student growth measures.
 6. In 2015, CDE, in consultation with an on-going advisory group from the State Council, and with the assistance of technical advisors in the field of student growth and assessment, shall revisit the dialogue about using an SGO approach as part of the statewide evaluation system, and these recommendations around a shared responsibility between the state and districts for developing student growth measures. This group shall evaluate the data, feedback and research compiled during the 2011-2015 pilot and rollout process in order to inform this decision.
-

Piloting the State Model System for Educator Evaluations

As discussed previously, many districts will choose to rely on the state model evaluation system as a fully implementable product, particularly in difficult financial times. It becomes exceptionally important for this system to function effectively and efficiently. After the preliminary design of the state model system has been finalized, it will be piloted in phases in volunteer districts representing a range of geographical, size, and student diversity, and in school situations reflecting differences in student mobility, small student populations, and teaching arrangements. The data gathered during the pilot period will then be used to finalize the design of the system.

In addition to the goal of improving the system, the pilot and rollout period will also be used to collect information needed for the Council to make final recommendations in a number of areas. As the Council's work has progressed, it has become clear that sufficient data is not available for a number of issues on which the Council will ultimately want to create recommendations for the State Board of Education. As such, the Council has embedded in its initial recommendations an emphasis on using the pilot and roll-out period of the state educator evaluation framework in a strategic manner that allows for the collection of data necessary to inform a number of critical recommendations, including:

The term "pilot and rollout period" is used in this report to mean the period between 2011 and 2015 devoted to the design, pilot testing, and phased rollout of the teacher, principal, and other licensed personnel evaluation systems. Since different parts of the system will be piloting and rolling out at different times, the term "pilot and rollout period" is used to refer to the entire 2011-15 period.

- Whether or not to recommend the state model system as a default system from which districts would need to “opt out”
- The setting of cut scores on the state scoring framework for both teachers and principals
- Whether or not to mandate the use of statewide rubrics and other measurements tools as part of the teacher and principal frameworks
- How best to attribute student growth scores among groups of teachers
- How to capture student growth data for highly mobile students
- How best to use student growth objectives in measuring student growth

Selection of Pilot Districts

During the pilot and rollout period, select pilot districts will be chosen by CDE on the basis of numerous factors including interest, desire to have districts at varying stages of readiness/implementation of existing efforts in educator evaluation, and geographic/size distribution. These districts will pilot the state model system in accordance with the pilot and rollout timeline laid out above. CDE will collect data from these districts to make changes to its implementation processes and guidelines. In implementing pilot activities, CDE should balance considerations of urgency with a desire to ensure quality implementation of the evaluation system and the need to ensure that CDE has time to collect and reflect on important lessons learned in order to engage in continuous improvement. CDE will develop progress benchmarks for each phase of the pilot to enable districts to monitor their progress and ensure that comparable data can be collected at the state level.

The Council believes that the pilot period provides an opportunity to allow for two main categories of districts to test out the Council’s proposed framework:

- Districts which will implement only the mandatory aspects of the State Framework for Educator Evaluation Systems but make localized decisions around the aspects that permit discretion (this includes districts that currently have evaluation systems in place and are mapping their systems against the framework requirements); and
- Districts which will implement the state model system in its entirety, using the same measurement tools, weightings, aggregation methods, etc.

The role of the districts participating in the pilot is absolutely essential. The Council believes that participation in the pilot project must be voluntary. Participating districts should be representative of the geographic and size diversity of the state, and should be willing and able to collect the data needed to inform the improvement of the evaluation system. The pilot phase is also a unique opportunity to compare the experiences of districts that have agreed to implement the state model system with the experiences of district “trail-blazers” that have incorporated innovative or promising practices into locally-developed systems.

Districts already using locally-developed evaluation systems will receive differentiated support depending on the extent to which their systems meet all of the requirements of the state framework (i.e. apply to all teachers and all principals and include both professional practice

and student growth). The pilot and rollout period is not intended to place restrictions on districts that are already farther along in implementation, or those that wish to pursue a more aggressive time table. Rather, the Council's suggested sequence of a rollout along with CDE's progress benchmarks should be viewed as an opportunity for districts to reflect on the current state of their progress towards the goal of a fully-functioning educator evaluation system.

Districts that choose not to participate in the pilot but that are planning to implement the state model system should work on building knowledge and capacity about the new system during this period. They may continue to use their existing evaluation systems for evaluation purposes. Districts that plan to locally develop a new system that meets the requirements set by the Council recommendations will use this time to design their new system and build the knowledge and capacity that will be required to successfully implement it.

To ensure that districts and their teachers and principals feel free to collaborate and innovate in the spirit of the pilot and rollout project, the Council recommends that negative consequences not be attached to individual performance ratings issued under the systems being piloted during the pilot and rollout period, prior to full statewide implementation. The Council will provide further recommendations on this topic when it makes recommendations concerning the teacher appeals process.

46 Recommendation 46 Performance Evaluation Ratings during Pilot and Rollout Period

- A. To encourage the maximum amount of learning about the state model system, performance evaluation results should not impact the attainment or loss of nonprobationary status for individual educators who are rated under the state model system during the pilot and rollout period.
 - B. An educator whose performance is potentially ineffective under the state model system during the pilot and rollout period should receive a formal evaluation using the district's existing performance evaluation system in addition to the piloted state system.
 - C. The Council will make recommendations concerning the date by which performance ratings under the new evaluation system shall impact the attainment or loss of nonprobationary status for individual educators when it makes recommendations concerning the appeals process for nonprobationary teachers who have received a second consecutive rating of below Effective.
-

Objectives for the Pilot and Rollout Period

If successful, the pilot and rollout period (2011-15) will provide valuable information that is used to improve the components of the evaluation system and the overall system itself. In particular, the pilot and rollout period will be used to test approaches that are new and

innovative; to gather data about the implications of these approaches for teaching, student outcomes, professional development, professional outcomes for teachers, and the engagement of parents, students, and other community stakeholders; and to use this data to drive system improvements and finalize Council/CDE recommendations for aspects of the framework that are not ready to be finalized as of the date of this report.

The specific objectives to be achieved during the pilot and rollout period are to:

- Beta-test and refine evaluation tools (e.g. student perception surveys, teacher surveys, observation rubrics);
- Identify training practices that work well and those that do not;
- Explore opportunities for districts to work collaboratively to develop efficiencies and improve the quality of training and resources;
- Identify the particular needs of rural, small and medium size districts to implement new evaluation systems;
- Develop confidence and predictability in the state model evaluation system;
- Collect data that should be used to make important decisions about the model evaluation system, including:
 - How to attribute student growth scores to individual educators;
 - Attribution of student growth scores for highly mobile students;
 - How to fairly attribute student growth scores for students with significant interventions;
 - Determine how measures of professional practice on Quality Standards I-V should be aggregated to determine an overall rating;
 - Determine how an overall rating on Quality Standards I-V should be combined with performance on Quality Standard VI to determine a teacher's overall performance;
 - Determine how an overall rating on Quality Standards I-VI should be combined with performance on Quality Standard VII to determine a principal's overall performance;
- Develop a means of monitoring statewide implementation that avoids mere compliance and focuses upon measuring whether the intended goals of the system are being accomplished;
- Collect data on the actual costs of implementation to districts and the state; and
- Push CDE to pilot and implement as quickly as possible without sacrificing quality. This can be done both by beta-testing individual components in order to collect information on the quality of individual system components, and by piloting larger chunks of the system to learn how pieces interact as they are rolled out.

Structure of the Pilot Project – Beta-Testing and Phased Rollout

Beta-testing, which will begin in fall 2011, will be a period during which individual measurement tools for the statewide model system (observation rubrics, teacher surveys, parent/guardian surveys, student surveys), and student growth measures will be tested by

districts in order to provide feedback on the specific tools. These changes will be incorporated before the state model system is piloted in districts. This will also be a period when CDE will be assisting districts with existing systems to map their systems against the framework requirements issued by the State Board. CDE may include tools from these districts as part of the beta-testing and later include them as part of the resource bank.

The phased rollout process described below is intended to allow districts to pilot the new evaluation systems in phases, rather than having to try to implement everything at once. It represents the Council's judgment about how to balance questions of quality with the urgent pace for implementation required under S.B. 10-191. The phases allow for beta testing of certain parts of the educator evaluation frameworks to ensure that they are in fact of high quality before other parts are added. Pilot districts that choose to move more swiftly, or using different sequences, may do so, although they will need to work with CDE to ensure that they have met the benchmarks for each phase of the pilot.

The Council suggests that districts roll out the principal evaluation system first, since more pieces of that framework are already in place. This also allows principals to experience the new evaluation system prior to the point in time when they will be asked to evaluate teachers under the new system.

The recommended phased rollout would then follow the schedule below. Depending on the needs of individual districts, the phases may correspond with each year in the pilot and rollout period, or may proceed faster, slower, or in a different order. CDE should group the pilot districts in ways that allow for the most effective collection of data, so that districts that are similarly situated will roll out using similar timetables. To assist districts in assessing their progress, CDE will develop benchmark progress indicators for each stage of the pilot.

Milestones for CDE Pilot of State Model

Phases	Principal Evaluation		Teacher Evaluation	
	Professional Practice	Student Growth	Professional Practice	Student Growth
Phase 1 (2011-12)	Design and beta-test evaluation rubric and identify initial measures	CSAP and School Performance Framework	Design and beta-test observation rubric and identify initial measures	Assign teachers to categories based on available assessments, and develop additional growth measures
Phase 2 (2012-13)	Refine observation rubric and add other professional practice measures if needed	Add additional growth measures aligned with teacher evaluation measures	Refine observation rubric and add other professional practice measures	Add student growth measures for additional subjects and grades
Phase 3 (2013-14)	Refine and finalize all professional practice measures	Integrate all student growth measures	Refine and finalize all professional practice measures	Add student growth measures for additional subjects and grades
2014-15	Full statewide implementation			

During the pilot project, participating districts and the state will collect and analyze data from the project for the purpose of answering the key questions identified above. In particular, the pilot project should be structured to ensure that data on the following questions is gathered so that decisions can be made in a timely manner.

Question/Issue	Analysis of data
Are specific measurement tools (most specifically, the rubric for measuring teacher practice of Quality Standards I-V and the survey used to collect teacher perceptions of principal practice) of a quality sufficient to warrant their use being mandated statewide?	<ul style="list-style-type: none"> • Data collection 2011-14 • Decision made by 2014
Is the state model system developed by CDE of sufficient quality that it should be considered a default model system for all Colorado school districts? Does data suggest that the state model system produces better outcomes against the outcomes questions as compared to wholly district-developed systems?	<ul style="list-style-type: none"> • Data collection 2011-14 • Decision made by 2014
Is the process for implementing the system adequate in terms of time, organization, support etc.?	<ul style="list-style-type: none"> • Data collected 2011-2014 • Changes made to system in an on-going manner
Do differences in the weightings assigned to individual elements, standards, and aggregated scores create vast	<ul style="list-style-type: none"> • Data collected 2012-2014 • Analysis and initial

Question/Issue	Analysis of data
differences in the final classification of teachers into performance categories?	decisions made by 2013
What is the distribution of teachers within the performance standards based on the Council’s initial scoring framework recommendations?	<ul style="list-style-type: none"> • Data collected 2012-2014
What is the growth trajectory of novice teachers over time under the Council’s initial scoring framework recommendations?	<ul style="list-style-type: none"> • Data collected 2012-2014
Is there an increase in the number of newer and experienced teachers leaving the profession within the first three years of the pilot and implementation? Is the decision to leave based on their performance standard rating?	<ul style="list-style-type: none"> • Data collected 2013-2015
What are the correlations between school and district performance frameworks and teacher and principal effectiveness ratings?	<ul style="list-style-type: none"> • Data collected 2012-2014
Does the appeals process adequately address the concerns of teachers, yet uphold the integrity of the evaluation system’s goals?	<ul style="list-style-type: none"> • Data collected 2013-2014
What are the implications of the proposed composition of the state scoring matrix and the consequences of educators being rated within particular performance standards on the state scoring framework?	<ul style="list-style-type: none"> • Data collected 2013-2015
Where should the “cut” scores be set on the state scoring framework?	<ul style="list-style-type: none"> • Data collected 2011-2015
What can be learned about the proposed Quality Standards for teachers and principals based on the reporting out by districts on school-level performance on each of the quality standards?	<ul style="list-style-type: none"> • Data collected 2011-2014
What are the correlations between ratings on professional practice measures and ratings on student growth measures?	<ul style="list-style-type: none"> • Data collected 2011-2015
What data should be aggregated at each levels of the system (i.e. at the classroom level? Teacher level? Grade level? School level? District level?)	<ul style="list-style-type: none"> • Data collected 2012-2015
What are the most useful ways to attribute student growth scores among groups of teachers?	<ul style="list-style-type: none"> • Data collected 2011-2014
What is the quality of newly-developed student growth measures, and the relationship between student outcomes on new measures compared to student outcomes on existing norm-referenced assessments?	<ul style="list-style-type: none"> • Data collected 2012-2014
What is the experience of pilot districts adopting student growth objective goals and corresponding student growth measures? What is the quality of goals set by teachers? What are the correlations between student outcomes on new measures, student outcomes on more reliable student growth measures, and other measures of	<ul style="list-style-type: none"> • Data collected 2011-2014

Question/Issue	Analysis of data
teacher professional practice?	
How can districts fairly and appropriately attribute academic results for highly mobile students, and what are the implications for the evaluation of teachers and principals?	<ul style="list-style-type: none"> Data collected 2011-2013

Roles and Activities of State and Districts during Pilot and Rollout Period

The pilot and rollout period represents a phase of intense collaboration between CDE and the districts. To achieve the aims of the pilot, districts must be willing to collect data and communicate regularly with CDE; CDE in turn must provide the levels of support anticipated in this report. The following charts represent the respective roles and activities of the state and districts during the pilot and rollout period. In these charts, the term “pilot district” refers to those districts that are piloting the state model system and/or testing tools and rubrics designed for that system, as well as districts that are testing locally-developed systems that currently meet the requirements of the State Framework (and will inform the development of the state model system). Districts that intend to implement the state model system in 2014-15 are referred to as “state model system districts”; and districts that intend to implement locally-developed systems in 2014-15 are referred to as “local system districts.”

CDE Support to Districts during Implementation of Teacher and Principal Evaluation Systems

District	2011-12	2012-13	2013-14	2014-15
Pilot Districts	<ul style="list-style-type: none"> Establish pilot process Support pilot districts in implementation of state system through resources, tools, trainings, meetings, data analysis, communication, and monitoring Convene pilot districts to share lessons learned 	<ul style="list-style-type: none"> Continue pilot Support pilot districts through resources, tools, trainings, meetings, data analysis, communication, and monitoring Convene pilot districts to share lessons learned, improve inter-rater reliability, validity and reliability of measures and identify areas of needed improvement and support 	<ul style="list-style-type: none"> Continue pilot Support pilot districts through resources, tools, trainings, meetings, data analysis, communication, and monitoring Convene pilot districts to share lessons learned Build pilot site capacity to sustain implementation 	<ul style="list-style-type: none"> Monitor and support district implementation
Model System Districts	<ul style="list-style-type: none"> Gather information about district needs 	<ul style="list-style-type: none"> Provide training and support on elements of state model that districts 	<ul style="list-style-type: none"> Roll out full state model system for teachers and principals 	<ul style="list-style-type: none"> Roll out state model system for remaining licensed

District	2011-12	2012-13	2013-14	2014-15
	<ul style="list-style-type: none"> • Provide training and support to prepare for implementation • Collect and share resources on state resource bank • Solicit input from districts about pilot and engage interested districts in beta-testing of tools 	<p>can begin to put in place</p> <ul style="list-style-type: none"> • Collect and share resources on state resource bank • Continue to communicate status of the pilot and solicit input from districts • Monitor and support district implementation activities 	<ul style="list-style-type: none"> • Provide ongoing support and training through resources, tools, trainings, meetings, data analysis, communication, and monitoring • Provide tools and guidance on resources bank to support districts • Continue to communicate status of the pilot and solicit input from districts • Monitor and support district implementation activities 	<p>personnel</p> <ul style="list-style-type: none"> • Monitor and support district implementation
Local System Districts	<ul style="list-style-type: none"> • Collect and share resources on state resource bank • Assess local needs for support • Districts share lessons learned 	<ul style="list-style-type: none"> • Test monitoring processes for value and identify need for support • Provide targeted support to districts • Continue to provide resources and tools on state resource bank 	<ul style="list-style-type: none"> • Continue to monitor implementation and identify areas for additional support and system improvement • Share lessons learned 	<ul style="list-style-type: none"> • Continue to monitor implementation and identify areas for additional support and system improvement • Share lessons learned

CDE Support to Districts during Implementation of Teacher and Principal Evaluation Systems

All Districts	Districts Adopting State Model System
<ul style="list-style-type: none"> • Access to State Resource Bank • Access to general implementation support 	<ul style="list-style-type: none"> • Complete evaluation system including rubrics, scoring protocols, sample tools for classifying personnel, etc. developed specifically for use with state measurement tools and measures • Guidance on implementation • Technical assistance with analyzing student growth measures • Protocols for combining multiple measures • CDE-supported training for evaluators tailored to state model materials • CDE-supported professional development tailored to state system materials • Regional technical support tailored to state system materials • CDE analysis of common data (e.g. parent and student surveys)

Recommended Guidelines for District Implementation

In addition to making recommendations for state-level implementation activities, the Council is also charged with recommending guidelines for district implementation: "... [The Council shall] develop and recommend to the State Board guidelines for adequate implementation of a high-quality educator evaluation system that shall address at a minimum the following:

- (I) Ongoing training to ensure full understanding of the system and its implementation;
- (II) Evaluation results that are normed to ensure consistency and fairness;
- (III) Evaluation rubrics and tools that are deemed fair, transparent, rigorous and valid;
- (IV) Evaluations conducted using sufficient time and frequency, at least annually, to gather sufficient data on which to base an evaluation rating;
- (V) Provide adequate training and collaborative time to ensure educators fully understand and have resources to respond to student academic growth data; and
- (VI) Student data that is monitored at least annually to ensure correlation between student academic growth and outcomes and educator effectiveness ratings."

CRS 22-9-105.5(3)(e).

The technical assistance working group charged with making preliminary recommendations in this area put together very detailed descriptions of decisions that must be made by districts as they develop and implement their evaluation systems. (See Appendix 8). While the Council chose not to incorporate that level of detail into its formal recommendations, it does believe that the working group's report is a valuable resource to districts, and encourages districts to use it as a starting point in thinking about their own implementations.

47 Recommendation 47 CDE Guidelines for District Implementation

- A. CDE shall ensure that educators and evaluators receive adequate training and support to implement the new evaluation system, including training on:
 - 1. The evaluation system and its components;
 - 2. Measuring professional practice and student growth, and using resulting data to improve professional development opportunities and instruction;
 - 3. Conducting observations with sufficient frequency and duration to allow a credible body of evidence to be gathered; and
 - 4. Providing feedback to educators, which will support their improvement.

- B. CDE shall require districts to have a process for validating evaluation results that includes:
 - 1. Norming evaluation results to ensure consistency and fairness; and
 - 2. Ensuring that data used to determine performance (i.e. observation, surveys, student growth measures) support and confirm determinations of performance evaluation ratings.

Council recommendations for district guidelines in other areas relating to the design and implementation of the new evaluation systems may be found in other sections.

The Council feels strongly that districts, in developing and implementing their evaluation systems, should welcome input and feedback not only from teachers, principals, and other licensed personnel, but also from parents/guardians, students, and interested community members. S.B. 10-191 did not remove the sections of the Licensed Personnel Performance Evaluation Act that requires community input into evaluation processes and systems, and also specifically states that the Council shall make recommendations about the involvement and support of parents as partners with administrators and teachers. The Council has already made recommendations elsewhere about involving parents and guardians in the development and implementation of evaluation systems and involving students in evaluations as sources of feedback for teachers and principals (see Recommendations 41 and 42).

CDE Resources to Support Implementation

The State Council recognizes that CDE will be responsible for implementing S.B. 10-191 in accordance with State Board direction and rules.

The following provides background information on steps that CDE is taking to prepare for implementation.

CDE has established an Educator Effectiveness Unit to guide the department's activities to attract, prepare, and support effective educators. An Executive Director of Educator Effectiveness has been hired to lead this department-wide work. A key priority of the Executive Director will be overseeing the design of the model state educator evaluation system and ensuring quality implementation of S.B. 10-191. In addition, a

Senior Consultant has been hired to develop, populate, and manage the state's Resource Bank and to provide technical assistance to districts in implementation of S.B. 10-191. CDE is in the process of hiring a staff member dedicated to the design and development of the state model educator evaluation system. The desired hire date for this position is May. CDE has also

"There are a lot of schools that do evaluations and support well, and a lot that don't. Now it will be more consistent across the board."

Margaret Crespo, Council Member and Principal, Heath Middle School in Greeley

dedicated a staff member to support the development of rules and regulations based on the recommendations of the State Board of Education.

These staff members are supported by a 15-member, cross-department leadership team that meets weekly to help drive the state's educator effectiveness initiatives. This team includes representatives from CDE's standards, assessments, federal programs, policy and performance, licensure and educator preparation, and data teams. The team also includes a member from the Department of Higher Education and members from CDE's key partners, like the Colorado Legacy Foundation. The cross-functional nature of the team enables greater alignment of the educator effectiveness work with the other key statewide priorities around standards, assessments, and unified improvement planning.

Using the State Council's recommendations as the guiding document, members of the Educator Effectiveness Unit are in the process of developing a multi-year implementation plan for S.B. 10-191. Initial efforts have focused on activities that need to occur between now and December and include the following major categories of work:

- Preliminary design of the state model educator evaluation system;
- Design of the pilot (including selection process for pilot districts, timing of pilot, sequencing of pilot, objectives of pilot, supports to those in the pilot, etc.);
- Development of a system of differentiated support to districts;
- Development of measurements of student growth;
- Design and launch of the state's Resource Bank; and
- Development of a comprehensive communication plan.

No plans are currently in place to conduct a study to ascertain the costs to CDE for implementing the recommendations in this report. However, the Council strongly recommends that the state conduct an analysis of the costs of its role in implementing the requirements of S.B. 10-191 and this report, as they are likely to be considerable and should be planned for immediately.

Measuring Success

As the state and its districts embark on this ambitious implementation, the Council wanted to provide guidance about measuring success of implementation and of the new evaluation system overall. In general, the Council recommends that data collection and monitoring be focused in two areas: (1) student achievement and equity and (2) educator support.

48 Recommendation 48 Monitoring System Outcomes

During the implementation period and thereafter, CDE shall monitor and report on the following desired outcomes of the state's educator evaluation system, focusing on long-term impact:

A. Student Achievement and Equity Outcomes:

1. Student outcomes are improving.
2. Educators are increasing their effectiveness over time.
3. Districts are retaining highly effective and effective educators at a greater rate than ineffective educators.
4. Districts are increasing the number and percentage of highly effective and effective educators in high needs schools and subject areas over time.
5. Districts are attracting, developing and retaining more highly effective educators over time.
6. Effectiveness ratings of teachers and principals are consistent with overall student and school performance.

B. Educator Support Outcomes

1. Systems are able to provide more individualized and useful feedback to educators over time.
2. Districts are using educator evaluations to facilitate meaningful, growth-producing dialogue with and among educators.
3. Educators are reporting that the process is professionally meaningful and assists them in the improvement of their practice.
4. Education professionals collaborate around improving student outcomes.
5. Educators are using data and feedback to improve teaching and learning through an on-going process of planning, assessment and improvement.
6. The pre-service training and on-going professional development of educators are aligned with each other and with the Quality Standards that inform evaluations of educator performance.
7. State and districts are experiencing greater alignment between district, school and teacher goals.
8. The quality and quantity of valid and reliable measures of educator and student performance improves for all subjects and areas.

9. Districts, schools and teachers have more access to examples of best practices, including exemplars of instructional practice, and student work over time.
 10. State Resource Bank is growing and being used more by more schools.
 11. Resources are being used to continuously improve the value of the evaluation system.
 12. The state and districts are able to identify opportunities to improve the effectiveness of educators statewide.
-

X. The Continuing Role of the State Council

By this report, the Council has met its statutory charge to issue recommendations on each of the following:

- Definitions of teacher and principal effectiveness;
- Levels of effectiveness and performance standards;
- Guidelines for a fair, rigorous, and transparent system to evaluate teachers and principals; and
- State policy changes to prepare, evaluate, and support teachers and principals.

The Council will continue its work to complete its additional statutory responsibilities to:

- Recommend guidelines for district processes that enable a non-probationary teacher to appeal his or her second consecutive rating of Ineffective;
- Monitor implementation and recommend improvements to the evaluation system; and
- Recommend additional policy changes, based upon the results of the pilot that support districts' use of evaluation data for making decisions in such areas as compensation, promotion, retention, removal, and professional development.

As this report makes clear, much important work will take place during the pilot and rollout period of 2011-2015. Over the past year, Council members have developed a deep appreciation of the complexity of the issues involved in developing and implementing robust evaluation systems for educators. As a result, the Council has a collective expertise in these issues that would be very difficult to replicate. Members feel that this collective expertise should not be lost, and as such are interested in providing ongoing support for this important initiative. To that end, the Council proposes that it continue its work by drafting recommendations in its charge but not yet complete and by serving as an advisory board and review panel for CDE during the 2011-15 pilot and rollout period.

Recommendations that still need to be drafted for a comprehensive educator evaluation system include guidelines for an evaluation system for licensed personnel in categories not covered by this report, recommended improvements to the performance evaluation system based on the results of the 2011-15 pilot and rollout period, and guidelines for ways in which districts can consider basing employment decisions on evaluation outcomes. These recommendations would be made to the State Board of Education. In addition, recommendations on local appeals processes must be made to the General Assembly by January 2013.

The Council can provide support for CDE by serving as an advisory board to the department in the development of new student growth measures and as it develops a statewide model evaluation system and all associated components, such as rubrics, profiles and panels,

weighting of standards, and attribution among teachers. During the pilot and rollout period, Council members can serve as an expert advisory panel to CDE in analyzing pilot data and recommending changes. The Council can be a collaborative partner to support the teacher identification system work of the Quality Teacher Commission and the development of a principal development academy by the School Leadership Academy Board. Finally, Council members plan to use data from the pilot and rollout period to develop recommendations for districts in considering the appropriate use of evaluation data in employment decisions such as hiring, pay, promotion, professional development, and dismissal.

Much of this work will occur in the next year. The Council for Educator Effectiveness should hold regularly monthly meetings from April 2011 through April 2012, with additional participation in work groups on a voluntary basis. From April 2012 through April 2015, the Council recommends quarterly meetings, which may be needed only for particular working groups. Throughout this time, the Council will be comprised of fifteen members appointed by the Governor, representing a variety of stakeholder perspectives as well as a diversity of districts across the state. Vacancies on the Council will be filled through appointment by the Governor, with careful attention paid to knowledge and experience already held by appointees so that new members will be able to be assimilated quickly into Council work. The Council may continue to create task forces and subcommittees in order to complete its work.

XI. Study of Estimated Costs to Districts to Implement Educator Performance Evaluation Systems

S.B. 10- 191 requires the Council’s report to contain the results of a cost study that analyzes the expected costs to districts of implementing the new teacher and principal evaluation systems in accordance with S.B. 10-191 and Council recommendations. Augenblick, Palaich & Associates (APA), a consulting firm in Denver with national expertise in school funding issues, was retained to conduct the study. The full study is attached as Appendix 10.

To gather information on the expected costs, APA convened a professional judgment panel consisting of current and former teachers, principals, and administrators from a range of Colorado districts. This panel was asked to estimate the additional resources that would be required in their districts to meet S.B. 10-191 requirements. In addition, APA staff spoke separately with several smaller districts concerning their evaluation needs and current capacity, and with Eagle County, a school district that has been implementing a version of the Teacher Advancement Project evaluation. Consultants also visited the Harrison School District, currently implementing an intensive evaluation process as part of its new pay-for-performance system.

The members of the professional judgment panel based their opinion on the proposed new teacher and principal standards, the proposed teacher and principal evaluation framework, and a summary of the expected tasks to be undertaken by districts pursuant to S.B. 10-191 and the Council’s recommendations.

The most significant new responsibilities for districts identified by the panel included:

- One-time start-up costs, including training on the new system for educators and evaluators, setting up data systems, selecting evaluation measures and tools, and creating an appeals process
- Increased annual costs for the following activities:
 - Evaluating teachers and principals every year rather than every three years
 - Using a greater variety of measurement tools
 - Engaging in more intensive analysis of student data in all subject areas, particularly for teachers
 - Identifying a greater number of ineffective teachers, which means that more teachers would be subject to improvement plans and related support

The professional judgment panel made several important assumptions about the role of the state in the new process. In particular, they assumed that the state would be fully responsible for the following areas:

- Development of a state model system and resource bank with associated tools
- Piloting the evaluation system with model rubrics and tools
- Providing student, parent, and teacher survey results to districts
- Monitoring the entire system
- Creating assessment tools in each content area
- Developing professional development materials
- Reporting evaluation data
- Creation of a student tracking system linking students to teachers

APA reports that districts believe that they would be unable to implement the new evaluation system if the state did not fully assume its responsibilities in these areas and build the basic structure for the new system.

Based on the assessment from the professional judgment panel, APA estimated that districts would incur one-time start-up costs of \$53 per student. This number has not been adjusted for size. For ongoing annual costs, estimates of additional costs per teacher/principal varied depending on 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 because districts can choose to terminate ineffective principals

These figures represent estimated costs and available district resources at a specific moment in time, up to January 31, 2011. The estimates capture only the additional resources that are needed in an average district that is doing what it is currently required to do, no more, no less, and only apply to the increased costs of evaluating teachers and principals. The costs are based on statewide average salaries, assuming that principals are used as evaluators (costs could decline if assistant principals or other personnel are used as evaluators). APA identified 39 districts that currently do not have the capacity to meet the requirements for annual evaluations if only principals or assistant principals are used as evaluators. These districts would need to be able to use other staff as evaluators or seek support from BOCES or other regional support structures. In addition, districts which choose to build their own content area assessments or use locally-developed measurement tools, rather than adopting those assumed to be available from the state, will incur additional costs.

The cost study does not contain recommendations for how districts will pay for the new costs.

In the Harrison School District, the district hired 14 additional assistant principals to ensure that each school had both a principal and an assistant principal. It also hired additional assessment development personnel, data management and analysis personnel, staff to collect and sort assessments, and an executive director to oversee the project. The new system required four additional professional development and training days for teachers, three days per teacher for scoring, outside help for scoring in elective areas, and additional supplies, materials and equipment (such as video equipment). The district paid for the system through a combination of federal funds, foundation grants, increased time expectations for current staff, and reallocation of existing resources.

The Council recognizes that these are significant costs in a time of tight district budgets. These costs should not be taken lightly or discounted. However, the Council believes that this work is incredibly important and urges both the state and districts to follow through with full, high-quality implementation of the systems described in this report. In particular, the General Assembly will need to ensure that appropriate resources are provided so that the state and its districts are capable of fulfilling their roles as described in this report. This undertaking may well require both the state and districts to rely on both public and private resources, and to consider rethinking how we currently deliver education and education resources.

XII. Recommended State Policy Changes

CONTINUOUS IMPROVEMENT

ALIGNED SYSTEM

In order to function effectively, the state’s evaluation system must also be considered in the context of other policies affecting educators.

Throughout discussions, Council members consistently expressed the intention that the new evaluation system be considered as one part of a coherent set of policies that represent a systemic approach to the way that educators work and are held accountable. SB 191 charged the Council with making recommendations for the alignment of other state-level policies, and this section contains those recommendations.

To ensure alignment of the evaluation system with the state’s educator preparation, licensure, induction, professional development, and other related educator policies, the Council recommends that the state align existing and future educator effectiveness policies to the state’s educator effectiveness definitions and quality standards.

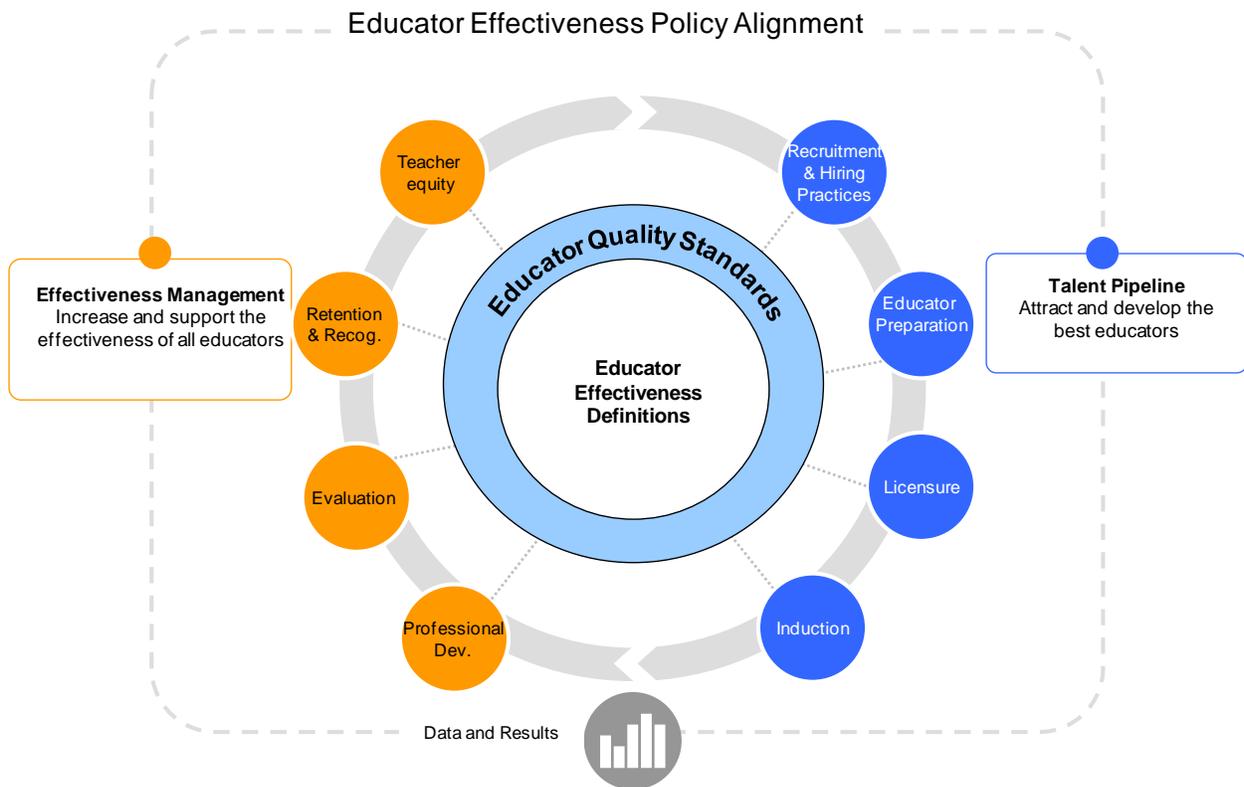
The Council recommends that the alignment process begin with a review and revamping of the state’s licensure system which is based on professional standards that were developed in the early 1990s. The standards will need to be replaced by the educator quality standards, as appropriate, and the system updated to reflect current research and professional practice. As the state’s licensure system is updated, educator preparation program approval which is also based on the licensure standards will need alignment and revision – in conjunction with the review and approval of induction programs. Alignment of recruitment, professional development, retention efforts, and recognition programs can occur over time.

The Council’s report shall recommend:

“... policy changes, as appropriate, that will support local school districts’ use of evaluation data for decisions in areas such as compensation, promotion, retention, renewal, and professional development...”

“... policy changes, as appropriate, that will ensure that the standards and criteria applicable to teacher and principal licensure and the accreditation of preparation programs are directly aligned with and support the preparation and licensure of effective educators...”

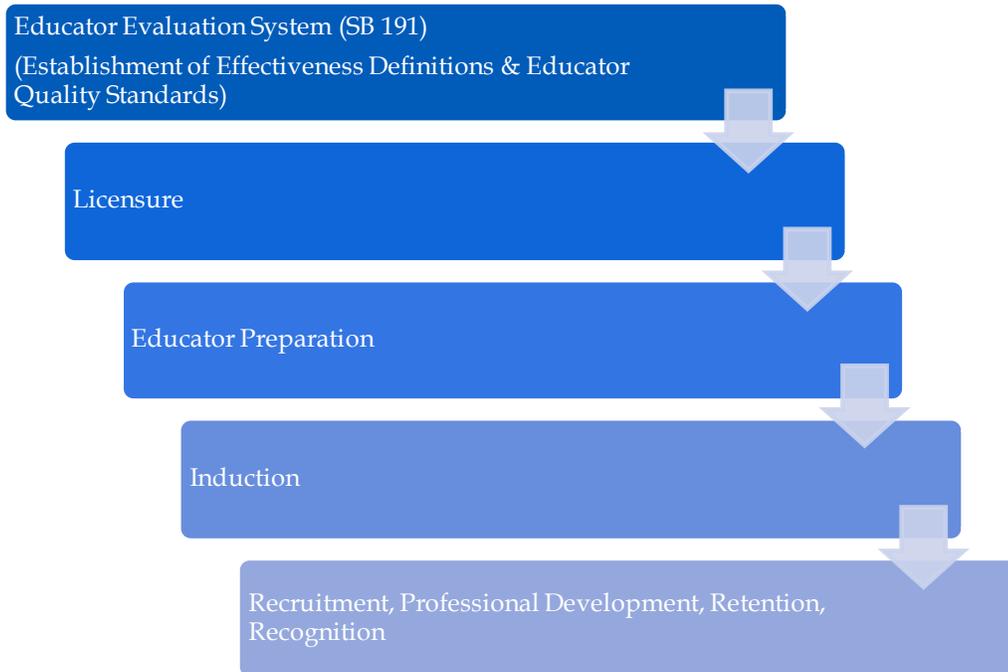
The figure below illustrates the envisioned alignment of the system. All policies are mutually reinforcing and centered on rigorous, research-based educator quality standards and definitions.



49 Recommendation 49 Alignment of State Educator Policies

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 practicable. Such review shall be guided by the policy goals for these areas, so that all policies directly facilitate the ability of educators to enter and continue in the profession meeting the state definition of effectiveness. The existing Performance Based Standards for Principals and the Performance Based Standards for Teachers should be replaced with the respective Quality Standards recommended by the Council, and CDE and the Department of Higher Education shall subsequently ensure that all preparation (both higher education-based and alternative), induction, and licensure programs are designed to support teachers and principals to be effective in accordance with the new Quality Standards.

Sequence of Policy Alignment



Summary Overview of Recommendations for Policy Alignment

The working group that developed preliminary recommendations for the Council in this area first created an inventory of existing policies affecting educator effectiveness. Using this survey, the working group created a gap analysis between the goals of educator effectiveness and current policies. The ten 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:

1. Develop and adopt statutory provisions to provide appropriate protections regarding the use and reporting of educator evaluation data.
2. Revamp the state's educator licensure system to help ensure, support, and drive increased educator effectiveness through alignment with the Teacher Quality Standards and the Principal Quality Standards.
3. Revise and strengthen the state's educator preparation program approval process to increase the effectiveness of new educators through alignment with the Teacher Quality Standards and the Principal Quality Standards.
4. Strengthen the requirements for review and approval of induction programs through alignment with the Teacher Quality Standards and Principal Quality Standards.
5. Increase the impact of professional development funded by state and federal sources through alignment with the Teacher Quality Standards and the Principal Quality Standards.
6. Provide staffing and identify stable funding sources for the School Leadership Academy.

7. Integrate educator effectiveness into the statewide system of accountability and support.
8. Align educator recognition to effectiveness definitions and educator quality standards.
9. Survey districts and monitor early implementation to identify needed resources to support implementation of the state's educator evaluation system.
10. 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.

In addition, the Council will use information from the pilot and rollout period to make recommendations for districts on ways to consider the use of evaluation data for making decisions in such areas as compensation, promotion, retention, removal, and professional development.

Evaluation data privacy

The Council identified the desired uses of educator evaluation data at both the individual educator and aggregate (state) level. At the individual level, evaluation data should be used to improve instruction; enhance educator effectiveness; identify areas for professional development; make employment decisions; and conduct research and analysis. At the state level, evaluation data should be used to examine and report state, district, and school-level trends in educator effectiveness; track progress towards state-level educator effectiveness goals; conduct research and analysis; and evaluate the effectiveness of educator preparation programs and professional development offerings.

These desired uses must be balanced with the need to protect the privacy of individual educators. To meet the desired uses of educator evaluation data, the Council recommends that while school-, district-, and state-level aggregations of student growth data may be made public, as they currently are under the Colorado Growth Model, the state and districts not make public individual educator evaluation ratings or student growth data tied to individual educators for purposes of evaluation. Colorado currently has a statute that prevents the state from disclosing information about individual educators (CRS 22-2-11(3)(a)), but the statute does not address district or local disclosure. The development and adoption of parallel statutory or regulatory language at the district level is required for full protection of educator evaluation data. These protections should be in place prior to the start of the pilot implementation process.

50 Recommendation 50 Protection of Educator Data

The state should develop and adopt statutory provisions to provide appropriate and timely protections regarding the use and reporting of educator evaluation data.

Educator Licensing

Adopted in 1991, the state’s current licensure system focuses largely on conducting criminal background checks, fingerprinting, and ensuring minimum qualifications have been met for initial and professional licenses. The Council recommends reviewing and revising the state’s licensure system using the following guiding principles:

- Initial licensure should be a strong indicator of likely effectiveness. (Learn from the work of the Stanford Teacher Assessment Project and other similar efforts to improve the assessments used to evaluate and license new teachers.)
- Professional licensure should be an indicator of demonstrated effectiveness.
- The licensure system should be aligned with the objectives and approaches of the state’s educator evaluation system, as outlined in S.B. 10-191 and articulated in state rules. Licensure should be aligned with the state’s educator effectiveness definitions, Teacher and Principal Quality Standards, and performance standards.
- The process of attaining and/or renewing a license should be valuable and should support increased effectiveness.
- The system of processing license requests should be user-friendly, timely, responsive, and reflective of current technology.

To revamp the state’s licensure system, the Council recommends that the state review data from other state licensure systems, other professions that use licensure systems, and from districts like Denver Public Schools that are piloting the use of effectiveness data to make licensure decisions.

In addition, the Council recommends critical examination of the following questions:

- What are the objectives of the state in granting initial licenses? How high of a bar does the state wish to set before granting an initial license?
- What are the objectives of the state in granting first-time professional licenses? How high of a bar does the state wish to set before granting a professional license for the first time? Some states use this as an opportunity to screen out candidates who have not demonstrated effectiveness. They place high stakes on the granting of professional licenses.
- What are the objectives of the state in requiring renewal of licenses? Are the six credit hours required for renewal (and the minimum criteria that governs these hours) yielding more effective educators? Some states have eliminated their renewal process,

“Colorado should 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 education profession can enhance the talent pool of individuals entering the profession.”

Colin Mullaney, Council member and Principal, Cheyenne Mountain Charter Academy

focusing instead on a higher-stakes initial granting of a professional license and deferring to strong local evaluation systems to drive ongoing professional development thereafter.

In addition, the state's licensure data system is out-of-date, hampering the state's ability to mine the system for meaningful and useful data that could inform statewide recruitment and retention initiatives. The Council recommends that the State Board of Education incorporate in its overall review of licensure an analysis of the current licensure data system and provide recommendations for modernizing the system to enable monitoring of licensure data and to connect/inform the state's educator effectiveness metrics.

While the Council recommends that licensure be a more rigorous opportunity to determine an educator's demonstrated or likely effectiveness, Council members were equally concerned about ensuring that there was ready access for qualified candidates to enter 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 Quality Standards.

51 Recommendation 51 State Educator Licensing System

The state should revamp its educator licensure system to help ensure, support, and drive increased effectiveness of educators entering the profession from a wide variety of backgrounds.

Educator Preparation

Responsibility for educator preparation programs is shared by the Colorado Department of Education and the Colorado Department of Higher Education. Statutes and regulations reflecting this responsibility will need to be revised to align with the new Quality Standards for teachers and principals, so that all educator preparation programs, whether higher education-based or delivered as alternative pathways, are based on these standards. In addition, the state should be proactive in identifying and participating in new models for educator preparation, and should create data structures and systems that report on the relative effectiveness of educators from all educator preparation programs in the state so that the information can be applied to improve educator preparation.

Update the State Board of Education’s educator standards and competencies that form the basis of the approval of educator preparation programs.

The state has established performance-based standards for the licensing of educator candidates that reflect the knowledge and skills required of beginning educators. In addition, the state has defined teacher competencies for endorsement areas (e.g., by content areas, elementary level, secondary level, etc.). These standards and competencies drive the content of both institution of higher education-based and alternative educator preparation programs and form the basis of the granting of initial licenses to new educators. The standards and competencies are authorized by state statute (C.R.S. 22-2-109(5) (a), 22-2-109(6), 22-60.4-303) and defined in state rules (CCR 2260.5-R4-5.00, CCR 2260.5-R-6.00; CCR 2260.5 R 8.00).

The Council recommends that these standards and competencies be updated to align to Colorado’s new postsecondary and workforce readiness academic standards and to the quality and performance standards for teachers and principals that will be recommended by the State Council and eventually acted upon by the State Board of

Education. The Council believes that the standards and competencies that guide the content of educator preparation program and initial licensure should be tightly aligned with, if not the same as, those that guide educator evaluation and ongoing development.

The CCHE statute (C.R.S. 23-1-121) regarding the approval of educator preparation should be revised to ensure alignment with any changes made to State Board program review and to bring

“Aligning how programs prepare teachers to how their performance in the classroom will be evaluated is critical. This way, candidates who graduate from these teacher prep schools have more of the skills we’d like to see from day one. The Quality Standards should be the standards that govern licensure, induction, and the approval of educator preparation programs.”

Kerrie Dallman, Council Member and President, Jefferson County Education Association

parity in the review of public and private institutions of higher education. In addition to the standards set by the State Board of Education, the state has established statutory performance measures for the approval and reauthorization of teacher and administrator preparation programs at institutions of higher education. Teacher preparation programs at public institutions of higher education are reviewed for their admission systems, ongoing screening and counseling, integration of theory and practice into their coursework, 800 hours of field-based experience, and ongoing assessment of candidates' content knowledge and pedagogical skill. CCHE review of new teacher preparation programs at private institutions of higher education is limited to verifying the existence of 800 hours of field-based experience. CCHE review of principal and administrator preparation programs at public institutions is limited to checking for inclusion of principles of business management and budgeting practices and analysis of student assessment data and its use in planning for student instruction. CCHE has no authority to review principal and administrator preparation programs at private institutions of higher education.

The state should participate in and review leading models for educator preparation that focus on candidate effectiveness. The Council recommends learning from this work to inform the revision of the state's educator preparation program approval process. CDE and CDHE have joined NCATE's Alliance for Clinical Teacher Preparation. Participation in this alliance will provide useful information on the efficacy of preparing teachers in clinically-based settings. In addition, CDE has granted a waiver to the University of Colorado at Boulder and Denver to establish an outcomes model for educator preparation. Many alternative preparation programs are experimenting with residency and fellow models that focus on job-embedded training, and the state should work with these institutions and programs to monitor the progress of their outcomes, identify criteria of successful programs, and inform the revision of the state's educator preparation program approval process. All preparation programs in the state, whether higher education-based or alternative pathways, should be held to the same rigorous standards.

The state should monitor and report on effectiveness of educator preparation program graduates. The state can use this data to inform the educator preparation program reauthorization process. S.B. 10-36 requires CDE, in collaboration with educator preparation programs and CDHE, to prepare an annual report analyzing educator preparation program effectiveness. CDE and CDHE can work with educator preparation program providers and school districts to determine the method of monitoring and reporting that is most informative and useful to drive and support program improvement and ultimately increased graduate effectiveness, with input from states such as Louisiana that are already gathering and reporting educator preparation graduate effectiveness. The learning from this work can then inform revisions to the state's educator preparation program reauthorization process, and program effectiveness data can be used to inform program reauthorization. Districts may need assistance in using educator preparation program effectiveness data to inform decision making on new hires and to prioritize candidates from more effective providers. Finally, potential enrollees in educator

preparation programs should have access to educator preparation program effectiveness data to guide enrollment decisions.

52 Recommendation 52 Educator Preparation

Revise and strengthen the state’s educator preparation program approval process to increase the effectiveness of new educators:

Update the State Board of Education’s educator standards and competencies that form the basis of the approval of educator preparation programs.

Revise the CCHE statute regarding the approval of educator preparation programs to ensure alignment with any changes made to State Board program review and to bring parity in the review of public and private institutions of higher education.

Participate in and review leading models for educator preparation that focus on candidate effectiveness.

Monitor and report on effectiveness of educator preparation program graduates.

Induction

Over the past decade, Colorado’s educator workforce has changed, shifting from a seasoned workforce to a new and less-experienced workforce. During this time, the median age of Colorado’s licensed teachers has decreased by ten years. In addition, over half of Colorado’s educators are prepared out-of-state. Finally, the number of individuals entering the profession through an alternative pathway or as second careers has increased steadily. As a result, district induction programs geared towards the needs of teachers in their first two years in the workplace play a critical role in helping new educators gain the skills and experience they need to be effective. They also have the potential to ensure that educators who are prepared out-of-state receive training and support in Colorado-specific expectations and methods (e.g., the Colorado Academic Standards and Colorado Growth Model).

The State Board of Education is currently required to review and approve all induction programs. Programs are to be reviewed on a five-year cycle. The rules governing this process are broad and lack a focus on program outcomes. In addition, due to limited resources and capacity at CDE, the program review is largely conducted via paper, with spotty follow-up by the state at the five-year mark.

The Council believes that the review and approval of induction programs is a critical lever that the State Board of Education has to help improve educator effectiveness. The State Board should establish a process to review and revise the rules governing induction program review. The State Board should also consider setting clear program criteria with a strong focus on the

demonstrated effectiveness of induction program graduates. These program criteria should align with the state’s educator effectiveness definitions, quality standards, performance standards, and evaluation system. The program criteria should be research-based and should take into consideration educators’ needs as reported in the TELL Colorado survey.

53 Recommendation 53 Induction Programs

The state should strengthen the requirements for review and approval of induction programs to ensure that they support and lead to increased effectiveness for new educators.

Professional Development

CDE administers a range of state and federal programs that provide funds to support local professional development for specific purposes related to policy/program goals. Many of the programs are administered separately and for the purpose of specific program goals. This can result in fragmented and disconnected professional development at the local level. Limited capacity at the state level makes it difficult to monitor use of funds and track impact on educator effectiveness and student growth.

The Council believes there is potential at the state level to transform professional development so that it enables greater educator effectiveness and results in improved student outcomes. To ensure professional development is of high quality, coherent, differentiated, aligned with performance evaluation results, and likely to result in improved student outcomes, the Council recommends that the state take the following steps:

- Establish shared, statewide standards of quality professional development that CDE applies to all grant programs that fund local professional development for teachers and leaders. In establishing these standards, CDE should consult national standards that are based on research, informed by professional practice, and focused on increasing student outcomes.
- Require grantees to provide evidence of the impact of their professional development on educator effectiveness and student growth.
- Prioritize the use of state and federal program funds (within the confines of each program’s allowable uses) to support effective implementation of the state’s priority reform initiatives, including SB 191. (This will help focus funding to support the state’s reform efforts and will minimize

“I understand that a lot of teachers are fearful, but I hope this whole thing can be geared toward the growth of teachers, students, and principals. Let’s focus on how principals better evaluate and help teachers.”

JoAnn Baxter, Council Member and President, Moffat County School Board

- fragmentation and competing programs in the field.)
- Educate the field about the availability of state and federal funds to support professional development (especially pertaining to educator recruitment, preparation, evaluation, support, and retention).
 - Revisit minimum criteria for professional development for renewal of professional licenses for both teachers and leaders (see section on later section on licensure).

The Council also noted that staff members at the Colorado Department of Education provide a range of professional development for educators. The Council recommends that the state:

- Conduct an inventory of the range and scope of professional development provided to the field.
- Provide a single source via the CDE website for information on CDE-provided professional development activities.
- Ensure that CDE-provided professional development models the statewide definition of quality professional development and is evaluated for its impact on educator effectiveness and student growth. Decisions on continuing /discontinuing specific offerings should be contingent on outcome data.
- Focus CDE-provided professional development on the key reform priorities of the state.

The Council recommends CDE and the CDHE collaborate to cultivate partnerships between districts, boards of cooperative educational services, and educator preparation programs at institutions of higher education. School districts and institutions of higher education in the same region should partner with one another, not only to improve the preparation of new educators, but to provide professional development aligned with the identified needs of local districts.

54 Recommendation 54 Professional Development

The state should increase the impact of professional development funded by state and federal sources by ensuring such development directly supports the ability of educators to perform at the level of the Quality Standards. Priority should be given to those programs that meet identified needs, as well as those that have a track record of success.

School Leadership Academy

The Colorado Department of Education lacks adequate staff and funding for the support and advancement of the state's education leaders. While the School Leadership Academy has been established by statute with a clear charge to advance education leadership, the lack of funding to provide staff support (and thus structural leadership) at CDE and to implement the legislation is hampering the state's ability to provide needed support to education leaders across the state. Education research documents the importance of education leaders in

improving the effectiveness of their teachers and schools. It is critical that the state fully support its education leaders, especially given the magnitude of critical reform initiatives facing Colorado's superintendents, principals, and administrators.

55 Recommendation 55 School Leadership Academy

Provide staffing and identify stable funding sources for the School Leadership Academy so that it can support the preparation and professional development of effective school leaders.

Accountability systems

Schools and districts are held accountable to the state in multiple ways. The status of educator effectiveness should be included as a component in the various accountability systems and supports. For example, the state should incorporate educator effectiveness metrics into the state's school and district performance frameworks. The unified planning process can be used to support districts in examining educator effectiveness (and the overall quality of their human capital system). The state should integrate a review of district and school human capital systems as part of the state's Comprehensive Assessment of District Improvement and School Support Team reviews.

56 Recommendation 56 Accountability Systems

The state should integrate educator effectiveness into the statewide system of accountability and support.

Educator Recognition

Recognition can play a role in encouraging the retention of the state's most effective educators. The Colorado Department of Education administers a range of recognition programs for educators across the state (e.g., Teacher of the Year Award, Online Teacher of the Year Award, Presidential Awards for Excellence in Math and Science, Title I Distinguished Principal Award, etc.). Each program has its own award criteria with varying emphasis on educators' contributions to increased student learning. The Council recommends that the State Board review the criteria and processes for granting awards to ensure alignment with the state's definitions of effectiveness, quality standards, performance standards, and educator evaluation system. All award recipients should be rated as at least Effective with documented increases in student growth.

57 Recommendation 57 Educator Recognition

Align educator recognition to effectiveness definitions and educator quality standards.

Build this data collection into the beta-testing, pilot, and roll out phases of the implementation process. In addition, use the TELL survey and other statewide surveys to identify needed supports. Needs may include funding to improve data systems, funding to support assessment development in non-tested subjects, funding to local districts for implementation, increased principal autonomy to select teachers, setting up of regional support systems or a way to group districts that are taking similar approaches, etc.

Policy Needs during S.B. 10-191 Implementation

As the state and districts learn more about what is needed in a policy environment to fully support increased educator effectiveness, this information should be translated into updated recommendations for policy changes. By requiring CDE to inventory this information and present it to the State Board, this recommendation ensures that the policy environment is also constantly adapting to meet the changing needs of educator effectiveness.

58 Recommendation 58 Implementation Needs

Survey districts and monitor early implementation to identify needed resources to support implementation of the state's educator evaluation system.

Principal Authority for Staffing Decisions

One example of a current practice that will need to be revised in some districts in order to support the implementation of the educator evaluation system is the scope of principal authority to make decisions on human resource issues. As discussed above, the Quality Principal Standards provide that principals will be evaluated on their ability to show leadership in making decisions about the staffing of their buildings. In order to be fairly evaluated on this topic, principals must have authority to make or to be a partner in making these decisions.

59 Recommendation 59 Principal Authority on Staffing Decisions

Districts shall adopt procedures that give principals the authority to make or share in the making of decisions about recruiting, hiring, training, mentoring, and dismissing staff in a way that permits the fair assessment of a principal's performance on human resources leadership under the Colorado Principal Quality Standards.

Annual Inventory of Additional Policy Needs

As lessons are learned during the implementation of SB-10-191 and beyond about how best to improve educator effectiveness, there will invariably be additional policy revisions required. The Council recommends that CDE annually produce an inventory that identifies both (1) policies needed but not in place and (2) policies in place that are acting as barriers to improving effectiveness.

60 Recommendation 60 Ongoing Monitoring of Policy Needs

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.

District Use of Evaluation Data for Employment Decisions

In a review of relevant statutes and related federal programs, the Council identified several existing policies/programs that currently support districts' use of evaluation data for decisions in areas such as compensation, promotion, retention, removal, and professional development. The Council highlights these provisions here to underscore the flexibility available to districts in these areas. The Council will continue to study this issue and will make recommendations for guidelines for districts to use in considering the use of evaluation data in employment decisions by 2014.

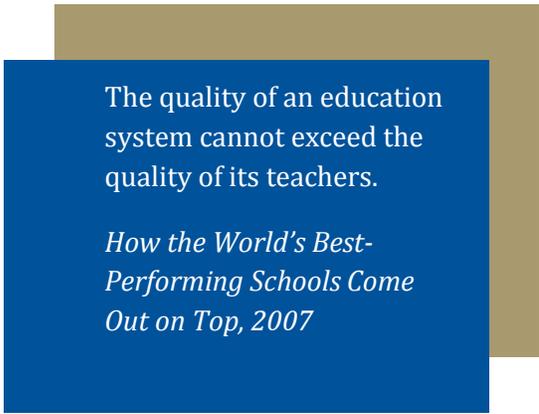
Compensation: State statute currently allows districts the flexibility to adopt either a salary schedule (based at least in part on teacher's education, prior experience, and experience in district) or a teacher salary policy, based on the level of performance demonstrated by each teacher or a combination of the salary schedule and policy (C.R.S. 22-63-401).

Alternative compensation grants: Created in state statute in 2008, this program provides funding to districts to support the design and implementation of alternative teacher compensation plans. Criteria, at a minimum, must include requirements that (1) the plan be designed and developed collaboratively with teachers through the district-adopted procedures for setting compensation, administrators, parents/guardians and the local board, (2) the plan must be open to all teachers who meet the established performance criteria without regard to grade level, subject area or assignment, and (3) the district must seek a sustainable source of new revenue to fund the plan on an ongoing basis. Nine districts received grants (Colorado Springs District 11, Lake County R-1, Weld RE-8, Ellicott, Florence RE-2, Eagle County, Jefferson County, Pueblo School District, and the Charter School Institute). These grants are no longer funded. The Council encourages the State Board to recommend state funding of this program, as it provides districts with funds to connect and align their work on performance evaluation to their compensation systems.

Elementary and Secondary Education Act - Title IIA: Preparing, training and recruiting high quality teachers and principals: The state administers Title IIA funds. Allowable uses of these funds include: (1) recruiting, hiring, and retaining highly qualified teachers and principals using monetary incentives, recruiting teachers to teach special needs children, teacher mentoring, and induction and support for new teachers and principals; (2) programs and activities designed to improve the quality of the teaching force, such as tenure reform or merit pay programs; (3) teacher advancement initiatives that emphasize multiple career paths and pay differentiation; (4) professional development activities that improve the knowledge of

teachers and principals, focusing on content knowledge and classroom practices and effective instructional practices that involve collaborative groups of teachers and administrators and/or address the needs of students with different learning styles; (5) providing training on improving student behavior and identifying early and appropriate interventions, involving parents/guardians in their children’s education, and using data and assessments; and (6) professional development programs that improve the quality of principals and superintendents.

Recruitment and retention grants: The state administers this federal grant program which is available to all districts that accept federal Title I and/or Title IIA dollars. Districts may choose to apply for one or both of the following focus areas: **(1) teacher quality**, which includes conducting a needs assessment on staffing, planning and/or implementing a research-based teacher mentoring and induction program, creating/developing a definition and/or data analysis of “effective teacher,” redesigning a teacher evaluation process that includes the identification of necessary supports for individual teachers, planning and/or implementing strategies to recruit, hire, and retain highly qualified teachers, or providing supports to help get teachers or Title I paraprofessionals highly qualified; and **(2) quality leadership**, which includes planning and/or implementing a research-based principal mentoring and induction program, planning and/or implementing strategies to recruit, hire, and retain highly qualified principals, planning and/or implementing a mentoring program for “up and coming” leaders (teacher leaders), and planning and/or implementing a mentoring program for superintendents.



The quality of an education system cannot exceed the quality of its teachers.

How the World’s Best-Performing Schools Come Out on Top, 2007