State Council for Educator Effectiveness

Technical Advisory Group

Cost Study



Costing Out the Resource Implications of SB 10-191 in Colorado School Districts

Prepared for

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By

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Introduction

Augenblick, Palaich and Associates (APA) was engaged by the Colorado Legacy Foundation to identify the cost impact of Colorado Senate Bill 10-191 (referred to as SB191) based on the recommendations of the State Council for Educator Effectiveness (the Council) in regard to how school districts might implement the law. The Council provided the scope of work for this study and directed its parameters. APA is an independent, Denver-based education consulting firm that has conducted cost studies of education programs and services in numerous states, including an ongoing, three year analysis of the costs associated with the Colorado's Achievement Plan for Kids legislation (SB 08-212) in Colorado.

Several aspects of the current work should be noted:

- The timeline for the current work was extremely compressed. Most of the Council's recommendations were in draft form and not in near final form until early February, 2011. APA's initial report was due by the middle of March, 2011 leaving less than two months to conduct our analyses.

- While it is typical to express the cost impact of legislation in statewide terms, because of the number of assumptions that would need to be made to do so, because of the anticipated variability in how districts will implement the Council recommendations, APA decided to express costs in per teacher terms for teachers with different characteristics.

- APA's purpose in conducting the current analysis was to estimate costs. Our findings do not address how such costs might be supported or changed (for instance through either new revenue sources, by reorganizing existing resources or doing the work in a manner that differs from the assumptions that underlie our estimates).

With these aspects of the current work in mind, below the methodology of APA's work is described in detail.

Methodology

In developing the cost estimates contained in this study APA relied primarily on a particular research methodology known nationally as the "professional judgment" approach. Using that approach, we focused our attention on costing out the new activities that average sized school districts would be expected to undertake in order to implement the Council's recommendations. More information on the professional judgment approach is provided below.

Because of the possibility that the cost of such activities might be different in districts with different characteristics – particularly small districts – APA also conducted a series of supplemental interviews with experts from several school districts and a representative for Boards of Cooperative Education

Services (BOCES) and the Colorado League of Charter Schools. In addition, APA conducted interviews with the superintendent and a group of district leaders from the Harrison School District Two in El Paso County. Harrison is recognized as having already made in prior years many of the same policy changes that Council recommendations would now require of all Colorado school districts. Our interviews in Harrison therefore sought additional information on how the district paid for and implemented their related changes in policy and practice. Although other districts in Colorado have also undertaken significant efforts in recent years, the most commonly identified examples had received significant investments of private funds (e.g. Denver and Eagle).

Professional Judgment Panel

The professional judgment (PJ) approach has been used frequently in studies across the country that estimate the adequate level of resources needed in schools and districts to fulfill specific performance objectives and expectations. It is a recognized research approach that relies on the expertise and professional experience of education experts to identify these needed resources. In this case, APA assembled a panel of teachers, principals, and central office administrators from several Colorado districts. These panelists relied on their own knowledge and expertise of district and school personnel and systems to examine and estimate the resources needed to fulfill the Council's recommendations.

In assembling the PJ panel for this work, APA was careful to ensure balanced representation from a variety of expertise areas. We therefore identified specific panelist slots that participants should fulfill (such as teacher, principal, superintendent, financial officer, human resources director, and director of curriculum/instruction). Once these panelist roles were identified, specific potential PJ panel participants for each position were identified by the Council and the Colorado Department of Education.

A full day panel was then convened on February 16, 2011. The panelists that participated were:

- Zach Allen, Principal at Sunset Elementary, Moffat County
- Elliott Asp, Assistant Superintendent of Performance Improvement, Cherry Creek
- Barbara Conroy, former Assistant Superintendent of Instruction, Boulder; currently conducts training on teacher evaluation
- Todd Fukai, Director of Human Services, Cherry Creek
- Donna Howell, retired Superintendent, Steamboat and Brush
- Amy Spicer, former teacher, Jefferson County; currently Policy Director at Stand for Children
- Stephanie Watson, Assistant Superintendent of Finance, Windsor

Panelists were given background materials to review in advance of the meeting. These materials included the following working documents from the Council:

1. "Colorado Professional Standards for Principals"- which is the Council's draft definition of principal effectiveness, standards and elements (Appendix A);
2. "Colorado Professional Standards for Teachers" - which is the Council's draft definition of teacher effectiveness, standards and elements (Appendix B);
3. Flow Chart of the "Framework for System to Evaluate Principals" which outlines how principals will be evaluated against the standards (Appendix C); and
4. Flow Chart of the "Framework for System to Evaluate Teachers" which outlines how teachers will be evaluated against the standards (Appendix D).

The "Professional Standards" for both teachers and principals were later renamed as the "Quality Standards" and will be referred to as such throughout this report. Additionally, panelists were provided with an instruction document created by APA that organized the Council's draft recommendations, as of January 31, 2011, into potential expected tasks for districts and the tasks it was assumed the state, primarily the Colorado Department of Education, would fulfill (Appendix E).

The PJ panel process was designed to identify the resources needed both to implement SB191 initially and to fulfill its requirements on an annual basis. Panelists first considered the effort needed to conduct educator evaluations each year. This included the panelists identifying first the tools and measures they were most likely to use in order to evaluate educators' effectiveness against the Quality Standards, then identifying the effort and resources that would be needed to accomplish these tasks. Specifically, panelists were asked to identify the new resources needed for SB191, meaning only the tasks, time and associated costs that were above and beyond what districts are currently doing in the area of educator evaluation in order to comply with previous law and state expectations. Panelists did not include time that they felt could easily be displaced from other similar activities, such as changing the focus of current professional development. Once panelists had a clear picture of the year-to-year effort required under SB191, they also identified the upfront tasks that districts would need to undertake in advance of implementation.

APA used statewide average salaries and an average benefit rate of 34 percent, to cost out the one-time and ongoing resources that were identified. One-time costs were calculated on a per student basis. Ongoing costs were calculated on a per teacher or per principal basis with APA producing separate per teacher figures for novice, ineffective and effective teachers, and two separate per principal figures for novice and effective principals. These categories were based upon draft language of the Council at the time; the Council subsequently decided on different categories (ineffective, partially effective, effective and highly effective) for both teachers and principals after the study had been completed.

Supplemental Interviews

APA conducted a number of supplemental interviews in addition to the PJ panel. The purpose of these interviews was twofold: (1) they served as a comparison point to the PJ work in schools and districts that

were currently implementing similar educator evaluation systems in order to understand if the tasks and effort were comparable; and (2) they allowed for a discussion of the capacity of schools and districts, particularly small and rural, to implement SB191 in the manner recommended by the panel with current resources and staffing. These interviews included:

- Traci Wodlinger, Director of Professional Development, Eagle County Schools
- Randy Miller, Superintendent, Eaton School District
- Glenn McClain, Superintendent, Platte Valley School District Re-7
- George Welsh, Superintendent, Center Consolidated Schools
- Robert Alejo, Superintendent, Alamosa School District RE-11J
- Dale McCall, Executive Director, Colorado BOCES Association
- Kara Vandas, Director of Teacher Effectiveness, Colorado League of Charter Schools

Site Visit to Harrison School District Two

APA also conducted a site visit to the Harrison School District Two in order to understand the tasks, effort and new resources involved both in the development and implementation of their revised educator evaluation system. Harrison was selected for this site visit based on information received through the Colorado Legacy Foundation which indicated that this district in particular had already taken steps in prior years to implement many of the elements now required under SB 191. During the site visit, APA met with several district representatives over the course of a day including Superintendent Mike Miles; Assistant Superintendent of Support Services Kevin Smelker; and Executive Director of Curriculum and Assessment Aljean Tucker with the district's data and assessment team.

Assumed Role of the State

In order for the PJ panel to complete its work, panelists needed to have an understanding of those tasks that would be undertaken by the state and those for which schools and districts would be responsible. Given that the Council's work was still in progress and that the state has not begun much of this work to date, certain assumptions about the state's role were made. In particular, this study assumes that, under SB 191, the state will have the responsibility to:

1. Create an exemplar educator evaluation system and a resource bank for associated evaluation tools determined to be technically rigorous or evidence-based;
2. Conduct initial evaluation system pilot testing and beta-testing of rubrics and tools;
3. Provide student, parent and teacher survey instruments and analysis of results to districts;
4. Provide a definition of what constitutes an effective teacher and principal;
5. Develop materials and support for professional development; and
6. Collect and report evaluation data for the state.

The PJ panel also indicated two additional tasks that need to be undertaken by the state in order for districts to implement SB191 successfully:

1. Assessment tools from the state need to be available to districts in all subjects, at no cost, and resulting data must be reliable and valid. Districts recognize that they are allowed to create their own unique assessments, but the panelists indicated that districts would prefer to use defensible and research-based measures provided by the state given the high stakes nature of the results Additionally, given current budget realities it would be difficult for districts to create these assessments independently.

2. A valid individual teacher and student data tracking system needs to be in place and provided by the state. Much of the ability for districts to evaluate teacher performance based on student assessment results relies on the ability to correctly identify the teacher of record for each student, in each area, and attribute changes in student performance to the appropriate teacher. A state created system would make this consistent and manageable for districts.

The state-level responsibilities listed above are viewed as essential to any successful implementation of the Council's recommendations. This current study does not, however, attempt to estimate the costs or resources which the state, particularly the Colorado Department of Education, would need to fulfill these responsibilities. Such state-level costs are additional to the district and school-level costs identified below.

Findings from Professional Judgment Panel

For ongoing costs, panelists identified both tools and measures they were most likely to use in order to evaluate educators' effectiveness against the Professional Standards, as well as the effort and resources that would be needed to accomplish these tasks. Panelists focused on only the new resources needed for SB191, meaning only the resources that were above and beyond what an average school district is doing in the area of educator evaluation in order to comply with previous law and state expectations. As such, what follows in this section are:

1. The identified tools and measures to be used;
2. The new effort and resources needed; and
3. The ongoing cost for three categories of teachers (novice, effective and ineffective) and two categories of principals (novice and effective).

Additionally, the tasks, effort and costs involved for development are also detailed.

There are a number of caveats that need to be considered in order to understand the findings from the panel's work. First, the resources and costs indicated are an estimate of costs at a specific moment in

time. They are based upon the Council's work and draft recommendations up to January 31, 2011; the Council has continued its work since that time and any changes may alter the resources and costs needed. For example, since the study was completed the Council has identified different teacher and principal categories which may require different resources than the ones identified for the three categories used in this work. The estimates are also based on the 2010-11 level of resources and staff currently in districts and are not reflective of any future budget cuts or staffing reductions.

Second, the findings capture the additional resources needed in an average district that is doing what it is currently required to do, no more or less. Currently, there is a wide variation in the state as to what districts are currently doing in the area of educator evaluation.

Third, estimates only include the resources needed to evaluate teachers and principals, since the Council's recommendations to date are limited to these groups. Estimates therefore do not include the effort and resources that will be required in the future to evaluate all certified staff members.

Fourth, cost estimates assume that the principal is the designated evaluator for teachers. APA therefore costed out the time needed for evaluations based on current principal compensation levels. If assistant principals or master teachers were allowed to serve in the evaluative role, the cost of evaluations could be lower[1].

Finally, while this report estimates cost figures for the resources identified, it does not make any recommendation regarding how to pay for such costs, which could be in the form of: new revenues from local, state, or other sources; spending reallocations within districts; or some combination of new revenue and spending reallocations Instead, it is intended to be an estimate of any added resource burdens that are being placed on districts in order to meet the requirements of SB191 and the Council's recommendations.

Evaluating Teachers

Measures and Tools

Panelists indicated that a variety of measures and tools are needed in order to evaluate teachers. These measures and tools, as well as what standard(s) they are applicable to, include:

- Observations with pre/post interviews (all standards);
- Examination of lessons, unit plans, assignments and assessments (standards I-III);
- Student feedback (standards I-III);
- Parent feedback (standards II-III);
- Peer observation and feedback (standards I, IV);

[1] While there appears to have been discussion by the Council regarding the use of other evaluators in addition to principals, it was unclear from the Council's materials if this was an official decision at the time of PJ panel was conducted, and this potential cost variability was therefore not assumed.

- Teacher self-reporting and interviews (standards IV, V); and
- Analysis of student performance and growth data (standard VI).

Panelists found that similar tools could be used for all types of teachers, but greater time and increased frequency of evaluation, as well as additional support tasks, such as mentoring and coaching would be needed for certain teachers. This is consistent with the Council's expectation that evaluation for certain categories of teachers (such as novice or ineffective) would need to be more robust. The effort and resources needed for each specific level of teacher are described in detail below.

Effort and Resources Needed

The panelists considered three types of teachers (effective, ineffective and novice) separately. These category distinctions were based on draft language of the Council and indicate that there should be tiered approaches to the evaluation of teachers based upon their experience and level of effective performance. While the Council has since recommended different categories (ineffective, partially effective, effective and highly effective) findings will be presented based upon the three categories that were used at the time.

In addition to the effort and resources described for each teacher category there were also additional district level resources (a day of time per evaluator led by a trainer) for the ongoing training of evaluators each year to ensure inter-rater reliability. The cost of this time is shared appropriately across the teacher type categories and is included in the per teacher cost figures.

Effective Teachers

Panelists found that, in the average district in Colorado, the majority of the tasks described above were already being done for effective teachers once every three years. They described how a principal currently conducts a formal, unannounced observation of an effective teacher once every three years, with an informal, announced observation once prior. With the announced visit, the principal typically meets with the teacher prior to the observation, and in both cases a post- meeting is held to discuss what the principal observed. The panelists also said that a principal typically spends time reviewing a teacher's "artifacts of instruction," i.e. lesson and unit plans, assignments and assessments, as well as reviewing available student data- though not at the level of detail they expect will be needed in the future. On average, the panel indicated that a principal currently spends 7.5 hours of time evaluating an effective teacher including observations (formal and informal), pre- and post- interviews, data review, examination of lesson plans/assignments/assessments, review of survey results, and to determine teacher rating. The panel indicated this level of effort will be sufficient on a yearly basis under the new evaluation system.

However, under the new system effective teachers would need to be evaluated every year, instead of every three years. Therefore the 7.5 hours of principal time would be a new resource for two out of every three years. The panelists also noted that student and parent surveys are not being routinely done in many districts (a task that is assumed to be handled by the state in the new system) and that the

current emphasis on student growth data would require more data review and additional data manager time. They also recommended that there be added release time for teachers to allow for collaboration and peer review. Finally, clerical and district administration staff time would be needed to process and review evaluations.

The new resources needed for each evaluation task are detailed in Table I in Appendix F. The resulting new ongoing cost to districts due to SB191 for each effective teacher is $531.

Novice Teachers

Panels found that, in the average Colorado district, most of the measures and tools described at the beginning of this section were already being carried out for novice teachers each year in their first three years. This is due to the fact that districts are currently required to evaluate probationary teachers annually and that principals regularly spend more time working with such teachers.

The panel described how principals currently conduct four observations a year, with three being informal, announced observations and one being a formal, unannounced observation. With each announced visit, the principal typically meets with the teacher prior to the observation, and for all observations meets with the teacher afterwards. The panelists also said that as with effective teachers, principals spend time reviewing a teacher's "artifacts of instruction" and reviewing available student data- though again, not at the level of detail they expect will be needed in the future. On average, the panel indicated that a principal currently spends 15 hours evaluating a novice teacher including observations (formal and informal), pre- and post- interviews, data review, examination of lesson plans/assignments/assessments, review of survey results, and to determine teacher rating. The panel found that this amount of time will be sufficient under the new system. The panelists further indicated that in an average district these new teachers are likely to have a mentor teacher for peer support and collaboration.

The panelists did feel though that student and parent surveys are currently not routinely done for this group of teachers (a task that is assumed to be handled by the state in the new system) and that the current emphasis on student growth data would necessitate a deeper level of data review requiring additional data manager time. They also identified the need for an additional quarter day of training for novice teachers on the evaluation system, tools and measures. This training would need to be led by a principal and instructional coach. Finally, clerical and district administration staff time would be needed to process and review evaluations.

The new resources needed for each evaluation task are detailed in Table II in Appendix F. The resulting new ongoing cost to districts due to SB191 for each novice teacher is $343.

Ineffective Teachers

Panelists recommended that the evaluation process for ineffective teachers under the new system should be similar to what districts are currently doing for remedial teachers.

Panelists explained that the current evaluation process for remedial teachers is much more extensive and thorough than what is currently being done for other teacher groups. Whereas a principal might conduct two observations a year for an effective teacher and four observations for a novice teacher, a principal currently visits an ineffective teacher's classroom for observation eight times a year. They also typically meet with the ineffective teacher prior to announced observations, as well as following every observation. As with all teachers, the principal spends time preparing for these observations by reviewing a teacher's "artifacts of instruction" and reviewing available student data. The panelists also described that districts currently take a multi-faceted approach to instructional improvement for ineffective teachers, which includes time to observe other effective teachers, instructional coaching, and additional professional development opportunities.

Given that this extensive evaluation process already tends to occur in an average district, the panel focused on the new resources needed for a teacher *newly* identified as ineffective under the new system. For *newly* identified ineffective teachers, the panel indicated that a principal should spend 30 hours evaluating a remedial teacher including observations (formal and informal), pre- and post-interviews, data review, examination of lesson plans/ assignments/assessments, review of survey results, and to determine teacher rating. An instructional coach should also spend 40 hours working with a remedial teacher to improve instruction and the teacher should receives added professional development funds to attend a relevant class, workshop or training. These teachers should also be given a day of release time to observe effective teachers. Finally, as with the novice and effective teacher groups, there is added data manager time to analyze student data as well as clerical and district administration staff time to process and review evaluations; student and parent surveys will also need to be done (a task that is assumed to be handled by the state in the new system).

The new resources needed for each evaluation task are detailed in Table III in Appendix F. The resulting new ongoing cost to districts due to SB191 for each *newly* identified ineffective teacher is $3,873.

Evaluating Principals

Measures and Tools

Panelists indicated that they would adopt a wide range of measures and tools to evaluate principals because different tools are needed to evaluate effectiveness against each of the Professional Standards. They believed the tools needed, in addition to observation, would be as follows:

- Examination of the School Unified Improvement Plan (standard I);
- TELL Working Condition survey results (standards I-V);
- Teacher feedback (standards II-IV);
- Supervisor feedback (standards I-VI);
- Student Feedback (standard III);
- Parent Feedback (standards III, VI);
- Percentage and number of highly effective, effective and ineffective teachers (standard IV);
- 360 degree survey tools (standards I-VI);

- Examination of a portfolio of relevant documentation (standards I-VI); and
- Self- reporting survey (standard VI).

Effort and Resources Needed

Panelists indicated that they already use all of the tools identified in the Council's current working document to evaluate all principals under the current system. They described how superintendents currently hold regular meetings with each principal, and that they typically: review school improvement plans and portfolios of relevant documentation; assist with goal setting; review performance data; consider feedback from staff, students and parents; and use results of TELL and 360 degree feedback surveys when available. Overall, the panel therefore felt that many of the necessary resources are already in place to enable districts to move from their current principal evaluation processes to what would need to be done to meet the expectations of SB191. Described below, however, are the additional resources which the panel identified as necessary.

Effective Principals

For effective principals, panelists felt that all of the measures and tools described above are currently used in most districts. They estimated that a Superintendent currently spends about 7.5 hours for evaluation of effective principals every three years. Some additional clerical support is also typically required. The panel indicated this level of effort will be sufficient if it was on a yearly basis under the new evaluation system. The primary shift under the SB 191 approach lies in moving from evaluating these principals every three years, to every year.

The new resources needed for each evaluation task are detailed in Table IV in Appendix F. The resulting new ongoing cost to districts due to SB191 for each effective principal is $406.

Novice Principals

For novice principals, panelists felt that all of the measures and tools described above are currently in place that these principals are already being evaluated every year. The panel recommended some additional training time (separate from training needed to serve as an evaluator) for new principals on the evaluation system lead by a Superintendent.

The new resources needed for each evaluation task are detailed in Table IV in Appendix F. The resulting new ongoing cost to districts due to SB191 for each effective principal is $225.

Ineffective Principals

The panel did not feel additional resources were needed to evaluate currently identified ineffective principals under the new SB 191 evaluation system beyond what districts are currently doing. Given that principals serve on an annual contract basis, the panel did not feel that additional ineffective principals would be identified since districts already have the latitude to remove such principals. As such, the panel also did not identify a new cost associated with newly identified ineffective principals.

Development Costs

In addition to ongoing costs, the panel also identified certain *one-time*, district level resources prior to the implementation of the new SB 191 evaluation system. Panelists assumed that the burden for development of a new evaluation system would fall upon the state but that there would still be some tasks that each district would be required to accomplish. For example, districts will need to spend time: 1) selecting the evaluation tools and measurements from the ones provided by the state; 2) setting up their data systems for the first time; 3) developing an appeals process; and 4) providing comprehensive initial training both for evaluators and educators. The effort needed to accomplish these tasks is detailed in Table VI in Appendix F. These initial, one time development costs are about $53 a student (unadjusted for the size of the district).

Additional Considerations

These additional considerations were developed based upon input from the PJ panel and the supplemental interviews APA conducted. While these additional considerations may have cost implications, such implications are not accounted for in the costing out figures detailed above.

Principals' Capacity to Evaluate Teachers

The panelists indicated that one of their primary concerns with SB191 was the amount of time that would be needed to evaluate every teacher every year and the burden it would place on principals if they are the only designated evaluators. The panelists suggested that there was a maximum number of teachers, or caseload, that a principal could reasonably be expected to evaluate while also: 1) maintaining a needed level of quality; and 2) still attending effectively to their other duties. Given the time requirements on a principal for each type of teacher, the following "weighted" system was proposed:

- An effective teacher equals one (representing a time unit of 7.5 hours);
- A novice teacher equals two (representing 15 hours, or twice the amount of a principal's time for an evaluation as compared to an effective teacher); and
- An ineffective teacher equals 4 (representing 30 hours, or four times the amount of a principal's time for an evaluation as compared to an effective teacher).

The panel recommended a maximum weighted caseload of 25 before additional help should be provided to principals. Providing such added help may require designating and training additional staff members as evaluators or could require hiring additional administrative staff. This caseload would require just under 190 hours, or about a full month over the course of a school year, of principal time to be dedicated to teacher evaluation. This does not include informal day-to-day drop-ins that are a part of the principal's role as the instructional leader of the building. The panelists felt that this caseload

represented the amount of time a principal could reasonably spend on evaluations, while providing the needed level of quality and still fulfilling other duties.

Using an average dispersion of effective, novice and ineffective teachers in each district,[2] this weighted caseload was applied to school districts. APA found that 39 Colorado districts might not have the capacity to evaluate teachers if the principal is the only evaluator. This is an issue in many small and rural districts, but not one that is limited to them. This lack of principal capacity may indicate that additional staff, such as assistant principals, would be needed either to conduct evaluations or to offload some of the principals' other responsibilities to free up time for evaluations; however, it could alternatively mean that the following are needed: allowing other staff members in addition to principals to be designated as evaluators, providing additional district personnel support, additional BOCES support, or establishing new partnerships with neighboring school districts.

Additional Small and Rural District Concerns

In addition to the issue of the capacity of principals to conduct evaluations, small and rural districts (less than 1,000 students) are also concerned about having the expertise and support staff available for evaluations. Of particular concern is whether these districts have the data personnel or expertise to manage the student performance and growth component. These districts have limited central office staffing and many do not have the data mangers that the panel suggested are needed. They also do not necessarily have instructional coaches for their staff to address instructional improvement for ineffective teachers. Without such support, these tasks would likely become the responsibility of the principal as well. This is another area where there is potential for partnerships among neighboring districts or receiving support through the BOCES.

Charter Schools

It is unclear at this time whether the Council's recommendations are applicable to charter schools or if charter schools are currently evaluating teachers in a manner that would be consistent with those recommendations. APA's costing out therefore, does not address any differential in cost implications for charters.

Human Resources and Legal Costs

The PJ panel did not estimate the added resources that would be needed to address added demand on human resource and legal costs to address higher levels of teacher turnover and more teacher appeals of evaluation system findings. The panel did, however, suggest that these are possible areas of cost to school districts.

[2] Using the statewide average turnover figure of 14 percent from CDE's data to estimate the number of novice teachers and the panel's assumed 5 percent identification to estimate the number of ineffective teachers; the remaining 81 percent of teachers were counted as effective.

District Site Visit: Harrison School District Two

Harrison School District Two has independently created a teacher evaluation system similar to what is expected under SB191 in order to support its new teacher compensation system. APA visited with representatives of the district in order to understand how its evaluation system compared to SB191, what tasks and effort staff had undertaken to implement the system, and how the district had generated needed resources.

Harrison's evaluation system was created as part of pay-for-performance system in which teacher salaries were based upon their performance rating instead of their years of experience or education. With the support of a Teacher Incentive Fund (TIF) grant from the federal government, for the last five years the district has changed its expectations for teachers and how it holds teachers accountable for these expectations. The 2010-11 school year is the first year of full implementation for its new teacher evaluation system. The new evaluation system includes evaluating all teachers annually, with more time spent with novice and ineffective teachers, and uses almost all of the measures and tools identified in the Council's draft recommendations for SB191. Harrison also relies heavily on student performance data and 50 percent of a teacher's rating is based upon student performance. The district has also developed common assessments in all subject areas as of this year. Common assessments are given four times a year and involve significant teacher time to score assessments, staff time to collect and sort assessments, as well as district-level data analysis time.

Harrison has added new resources, both one-time and ongoing, in order to implement its new evaluation system. Again, it is important to note that the Harrison evaluation system was designed as part of a pay-for-performance system, so many of the resources were used for both purposes. The resources the district added include:

- Assistant principals in every school (14 new positions);
- Assessment development personnel to create and revise assessments;
- Data management and analysis personnel;
- Staff to collect and sort assessments;
- An additional executive director to oversee the program;
- Additional professional development and training days for teachers and principals;
- Three days per teacher for assessment scoring, as well as bringing in outside help for scoring in elective areas; and
- Purchasing supplies, materials and equipment- in particular video equipment to allow for recorded observations and peer review.

It was also suggested that, especially in the first few years of implementation, there is the possibility of increased resources needed in the district's human resource and legal department staffing to address increased teacher turnover and appeals/challenges to the new evaluation system.

Once it became clear that additional resources were needed to implement a new evaluation system (as well as pay-for-performance), it was important to understand how the district had generated or reallocated funds to provide these resources. First, Harrison was able to secure grant funds, including Teacher Incentive Funds (federal), Daniels Fund (foundation) and Title II (federal), that allowed it to do much of the development work for of its new pay and evaluation systems. Second, the district also increased the time and effort it expected of staff for evaluations and saw improved efficiency in duty performance.

Third, the district prioritized its resources, including reallocating funds and making cuts in other areas. In Harrison's case this included: shifting time from other instructional development tasks and professional development areas; eliminating stipends for department heads/chairs, and team leaders; increasing class sizes by two; cutting other programs; and postponing infrastructure improvements and curriculum adoption work. It also involved accessing the district's reserve funds. It is important to note that not all of these cuts were made up front in order to implement the system; many were made in order to protect the resources needed for the new pay-for-performance and evaluation system during budget reductions.

Comparison to PJ Panel Work

By considering Harrison as an example of a district that has already successfully implemented a system similar to SB191, it allowed for an excellent comparison point to the PJ panel's model system. APA found that there was a similar level of tasks, effort, and personnel needed to conduct an evaluation program that meets the Council's requirements.

While the PJ panel expected to see an increase in the number of identified ineffective teachers, this was not the case in Harrison. District staff there felt that they had already been doing a good job of identifying ineffective teachers and removing them from their positions; as such, Harrison already identified an average of four percent of teachers each year as ineffective. This is similar to the suggestion of the PJ panel that five percent of teachers would be identified as ineffective under the new system.

Overall, in terms of cost, both the Harrison system and the PJ model system required additional resources in order to implement evaluation systems consistent with the recommendations of SB191. Harrison was able to pay for the new resources needed in a number of ways, but APA does not make any recommendations or conclusions as to whether other districts can secure similar grants or reallocate resources in the same manner.

Appendix A

"Colorado Professional Standards for Principals"

Colorado Professional Standards for Principals

Draft January 31, 2011

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.

Effective principals in the state of Colorado demonstrate a positive impact on student outcomes, including advancing student academic growth and closing the achievement gap by demonstrating excellence against the following professional standards:

Standard I: Principals Demonstrate Strategic Leadership

a. **School Vision, Mission and Strategic Goals:** Principals develop the vision, mission, values, beliefs and goals of the school, collaboratively determine 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.

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 Culture 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 students, 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 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 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 federal and state laws, and districts and board policies, including negotiated agreements, and establish processes to ensure that 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 for 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. They ensure that these initiatives are consistent with federal and state laws, district and board policies, and negotiated agreements where applicable.

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 interest of students and families.

Standard VII: Principals Demonstrate Leadership Around Student Growth

a. **Student Academic Achievement and Growth:** Principals take responsibility for ensuring that all students are progressing toward postsecondary and workforce readiness by high school graduation. Principals prepare students for success by ensuring mastery of Colorado Academic Standards, including 21st century skills.

b. **Student Growth and Development**: Principals take responsibility for facilitating the preparation of students with the skills, dispositions and attitudes necessary for success in work and postsecondary education, 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.

Appendix B

"Colorado Professional Standards for Teachers"

Colorado Professional Standards for Teachers

DRAFT January 30, 2011

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 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.

Effective teachers in the state of Colorado demonstrate a positive impact on student outcomes, including advancing student academic growth and closing the achievement gap by demonstrating excellence against the following professional standards:

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 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 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, social, and emotional development of their students.
- **b.** Teachers plan learning experiences appropriate for their students.
- **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

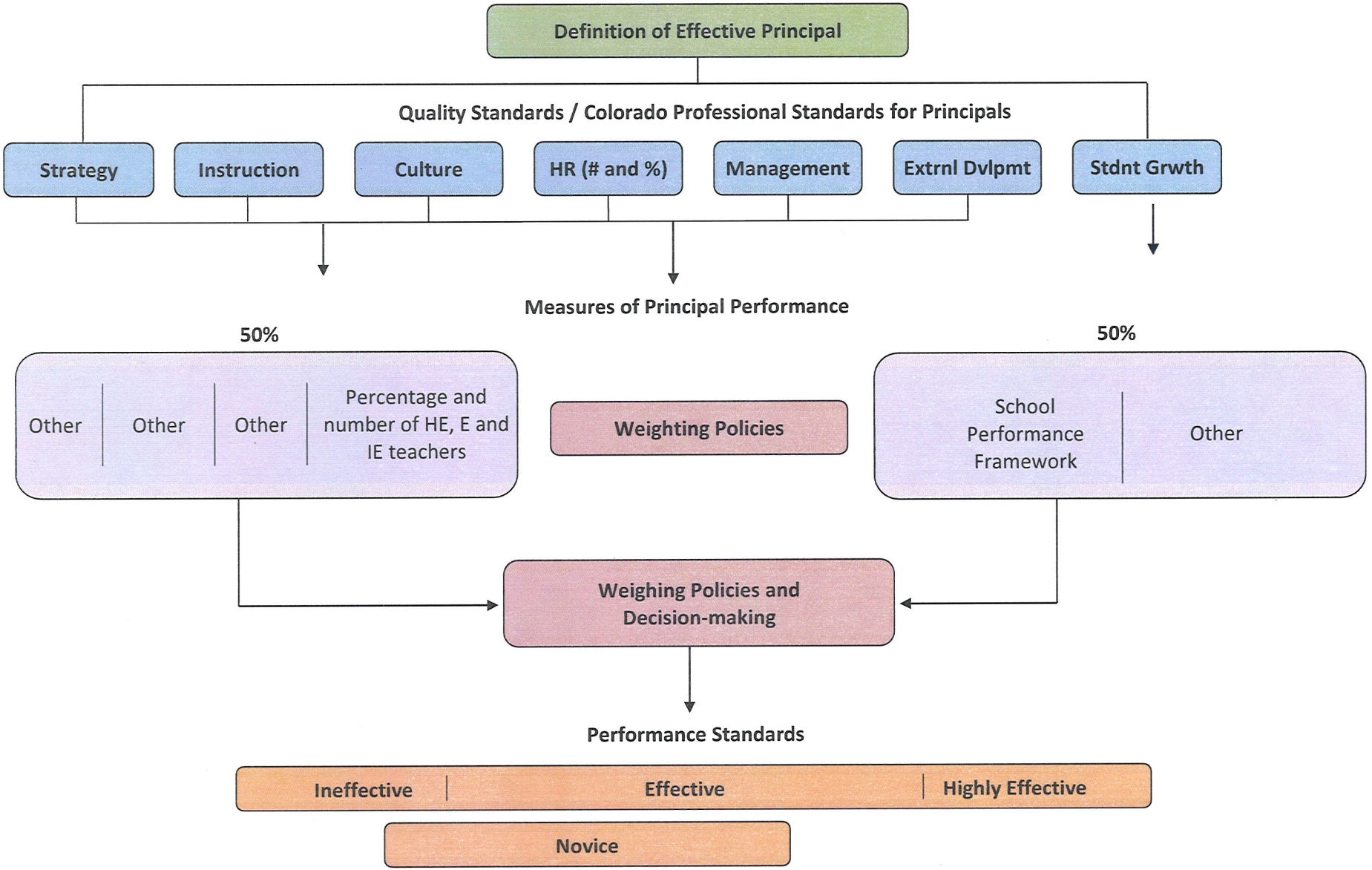
a. Teachers pursue high levels of student growth and academic achievement.
b. Teachers pursue high levels of student growth in the skills necessary for postsecondary life, including democratic and civic participation.
c. Teachers use evidence to evaluate their practice and continually improve attainment of student growth.

Appendix C

Flow Chart of the "Framework for System to Evaluate Principals"

Colorado State Council for Educator Effectiveness

Framework for System to Evaluate Principals

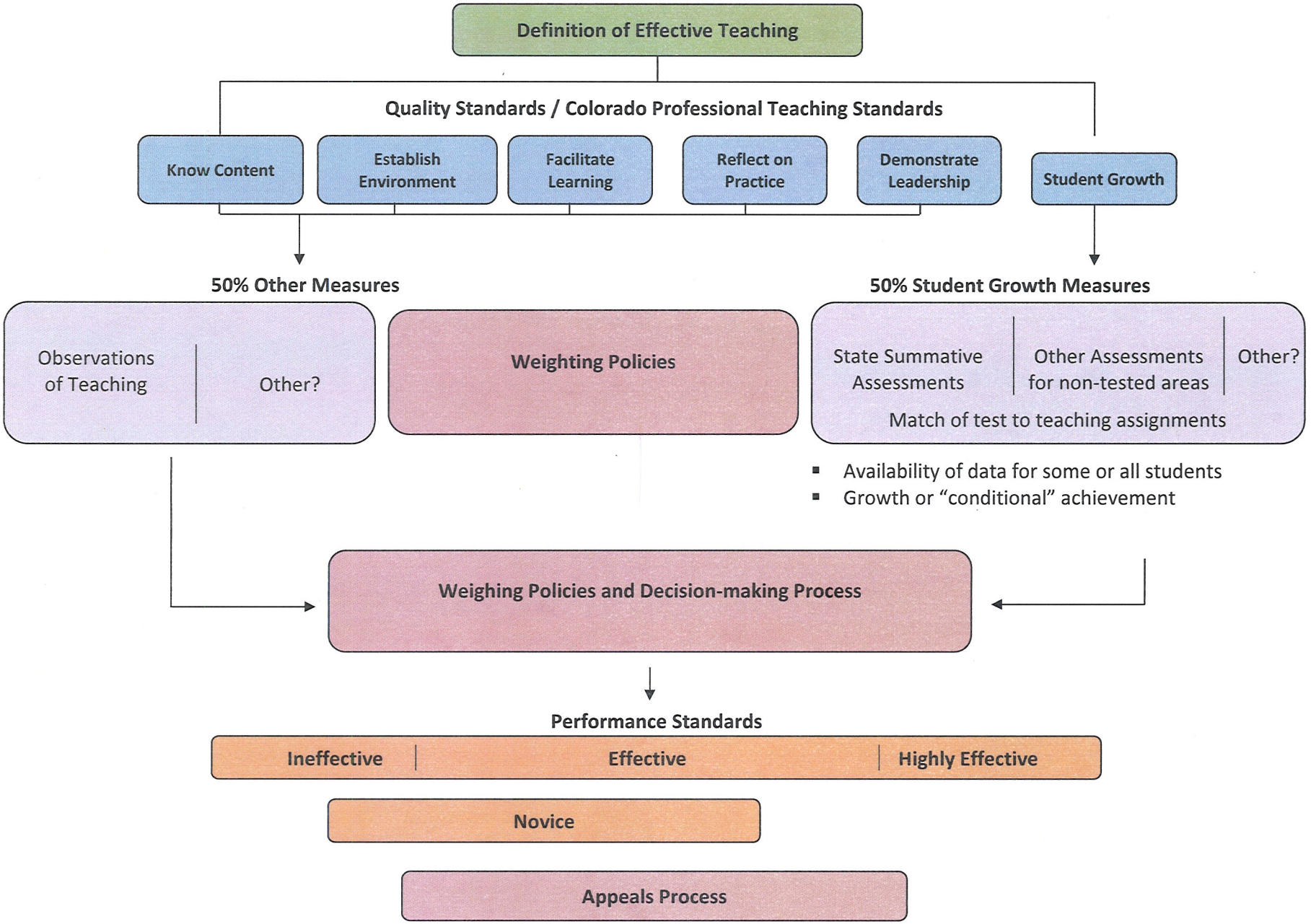


Appendix D

Flow Chart of the "Framework for System to Evaluate Teachers"

State Council for Educator Effectiveness

Framework for System to Evaluate Teachers



Appendix E

"Instructions to Professional Judgment Panel Members"

TABLE I
New Resources Needed to Evaluate an Effective Teacher Each Year

	Training on Evaluation System/Tools	Evaluation (Formal and Informal)						Rating, Review of Results	Reporting/ Reviewing Evaluation Results
		Standards I-V					Standards VI		
		Observations, Pre/Post Interviews	Examination of Artifacts	Student Surveys	Parent Surveys	Peer Observation/ Collaboration	Student Growth Assessments		
District Personnel									
Administrator									1 hr
Clerical Staff								0.5 hr	1 hr
School Personnel									
Teachers									
Instructional Coach									
Principal		7.5 hrs							
Data Manager							3 hrs		
Substitute						1 day at $100			
District/School Costs									
Supplies and Materials									
Other				Cost at State Level					
Note: For resources highlighted in green only two-thirds of the cost of that resource is new									

TABLE II
New Resources Needed to Evaluate a Novice Teacher Each Year

		Evaluation (Formal and Informal)							
		Standards I-V					Standards VI		
	Training on Evaluation System/Tools	Observations, Pre/Post Interviews	Examination of Artifacts	Student Surveys	Parent Surveys	Peer Observation/ Collaboration	Student Growth Assessments	**Rating, Review of Results**	**Reporting/ Reviewing Evaluation Results**
District Personnel									
Administrator									1.5 hr
Clerical Staff								0.5 hr	1 hr
School Personnel									
Teachers	.25 day								
Instructional Coach	.05 day*								
Principal	.05 day*								
Data Manager							3 hrs		
Substitute									
District/School Costs									
Supplies and Materials	$5								
Other				Cost at State Level					

* Working with 5 teachers at a time for .25 day, so .05 is attributable to each of those teachers

TABLE III
New Resources Needed to Evaluate a Newly Identified Ineffective Teacher Each Year

	Training on Evaluation System/Tools	Evaluation (Formal and Informal)						Instructional Improvement	Review of Results/ Rating	Reporting/ Reviewing Evaluation Results
		Standards I-V					Standards VI			
		Observations, Pre/Post Interviews	Examination of Artifacts	Student Surveys	Parent Surveys	Peer Observation/ Collaboration	Student Growth Assessments			
District Personnel										
Administrator										2
Clerical Staff									0.5 hr	1 hr
School Personnel										
Teachers										
Instructional Coach								40 hours		
Principal		30 hrs								
Data Manager							3 hrs			
Substitute						1 day at $100				
District/School Costs										
Course/Workshop Fee								$500		
Supplies and Materials										
Other				Cost at State Level						

TABLE IV
New Resources Needed to Evaluate an Effective Principal Each Year

	Training on Evaluation System/Tools	**Evaluation (Formal and Informal)**										**Review of Results/ Rating**	**Reporting/ Reviewing Evaluation Results**
		Standards I-VI									Standards VII		
		School Unified Improvement Plan	School Performance Framework	Supervisor Feedback	Teacher Feedback	TELL Survey	360 Survey	Parent Survey	Student Survey	Percentage/ Number of HE, E, and IE Teachers	Student Growth Assessments		
District Personnel													
Superintendent		7.5 hrs											
Clerical Staff													1 hr
School Personnel													
Principal													
District/School Costs													
Supplies and Materials													
Other													

Note: For resources highlighted in green only two-thirds of the cost of that resource is new

TABLE V

New Resources Needed to Evaluate a Novice Principal Each Year

		Evaluation (Formal and Informal)											
		Standards I-VI									Standards VII		
	Training on Evaluation System/Tools	School Unified Improvement Plan	School Performance Framework	Supervisor Feedback	Teacher Feedback	TELL Survey	360 Survey	Parent Survey	Student Survey	Percentage/ Number of HE, E, and IE Teachers	Student Growth Assessments	**Review of Results/ Rating**	**Reporting/ Reviewing Evaluation Results**
District Personnel													
Superintendent	0.033 day*												1 hr
Clerical Staff													
School Personnel													
Principal	.5 day												
District/School Costs													
Supplies and Materials													
Other													

* Working with 15 principals at a time for .5 day, so .033 is attributable to each of those prinicpals

TABLE VI
One-time New Resources Needed to Implement an Educator Evaluation System

	Selecting Evaluation Tools and Measurements	One time Data Set Up	Developing Appeals Process	Professional Development for all Staff	Professional Development for Evaluators
District Personnel*					
Superintendent				2 days	30 hours
Assistant Superintendent					30 hours
Director		5 days			30 hours
Trainer				3 days	60 hours
Clerical Staff					
IT Technician		5 days			
School Personnel*					
Teachers	5% of all teachers, $100 a day for 5 days			2 days for every teacher	
Committee Teacher Leader	1% of all teachers, $200 a day for 5 days				
Instructional Coach				2 days for every coach	
Principal				2 days for every principal	30 hours for every principal
District/School Costs*					
Legal			$10,000		

TABLE VI
One-time New Resources Needed to Implement an Educator Evaluation System

	Selecting Evaluation Tools and Measurements	One time Data Set Up	Developing Appeals Process	Professional Development for all Staff	Professional Development for Evaluators
District Personnel*					
Superintendent				2 days	30 hours
Assistant Superintendent					30 hours
Director		5 days			30 hours
Trainer				3 days	60 hours
Clerical Staff					
IT Technician		5 days			
School Personnel*					
Teachers	5% of all teachers, $100 a day for 5 days			2 days for every teacher	
Committee Teacher Leader	1% of all teachers, $200 a day for 5 days				
Instructional Coach				2 days for every coach	
Principal				2 days for every principal	30 hours for every principal
District/School Costs*					
Legal			$10,000		