



# **Teacher and Principal Evaluation Pilot**

**Report to the Legislature**



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State Superintendent of  
Public Instruction

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## **Executive Summary**

### **Background**

The Teacher & Principal Evaluation Project (TPEP), which was created in Engrossed Second Substitute Senate Bill 6696 (E2SSB 6696) in the 2010 Legislative Session, offers Washington State the opportunity to identify the measures of effective teaching and leading. The new Washington State evaluation system must both hold educators accountable and be leverage for authentic professional growth. This emerging system, built on the foundation of the new teacher and principal criteria and developed by Washington State educators, provides a direction that will empower teachers, principals and district leaders to meet the needs of students in Washington State. The new evaluation system sets high expectations for what teachers and principals should know and be able to do, values diversity, and fosters a high commitment to teaching and leading as professional practice.

### **Setting the Context**

According to the Joyce Foundation, by the end of 2010 twelve states had passed new state teacher/principal evaluation laws. Washington State is included in this bold group of states that embarked on a journey of creating a new system for measuring teacher and leadership performance. The research over the past 10 years establishing the critical importance of quality teachers and leaders (Barber & Mourshed, 2007; Leithwood, Louis, Anderson, & Wahlstrom, 2004; Rivkin, Hanushek, & Kane, 2005; Rockoff, 2004) prompted policymakers to look to evaluation as a lynchpin to education reform. It is important to note that the other areas impacting teacher and leadership quality should not be overlooked and are inextricably linked to evaluation. "Such areas include these components of the educator career continuum: traditional certification, alternative certification, mentoring and induction, professional development, evaluation, compensation, equitable distribution, and tenure." (Behrstock, Meyer, Wraight, & Bhatt, 2009).

Educators in Washington State overwhelmingly agree, the current evaluation system requires a much needed overhaul. During the 2010-11 school year, OSPI conducted a survey and ten forums with nearly 7,000 educators outside of the TPEP pilot sites and found that 80 percent indicated the primary purpose of the current evaluation system was compliance. Practitioners in and out of the TPEP pilot sites "want tools for improvement and growth." (Fetters, J., & Behrstock-Sherratt, E., 2011). All indications are that Washington State took the right step to enact E2SSB 6696 and the strong belief that the evaluation changes will produce positive results for our students.

## Summary of E2SSB 6696

The new law requires Office of Superintendent of Public Instruction (OSPI) to work in collaboration with organizations representing teachers, principals, district administrators, and parents to develop new evaluation models for both classroom teachers and principals. Representatives of the following organizations serve on the TPEP Steering Committee:

- Office of Superintendent of Public Instruction
- Washington Education Association
- Association of Washington School Principals
- Washington Association of School Administrators
- Washington State Parent-Teacher Association
- Washington State School Directors' Association (May 2011)

The Legislation also:

- Revised the evaluation criteria for both classroom teachers and principals;
- Created a four-level rating systems;
- Required OSPI to create a pilot with school districts in the 2010-11 (development) and 2011-12 (pilot implementation) school years;
- All districts to adopt new systems in the 2013-14 school year;
- Increased the length of the provisional status for new teachers; and
- Requires school districts to send OSPI information on the current evaluation system for all employee groups beginning in 2010-11 school year.

## TPEP Funding

In the 2010 Supplemental Operating Budget, the Legislature provided \$1.9 million in funding for the pilot project and statewide implementation activities for Fiscal Year 2011. More than half of the allocation was distributed in grants to the selected pilot districts and consortium. The allocation chart can be found on our OSPI website.

<http://www.k12.wa.us/Communications/PressReleases2010/PrincipalTeacherEvaluationAllocations.pdf>

## TPEP Pilot Districts

Districts that are participating in the pilot program include:

- Anacortes
- Central Valley
- Kennewick
- North Mason
- North Thurston
- Othello
- Snohomish
- Wenatchee
- Almira
- Davenport
- Liberty
- Medical Lake
- Pullman
- Reardan-Edwall
- Ritzville
- Wilbur

## Development Year

During the 2010-11 school year, the TPEP project studied the current evaluation research, worked with national experts, and relied heavily on the practitioners in the pilots to guide the design of their new evaluation systems. Over the course of the year, with the guidance of the

TPEP districts, common evaluation components were identified. These components will translate to a more consistent evaluation system of teacher and principal performance state-wide. At the same time, decision-making regarding specific local or regional factors was honored. The key to Superintendent Dorn's final recommendations will be finding the delicate balance that will maintain a rigorous state-wide evaluation system and value the local differences. Case studies were written that captured each of the pilot site development (Appendix D). In addition, a cross-case analysis was produced (Appendix C) that looked at the work of the TPEP districts as a whole.

The TPEP evaluation models will be piloted in the 2011-12 school year, and results analyzed in the summer of 2012.

### **TPEP Communication**

OSPI took deliberate steps during the 2010-11 school year to create a transparent development process. In August 2010, OSPI launched the TPEP website (<http://tpep-wa.org/>). This website allowed the project to update and provide resources to both the pilot sites and the larger stakeholder community. The website currently houses all of the meeting agendas and materials the project used throughout the year for the development. Most importantly, the website contains the teacher and principal evaluation systems for each participating TPEP district and the consortium.

### **Superintendent's Recommendations**

E2SSB 6696 requires the Superintendent of Public Instruction to make recommendations in this report regarding whether a single statewide evaluation model should be adopted, whether modified versions developed by school districts should be subject to state approval, and what the criteria would be for determining if a school district's evaluation model meets or exceeds a statewide model. The report also is to identify challenges posed by requiring a state approval process.

Summarized below are the Superintendent's recommendations, which are on the work of the TPEP Pilot sites and TPEP Steering Committee input. Please see the recommendation section for more details.

1. Districts should be encouraged to select from a limited number of state-approved teacher and principal evaluation models. However, it is recommended that a state approval process be developed for those districts not wanting to select from the state-approved models.
2. The Superintendent will require that all systems have specified components. These components will include, but not limited to:
  - Research-based instructional and leadership frameworks which utilize rubrics based in a four-tiered evaluation system.
  - State-adopted evaluation criteria, definitions, tier labels, summative statements, and a common satisfactory/not satisfactory delineation.
  - Multiple measures for determining effective teacher and principal performance.
  - Professional learning for principals and classroom teachers that will include training for all evaluators on the components of an evaluation system.

3. At the conclusion of the pilots, the Superintendent shall finalize the components and requirements that must be included in the evaluation systems. All school districts will be required to include all of the components as specified by the Superintendent.

During the 2012-13 school year, school districts should be required to submit a description of their proposed evaluation systems that they intend to use beginning in the 2013-14 school year. The description of the system shall include how they will address each of the required components, which will be subject to a thorough, rigorous state review process conducted by OSPi with the assistance of principals, teachers, and administrators.

4. The challenges to a state review process rest in two areas: time and resources. The capacity over the next two years to approve all models will be time consuming and require state-level expertise and consultation to remain intact and be enhanced. If the system is to be functioning at a high level during the 2013-14 state-wide implementation year, serious consideration will need to be given to providing targeted resources to prepare all the districts in an intentional way for the new teacher and principal evaluation system.

## I. Introduction

The acts of teaching and leading are incredibly complex tasks involving multiple and varied skills and knowledge. Research has established the critical importance that school leaders and classroom teachers have in impacting student learning (Barber & Mourshed, 2007; Leithwood, Louis, Anderson, & Wahlstrom, 2004; Rivkin, Hanushek, & Kane, 2005; Rockoff, 2004). Research also has demonstrated that teacher evaluations are often sporadic and poorly designed and, as a result, provide little useful information on teacher effectiveness (Brandt, Thomas, & Burke, 2008; Weisberg, Sexton, Mulhern, & Keeling, 2009). To this end, the Washington State Legislature enacted E2SSB 6696 in the spring of 2010 to overhaul a generation-old evaluation system for both certificated classroom teachers and principals.

### A. Legislative Background

#### 1. Summary of E2SSB 6696

The significant shifts in requirements from the existing evaluation system to the new one envisioned in E2SSB 6696 cannot be understated. Nearly eight of ten administrators surveyed this year felt that the current evaluation system is used only for compliance. The table below identifies four of the most significant changes in the existing evaluation law.

Table 1

<b>Comparison of Existing Evaluation Requirements and Revised E2SSB 6696 Components</b>		
<b>Component</b>	<b>Existing Evaluation System</b>	<b>Revised E2SSB 6696 Evaluation System</b>
Tiers	Binary (Satisfactory/Not Satisfactory)	Four-tiered Professional Growth and Development System
Criteria	Criteria developed more than 25 years ago.	Criteria that describes effective teaching and leading developed by organizational stakeholder groups in the 2010 legislative session.
Provisional Status	2 years (prior to 2009/10 SY)	3 years
Educator Evaluation Data	No existing requirement	Requires evaluation data submitted to OSPI for all employee groups beginning 2010-11 SY

#### 2. Timeline/System Development

Over the course of the two-year pilot, the district participants have three main tasks as outlined in E2SSB 6696. First, the pilots are to create models for implementing the evaluation criteria. Second, they are to create models for student growth tools. Finally, the pilots are to create professional development programs and evaluator training for teachers and principals.

Within those three tasks, there are seven specific responsibilities the districts are required to develop and pilot:

- Development of rubrics for evaluation criteria and ratings;
- Development of appropriate evaluation system forms;

- Identification of, or development of, appropriate multiple measures of student growth;
- Submission of data that is used in evaluations and all district-collected student achievement, aptitude and growth data (regardless of whether it is used in evaluations);
- Participation in professional development opportunities for principals and classroom teachers regarding the content of the new evaluation system;
- Participation in evaluator training; and
- Participation in activities to evaluate the effectiveness of the new system and support programs.

## Timeline

Table 2 describes the timeline for both the TPEP pilot sites and the proposed timeline and activities generated for districts outside of the pilot districts. These proposed activities were developed after careful consideration and analysis of best practice generated from our TPEP pilots. Further information about the pilot development and state-wide implementation plan can be found on our OSPI external website (<http://tpep-wa.org/>), which contains updated information about the constantly evolving world of educator evaluation in Washington State. The site contains information about our TPEP 2010-11 meetings/agendas, district evaluation models and background information about the national and state landscape of educator evaluation. This resource is one OSPI intends to maintain and enhance as the project develops.

Table 2

<b>TPEP Pilot District and Statewide Implementation Timeline</b>	
<b>Pilot Districts</b>	
<b>2010-11</b>	<ul style="list-style-type: none"> <li>• Develop Models/Tools/Rubrics (OSPI Report due July 1, 2011)</li> </ul>
<b>2011-12</b>	<ul style="list-style-type: none"> <li>• Implement Pilot Models/Tools/Rubrics (OSPI Report due July 1, 2012)</li> <li>• Pilot Districts engage in professional development, including inter-rater reliability training, instructional framework training for teachers/principals, and leadership training for teacher leaders, principals and district administration</li> </ul>
<b>2012-13</b>	<ul style="list-style-type: none"> <li>• Refine models, participate in evaluation professional development and evaluator training</li> </ul>
<b>All Districts</b>	
<b>2010-11</b>	<ul style="list-style-type: none"> <li>• Observation of Pilot Development <i>Resource: TPEP website: <a href="http://tpep-wa.org/">http://tpep-wa.org/</a></i></li> <li>• Stakeholder engagement and communication</li> <li>• Participation in Educator Evaluation Regional Forums (2010 -11)</li> </ul>
<b>2011-12</b>	<ul style="list-style-type: none"> <li>• Observation of Pilot Implementation <i>Resource: TPEP website: <a href="http://tpep-wa.org/">http://tpep-wa.org/</a></i></li> <li>• Stakeholder engagement and communication</li> <li>• Participation in Educator Evaluation Regional Academies (2011-12)</li> <li>• TPEP Implementation Consortium Grants (<i>information provided in July 2011</i>)</li> </ul>

**2012-13**

- Identification of Evaluation Models (*upon conclusion of TPEP pilot recommendations in June 2012*)
- Participate in Evaluation Professional Development and Evaluator Training

**2013-14**

- Full state-wide implementation of new teacher and principal evaluation systems
- Participate in Evaluation Professional Development and Evaluator Training

**3. Foundation of the Evaluation Systems**

The foundation of “what we know for sure” about Washington State’s new teacher and principal evaluation systems rest in two important sections of the new evaluation law. First, Washington State has revised teacher and principal evaluation criteria that will apply to all school districts beginning in the 2013-14 school year. Second, Washington State is moving from a required binary summative rating of satisfactory/not satisfactory to a four-level professional growth and development model. These two revisions in the law form the underpinnings of the work of the TPEP pilots in 2010-11. In addition, much attention nationally has focused on the issue of student growth data in evaluations and the project took steps to ensure that all aspects of a complex new evaluation system were considered by providing research, resources and national experts regarding multiple measures.

**a. Revised Teacher and Principal Criteria**

Washington State has not had new evaluation criteria for certificated classroom teachers and principals in more than 25 years. Educators and stakeholders involved in the project agree that the change to the new criteria sets a clearer definition of effective teaching and leading. In some cases, the revised criteria lack the definitions needed to clearly distinguish one from another. Table 3 includes the current and revised teacher and principal evaluation criteria.

Table 3

<b>Revised Teacher and Principal Criteria</b>	
<b>Current Teacher Evaluation Criteria</b>	<b>Revised Teacher Evaluation Criteria</b>
1. Instructional skill	1. Centering instruction on high expectations for student achievement
2. Classroom management	2. Demonstrating effective teaching practices
3. Professional preparation and scholarship	3. Recognizing individual student learning needs and developing strategies to address those needs
4. Effort toward improvement when needed	4. Providing clear and intentional focus on subject matter content and curriculum
5. Handling of student discipline and attendant problems	5. Fostering and managing a safe, positive learning environment
6. Interest in teaching pupils	6. Using multiple student data elements to modify instruction and improve student learning
7. Knowledge of subject matter	7. Communicating and collaborating with parents and school community
	8. Exhibiting collaborative and collegial practices focused on improving instructional practice and student learning

Current Principal Evaluation Criteria	Revised Principal Evaluation Criteria
<ol style="list-style-type: none"> <li>1. Knowledge of, experience in, and training in recognizing good professional performance, capabilities and development</li> <li>2. School administration and management</li> <li>3. School finance</li> <li>4. Professional preparation and scholarship</li> <li>5. Effort toward improvement when needed</li> <li>6. Interest in pupils, employees, patrons and subjects taught in school</li> <li>7. Leadership</li> <li>8. Ability and performance of evaluation of school personnel</li> </ol>	<ol style="list-style-type: none"> <li>1. Creating a school culture that promotes the ongoing improvement of learning and teaching for students and staff</li> <li>2. Demonstrating commitment to closing the achievement gap</li> <li>3. Providing for school safety</li> <li>4. Leading the development, implementation, and evaluation of a data-driven plan for increasing student achievement, including the use of multiple student data elements</li> <li>5. Assisting instructional staff with alignment of curriculum, instruction, and assessment with state and local district learning goals</li> <li>6. Monitoring, assisting, and evaluating effective instruction and assessment practices</li> <li>7. Managing both staff and fiscal resources to support student achievement and legal responsibilities</li> <li>8. Partnering with the school community to promote student learning</li> </ol>

**b. Four-Level System**

According to a School Employee Evaluation Survey coordinated by OSPI (required by section 4 (d) of E2SSB 6696), 209 of the 289 reporting districts in Washington State used a binary (satisfactory/not satisfactory) summative system for evaluating certificated classroom teachers in 2009-10. Although many districts appear to use a tiered approach during the evaluation cycle, none used it in 2009-10 as a final summative evaluation. According to the survey data collected for the Department of Education as a requirement of State Fiscal Stabilization Funding (SFSF), 99 percent of our certificated classroom teachers were deemed satisfactory. (See <http://www.k12.wa.us/Communications/StimulusPackage/FiscalStabilization.aspx>). This is consistent with findings from other national reports on this issue, specifically the 2009 report "The Widget Effect" from The New Teacher Project (Weisberg, Sexton, Mulhern, & Keeling, 2009).

According to our OSPI School Employee Evaluation Survey, 196 out of 295 school districts in Washington State used a binary (satisfactory/not satisfactory) summative system for evaluating principals in 2009-10. Although not as widely scrutinized at a national level, the same data appears to hold true when OSPI surveyed districts regarding the principal evaluation system. In the required SFSF reporting from the 2009-10 SY, 98 percent of all principals were deemed satisfactory on their summative evaluations in Washington State.

For both classroom teachers and principals, E2SSB 6696 requires a four-level evaluation rating system that must describe performance along a continuum that indicates the extent to which the criteria have been met or exceeded."

### **c. Using Student Growth Data in Evaluations**

The Obama Administration, influential national organizations, and others have advocated that student growth data be an integral component in the evaluation of teachers and principals. The Washington Legislature, after considering the technical challenges of measuring student growth and other factors, chose to include an evaluation criterion regarding the teacher's use of student data to inform instruction and a principal's use of multiple student data points, but did not require that student growth data be included in the evaluation of teachers or principals to increase student achievement. However, E2SSB 6696 does state that "...when student growth data, if available and relevant to the teacher and subject matter, is referenced in the evaluation process, it must be based on multiple measures that can include classroom-based, school-based, district-based, and state-based tools. As used in this subsection, "student growth" means the change in student achievement between two points in time." Similar language also was included regarding using student growth data in the evaluation of principals.

The issue of student growth and the new teacher and principal evaluation system is multi-faceted and hinges on many other parts of a district or state instructional and human resource system. It also requires an extensive pre- and post assessment system in multiple disciplines and detailed information regarding which teacher or teachers actually taught the student the content area being assessed. Every district and state engaged in this work across the country has wrestled with these complex questions and there are very few definitive answers to such high stakes propositions.

TPEP districts have worked throughout the year, with the guidance of the E2SSB 6696 language, to decide what best fits their district that would be valid measures of student growth and how to attribute this growth accurately to individual teachers. The TPEP districts have and continue to tackle both formative and summative growth measures. All TPEP participants agree that student learning plays a significant role in the development of these new evaluation systems and that a focus on teacher and leader professional growth will only further impact student learning. According to national experts at the National Comprehensive Center for Teacher Quality, "Multiple measures of teacher outcomes allow for a more comprehensive view of a teacher's effectiveness based on a variety of evidence. Although summative student achievement data are relevant, data on teacher performance are most useful for targeting professional development and specifically addressing areas in which growth is needed."

Because of the complexity of the topic, during the next seven months OSPI will directly address the issue of using student growth data in evaluations by bringing together experts and practitioners from Washington State to identify specific recommendations for using growth data in evaluations. This Student Growth Taskforce will be one of three committees that TPEP will form by August 2011, which will make recommendations in February 2012. The other two committees will make recommendations regarding evaluator training, inter-rater reliability and the use of perception survey data.

#### 4. TPEP Steering Committee

The legislation requires OSPI, in collaboration with state associations representing teachers, principals, administrators, and parents, to create models for implementing the evaluation system criteria, student growth tools, professional development programs, and evaluator training for certificated classroom teachers and principals. OSPI created the TPEP steering committee to oversee and monitor the policy direction and decisions of the TPEP Pilot work. Members of the Steering Committee are listed in Table 4.

Table 4

<b>TPEP Steering Committee Members and Organizations</b>	
Jonelle Adams	Washington School Directors Association (WSSDA) <i>added May 2011</i>
Alan Burke	Office of Superintendent of Public Instruction (OSPI)
Bob Butts	Office of Superintendent of Public Instruction (OSPI)
Judy Hartmann	Office of the Governor
Ramona Hattendorf	Washington State Parent Teacher Association (WSPTA)
Jim Koval	Office of Superintendent of Public Instruction (OSPI)
Gary Kipp	Association of Washington School Principals (AWSP)
Michaela Miller	Office of Superintendent of Public Instruction (OSPI)
Scott Poirier	Washington Education Association (WEA)
Paula Quinn	Association of Washington School Principals (AWSP)
Ann Randall	Washington Education Association (WEA)
Leslie Rose	Office of Superintendent of Public Instruction (OSPI)
Paul Rosier	Washington Association of School Administrators (WASA)
Bill Williams	Washington State Parent Teacher Association (WSPTA)
Lucinda Young	Washington Education Association (WEA)

(In alphabetical order)

One of the key elements of the success of the TPEP work thus far has been the intentional collaboration among the stakeholders outlined in the legislation. The collaboration at the state-level was a model for the expectation of the pilot districts to work as a team to ensure the work is done with stakeholder involvement. The TPEP Steering Committee met 15 times during the 2010-11 year to make joint policy decisions about the direction of the project. All members approved the final version of this report.

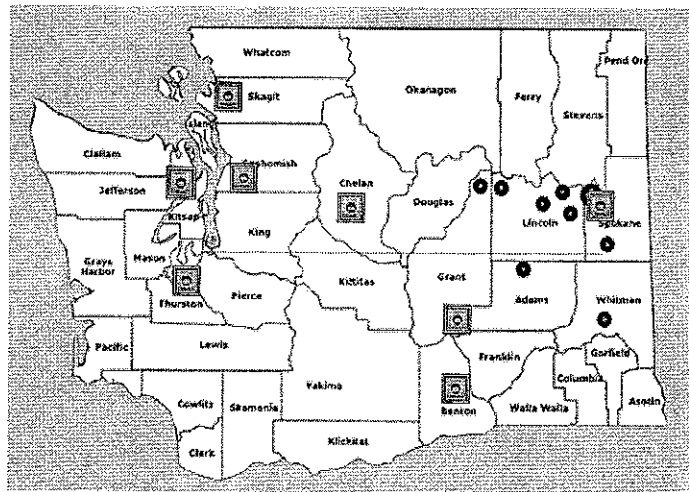
#### 5. TPEP Pilot Districts

The pilot consists of eight districts and one consortium of smaller districts working with the TPEP steering committee organizations to develop nine new and innovative teacher and principal evaluation systems that comply with the legislation and lead to better teaching and learning.

The school districts participating in the pilot include:

Table 5

Participating TPEP Pilot Districts	
8 Districts	1 Consortium
Anacortes	Almira
Central Valley	Davenport
Kennewick	Liberty
North Mason	Medical Lake
North Thurston	Pullman
Othello	Reardan-Edwall
Snohomish	Ritzville
Wenatchee	Wilbur



**a. TPEP Pilot Site Overview**

The data table below shows information regarding the pilot districts, including general demographic student and employee information and the number of teachers, principals and district administrators participating in the pilot.

Table 6

TPEP Pilot Site Overview							
District Name	Approximate Number of Students	Number of Schools	Number of Teachers	Number of Principals	Teachers in Pilot	Principals in Pilot	District Administrators in Pilot
Anacortes	2,700	7	147	8	140	8	2
Central Valley	12,400	22	722	36	54	36	2
ESD 101 Consortium	6,563	22	403	29	78	23	11
Kennewick	16,000	25	822	41	75	22	2
North Mason	2,200	6	132	7	30+	7	2
North Thurston	14,000	24	826	30	124	31	2
Othello	3,700	5	190	12	35	5	2
Snohomish	10,000	23	497	21	107	20	3
Wenatchee	7,700	14	456	19	56	18	3