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Education Policy Brief

Revamping the Teacher Evaluation Process

Rodney S. Whiteman, Dingjing Shi, and Jonathan A. Plucker

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INTRODUCTION

With an ambitious reform package passed in the 2011 legislative session, Indiana has dramatically altered the K-12 education policy landscape. Senate Enrolled Act 001 (SEA 1), which rewrites several sections of Title 20 of the Indiana Code, is unusually broad, and many believe it will make fundamental changes to the teaching profession (Cavanagh, 2011). Hoosiers were informed that these changes were forthcoming after the 2010 general election when Governor Mitch Daniels released his 2011 legislative agenda, which featured changes to education policy as a top priority. In that press release, Daniels described three cardinal shifts that he and State Superintendent of Public Instruction Dr. Tony Bennett would advocate during the 2011 session of the Indiana General Assembly: (a) evaluate and pay teachers based on student learning, (b) hold schools accountable for student learning while giving them the flexibility to deliver better results under local control, and (c) provide more quality education options for parents (Office of the Governor, 2010). Several policy initiatives were embedded in these three pillars, many of which will have far-reaching consequences for how schools operate and how teachers function.

Though education initiatives like those passed in the Indiana General Assembly in 2011 are sometimes cast as Republican or Conservative (see, for example, Cavanagh, 2011), federal policies in Democratic administrations have also promoted transforming the teaching profession. As a component of the American Recovery and Reinvestment Act of 2009 (PL 111-5), the U.S. Department of Education (USDOE) established the Race to the Top (RTT) program to incentivize states to implement a "comprehensive approach to education reform" (USDOE, 2009, p. 4). Among the RTT priorities the USDOE described in its executive summary, a statement on teacher evaluation is included:

> [States shall] design and implement rigorous, transparent, and fair evaluation systems for teachers and principals that (a) differentiate effectiveness using multiple rating categories that take into account data on student growth…as a significant factor, and (b) are designed and developed with teacher and principal involvement (p. 9).

The USDOE goes on to describe how those evaluations should be used in a variety of school personnel decisions, including professional development and support, compensation (including greater compensation for highly effective teachers and principals), granting tenure, and removing ineffective teachers. Congruent with a changing national landscape, Indiana joins 23 other states that require annual teacher evaluations, 17 states allowing teacher dismissal based on teacher evaluation results, and 16 states requiring measures of student achievement or growth (National Council on Teacher Quality [NCTQ], 2011).

This policy brief explores SEA 1, specifically the provisions for how teachers must be evaluated. After a short summary of SEA 1 and its direct changes to evaluation policies and practices, the brief reviews literature in teacher evaluation and highlights important issues for school corporations to consider when selecting

an evaluation system. Five teacher evaluation models, including the RISE Evaluation and Development System that is being developed by the Indiana Department of Education, are then described and considered within the context of SEA 1. Finally, conclusions and recommendations for school districts are outlined.

SENATE ENROLLED ACT 001

SEA 1 was signed into law on April 30, 2011, and took effect on July 1, 2011. Although a complete review of SEA 1 is beyond the scope of this brief, some of the more pertinent changes affecting teaching and teachers are summarized here.[1]

Teacher Preparation and Certification

SEA 1 amended IC 20-28-4-4 to expand teacher education programs beyond accredited teacher education schools or departments to include any "entity approved by the department." The language for elementary and secondary licensure was changed to match Rules for Educator Preparation and Accountability (REPA), which establish licenses in grade-level configurations, including K-6 and 5-12. SEA 1 amended the Indiana Code to define some required coursework for the K-6 and 5-12 configurations. Furthermore, pre-service teachers will now be required to take coursework in scientifically based reading instruction. SEA 1 shifts teacher preparation programs from a focus "on the communication of knowledge to students" to "student mastery of standards established by the state." Finally, SEA 1 changed the existing Transition to Teaching Program, which allows individuals with a graduate degree in the subject area they intended to teach, a bachelor's degree with a grade point average of 2.5 or higher, and five years professional experience in the subject they intended to teach, or a bachelor's degree and a 3.0 GPA or above to be eligible for the program. The change expands this eligibility by including related fields to the subject area the individuals intend to teach.

SEA 1 also expands cause for permanent revocation of an Indiana teaching license to include homicide convictions and any convictions for federal offenses or out-of-state felonies comparable to the list of actionable offenses already listed in Indiana Code 20-28-5-8.

Teacher Status

In SEA 1, "initial practitioner" license replaces "initial standard" license through a wording change and modifies the Indiana Code (IC 20-28-4, Sections 6, 7, and 9) to include references to the initial practitioner license and the proficient practitioner license. These license categories were created by the Professional Standards Advisory Board for REPA and are defined in the Indiana Administrative Code (515 IAC 8-1-1.1 and 515 IAC 4-2-1, respectively).

Teacher status, now heavily influenced by performance ratings, has been redefined by SEA 1 (IC 20-28-6-7.5). A **probationary teacher** is anyone who is contracted as a teacher but has not been evaluated under IC 20-28-11.5, or has been rated ineffective under those same rules; has not renewed his or her teaching contract with the current school corporation before July 1, 2012; and has not received a rating in three of five consecutive years, over a five-year period, of effective or highly effective. A **professional teacher** is anyone who is rated any combination of effective or highly effective at least three times within a five-year (or shorter) time period. If at any time a professional teacher receives an ineffective rating, he or she moves back to probationary status (IC 20-28-6(7.5)(d)).

Section 30 of the law changes language and criteria for permanent teachers and changes the term "permanent teacher" to "established teacher." Under new rules for IC 20-28-6-8, an established teacher is any teacher who serves under a contract with a school corporation before July 1, 2012, and who enters into a contract for further services with that school corporation before that same date. The contract for further services is considered indefinite with indefinite renewal, subject to IC 20-28-7.5 (a new chapter providing guidelines for cancelling teacher contracts) until the contract is replaced by a new contract signed by both parties.

Teacher Contracts

In a new chapter (IC 20-28-7.5), SEA 1 defines terms for cancelling a teacher's contract. A professional or established teacher's contract (as defined in the newly amended IC 20-28-6-8) may be terminated if there is a justifiable decrease in the number of teaching positions or if the teacher is found guilty of immorality, insubordination, incompetence (including chronic ineffectiveness as defined by IC 20-28-11.5), neglect of duty, conviction of a felony offense described in IC 20-28-5-8(c), or "other good or just cause." The Indiana Code explicitly states that these are the only causes for not renewing a professional or established teacher's contract. Section 2 of this chapter describes due process for terminating a professional or established teacher's contract.

A probationary teacher's contract, as defined by IC 20-28-6-7.5, may be cancelled for any of the same causes as that of a professional or established teacher. Probationary teachers also have more stringent performance standards and may be terminated for receiving one "ineffective" designation or two consecutive "improvement necessary" designations as defined by the chapter on teacher evaluation, IC 20-28-11.5. Probationary teachers are granted the same due process as professional and established teachers.

Finally, IC 20-28-7.5(d) addresses reduction in force (RIF) procedures. After June 30, 2012, cancellation of a teacher's contract due to RIF must be based on performance rather than senior-

1. For the full text of SEA 1, see http://www.in.gov/legislative/bills/2011/PDF/SE/SE0001.1.pdf

ity. For teachers in the same performance category, listed in IC 20-28-11.5, cancellation due to RIF may be based on years of teaching experience; additional degrees, certifications, or credit hours; an evaluation; instructional leadership roles; or the academic needs of the students in the school corporation.

Teacher Compensation

SEA 1 includes a dramatic revision of teacher compensation rules (IC 20-28-9-1) which take effect when current contracts expire or on July 1, 2012, whichever is earlier. However, SEA 1 explicitly states that school corporations are not allowed to decrease teachers' salaries to conform to the new salary schedule and that compensation for additional degrees or graduate credits earned before the new local salary schedule is adopted shall continue.

According to the new rules, when calculating salary increases, a maximum of 33% of that calculation can be based on traditional factors for determining teacher compensation (years of experience, additional content-area degrees, and additional credit hours). However, up to 100% of that calculation must be based on a combination of teacher evaluation (as defined by IC 20-28-11.5), assignment of instructional leadership roles (including responsibility for conducting teacher evaluations), and the academic needs of students in the school corporation. Teachers rated as "ineffective" or "needs improvement" will not receive any salary increase for the following year, and funds allocated for their compensation will be redistributed to teachers rated "effective" or "highly effective."

The IDOE is required to promulgate a model salary schedule by January 31, 2012, that local school corporations may choose to adopt. All school corporations will be required to submit their local salary schedules to the IDOE, which will then be published on the IDOE Web site.

SEA 1 AND TEACHER EVALUATION

Senate Enrolled Act 001 created a new chapter, Chapter 11.5 Staff Performance Evaluations (IC 20-28-11.5), that explains a new evaluation system that must be implemented by all school corporations, charter schools, schools under interlocal agreement, special education cooperatives, and joint career and technical education programs.

Section 4 of IC 20-28-11.5 outlines an evaluation system's parameters.[2] Each school corporation is required to create a plan for annual performance evaluations to be implemented in the 2012-13 school year. If a school chooses not to create its own plan, it can adopt one of several prescribed models: The System for Teacher and Student Advancement (TAP), Peer Assistance and Review Teacher Evaluation System (PAR), a plan contracting with outside vendors that meets the law's requirements, or another model that meets the law's requirements.[3] Subsection (c) describes required components:

- annual (or more frequent) evaluation for all certificated employees;
- objective measures of student achievement and growth;
- rigorous measures of effectiveness;
- annual designation of each certificated employee in four rating categories (highly effective, effective, improvement necessary, and ineffective);
- explanation of the evaluator's recommendation for improvement and the time in which improvement is expected; and
- a provision that a teacher who negatively affects student achievement and growth cannot receive a rating of "effective" or "highly effective."

2. Sections 1, 2, and 3 of Chapter 11.5 establish definitions.
3. Section 8 explains that the State Board of Education will create a model plan and that school districts wishing to implement anything other than the model plan may be required to submit the plan to the IDOE for approval.

Evaluators are also required to discuss the evaluation with the certificated employee.

Section 5 explains that evaluations may be conducted by an external provider, but individuals must receive training in evaluation skills to evaluate a certificated employee.

Section 6 deals with completed evaluations. The completed evaluation, and all supporting documents, must be provided to a certificated employee no later than seven days after the evaluation is completed. If a certificated employee receives a rating of Ineffective or Improvement Necessary, the evaluator and employee will develop a remediation plan, not more than 90 days after the evaluation is completed, to correct deficiencies. In this case, the remediation plan must require that professional development activities and any license renewal credits be applied to help the employee get an Effective rating on the next evaluation. Those who receive an Ineffective rating are entitled to a conference with the superintendent or the superintendent's designee within five days of receiving the rating.

Section 7 is an effort to protect students from ineffective teachers by preventing a student from being instructed for two consecutive years by any teachers who have been rated "Ineffective" (IC 20-28-11.5-7(b)). If schools cannot comply with this provision, they must notify the parents of each affected student before the start of the second consecutive school year.

Section 8 explains the State Board of Education's (SBOE's) role in implementation. By January 31, 2012, the SBOE must establish:

- criteria defining each of the teacher ratings (Highly Effective, Effective, Improvement Needed, Ineffective),
- measures used to determine academic growth,
- standards defining a teacher's negative impact on student achievement, and
- a training program for evaluators.

Furthermore, by January 31, 2012, the SBOE is required to work with the IDOE to develop a model teacher evaluation plan, release that plan to school corporations, and ensure availability of training on performance evaluation to evaluators and educators. Section 8 also explains that school corporations may adopt the model plan without the SBOE's approval, but altering the plan or selecting a different evaluation system may require IDOE approval. The IDOE will then publish each school corporation's evaluation system on its Web site.

Under this framework, the education system takes on a very specific function. The role of the education system and all of its components (teachers, administrators, curriculum, and infrastructure) is to add value to the economy by increasing the knowledge of its labor force. Teachers and administrators must then be evaluated based on how much knowledge value is added to students.

Section 8 injects an important rule affecting local adoption of teacher evaluation plans, referred to as the "Three-Quarters Rule" subsequently in this brief. If a school corporation chooses to implement any evaluation system other than the state model, the local governing body (school board) must first submit the plan to teachers employed by that corporation for a vote. If at least 75 percent of teachers vote in favor of adopting the plan, then the governing body may submit the plan to the IDOE. Depending on interpretation of IC 20-28-11.5(4)(b) *(discussed later in this brief)*, corporations might be able to opt out of the Three-Quarters Rule, as that subsection might provide an alternative to the requirements in Chapter 11.5.

Section 9 requires disclosure of evaluation results. School corporations must provide the results of the staff performance evaluations to the IDOE by August 1 of each year, but that report must not list names or any other personal identifiers for specific teachers. The IDOE will then report statewide results to the SBOE by September 1, and publish aggregate results for each school and school corporation, as well as the aggregate performance for each teacher preparation program in Indiana.

TEACHER EVALUATION - A REVIEW OF THE LITERATURE

The way in which policymakers conceive of teaching affects and frames how the teacher will be evaluated (Darling-Hammond, Wise, & Pease, 1983). An evaluation system's design and efficacy is also dependent upon the perspective of stakeholders, specifically teachers, administrators, parents, and public officials. As Knapp (1982) explains, teachers want an evaluation system that encourages professional improvement, acknowledges the difficulties and complexities of teaching, and protects their rights. Administrators want a system that is feasible, objective, and aids in making sound organizational decisions. Parents and public officials want an evaluation system that relates teacher performance to effectiveness and guarantees appropriate treatment of students in the classroom. In Indiana, about 59% of citizens think their local schools are excellent or good and would grade them at an A or B; this number increases to 64.8% among Hoosier parents who have children in school (Plucker, Spradlin, & Whiteman, 2011). This parental confidence in local schools exists despite political and public policy rhetoric questioning the effectiveness and value of schools. With this array of stakeholders in mind, and with reasonably strong citizen confidence in K-12 public schools, one might ask "What is driving the push to restructure teacher evaluation in the current model?" and "Where is the push coming from?"

To understand the current education policy environment, Joel Spring (2008) suggests using *human capital* as a conceptual framework. According to Spring's application of human capital theory, economic growth is dependent upon the knowledge, ideas, and skills of the workforce (Becker, 1964). Therefore, for developed economies to progress, it is necessary to invest in an adequately educated workforce proficient in technological skill and the creation and synthesis of ideas, or knowledge economy (Spring, 2008). The knowledge economy, dependent upon human capital, is "post-industrial" (Bell, 1973) and emphasizes a shift from blue-collar to white-collar labor. The abilities to network globally, share and apply new ideas, and manage and interpret vast quantities of data drive the knowledge economy.

Political rhetoric makes this theory more concrete. Elected officials frequently call on the education system to prepare students for "high tech jobs" and to build a "new economy." President Obama frequently touts the link between education and the economy with statements like "The nation's economic future is being decided every day in classrooms across the country" (Lee, 2011) and "If we want to win the global competition for new jobs and industries, we've got to win the global competition to educate our people. We've got to have the best trained, best skilled workforce in the world" (Obama, 2011). Governor Mitch Daniels (2011) also contributed to this discourse when describing "the parade of young lives permanently handicapped by a school experience that leaves them unprepared for the world of work," or, more bluntly, "Some seek change in education on economic grounds, and they are right."

Under this framework, the education system takes on a very specific function. The role of the education system and all of its components (teachers, administrators, curriculum, and infrastructure) is to add value to the economy by increasing the knowledge of its labor force. Teachers

and administrators must then be evaluated based on how much knowledge value is added to students. In a human capital model, teacher evaluation monitors inputs, or teacher activities, and compares them to outputs, or student growth. The inputs that are most highly correlated with desired outputs are promoted with the hopes of maximizing results. However, this arrangement has the potential of de-professionalizing teachers by emphasizing a systematic approach to instruction and neglecting other important purposes of teacher evaluation.

This input-output relationship oversimplifies the teacher evaluation process and reduces evaluation to a "black box." On the input side of the equation, one must consider philosophical and technical questions like "What is good teaching?" and "Who is best suited to evaluate teachers?" Because multiple inputs may affect student growth, including the work of previous teachers, the output side of the equation is equally complicated. The black box contains a chaotic environment, often out of the schools' control, in which promoted teaching methods may or may not meet the education needs of individual students and will influence the measured outputs.

Characteristics of a Successful Teacher Evaluation System

A host of tangled implications lies beneath the surface of appraising teacher effectiveness. Each group of stakeholders will seek specific outcomes and utility from a teacher evaluation system; however, a core concept of teacher evaluation is still necessary. Shinkfield and Stufflebeam (1995) summarize the Joint Committee on Standards for Educational Evaluation (1988) and suggest that an evaluation system must have four attributes: propriety, utility, feasibility, and accuracy:

Propriety refers to the protection of rights of students, teachers, administrators, evaluators, and others affected by the evaluation system. An evaluation system with propriety will treat teachers in a respectful and courteous manner, and will openly acknowledge and manage conflicts of interests inherent in an internal review of teacher performance.

Utility ensures that evaluation systems are informative and useful to teachers and that the systems are timely and influential. An evaluation system with utility will be formative and allow for teacher growth and improvement, not just apply a summative rating. Evaluators meeting this criterion must be credible to a continuum of stakeholders.

Feasibility acknowledges institutional limitations to teacher evaluations and the micro- and macro-political factors influencing schools. An evaluation system with feasibility yields necessary data with minimum disruption to instructional processes and lowest practical costs. A feasible system is also collaboratively developed and monitored.

Accuracy emphasizes the need to produce dependable, reliable, and relevant information about a teacher's qualifications and performance. A teacher evaluation system with accuracy will minimize bias brought by the system's mechanics and/or the evaluator.

Meeting each of these attributes requires extensive time, expertise, and resources. For example, personnel must be assigned to develop and monitor the system. Infrastructure for data collection and management must be designed or purchased, and personnel must be trained on how to maintain and interpret the data to maximize accuracy and utility. Organizational structures must be altered or enhanced to provide effective feedback to meet utility needs. These implementation challenges are described in a later section of this brief.

Literature on teacher evaluation also stresses the need for multiple measures and a variety of data sources. Kenneth Peterson (2000) advocates the use of several different data sources in determining teacher effectiveness, some as observable inputs and some as measurable and observable outputs. Peterson recommends including student and parent reports of teacher effectiveness; administrator reports; peer reviews of materials and methods; documentation of professional activity; systematic observations, and other sources unique to a teacher's discipline, environment, and self-appraisal. Peterson also suggests including student achievement data generated from standardized testing or from teacher-created and peer-reviewed tests. Sources of data are important, and those data must be able to explain the teaching process if they are to be used appropriately. Consequently, Peterson provides a list of questions that act as gateways to including or excluding data sources (see Table 1), thus meeting the Joint Committee's suggested framework.

Peterson's questions, with the Joint Committee's framework, imply other complexities with teacher evaluation systems, particularly on the use of data to measure student growth. The Joint Committee says the evaluation system must be accurate and give reliable data, but Peterson also suggests that these data must be the responsibility of the teacher being evaluated. In many K-12 schools, teachers and administrators collaborate

TABLE 1. Tests of Acceptability of Data Sources

Are the data caused by (or the responsibility of) the teacher?
Are the data included in the job description of the teacher?
Are the data linked to student learning, welfare, or other needs?
Are the data of primary importance in consideration of teacher quality (e.g., student gain)?
(If no to the last question) Do data predict or consistently associate with questions of primary importance (e.g., student report)?
Are better data available on the same issues?

Source: Peterson, 2000, p. 93

on building-wide or school corporation-wide goals such as improved literacy or problem-solving skills. The literature makes a strong case that the complex network of collaborative, cross-curricular instruction; the effectiveness of students' past teachers; and exogenous variables (e.g., socioeconomic status, etc.) must be detangled for evaluation systems to have integrity for all stakeholders.

Furthermore, data used for teacher evaluation must be contextual for different kinds of teachers in different kinds of classrooms. Standards for teacher quality vary for each teacher and for each discipline (Peterson, Stevens, & Ponzio, 1998). For example, teaching for student engagement can and should look different in a choral music classroom or physical education classroom than in a math or geography class. Data variability provide yet another dimension of complexity and implies that a teacher evaluation system must be flexible enough to recognize and meet local needs (Weick, 1976), rather than be constructed as a rigid and centralized system.

Finally, one must consider the organizational and sociological effects a teacher evaluation system would have on the teaching profession. Darling-Hammond and her colleagues (1983) describe four different concepts of teaching and the effects that evaluating under these concepts would have on the profession. Expectations that teachers apply prescribed procedures for curriculum and instruction creates a "teaching as labor/principal as supervisor" relationship. At the other end of the spectrum, expectations that teachers move beyond a prescribed repertoire of teaching techniques and apply novel, unconventional, or unpredictable methods creates a "teaching as art/principal as leader" relationship. Darling-Hammond and her colleagues (1983) conclude that the evaluation system and the sense of professionalism, praxis, and efficacy experienced by teachers and principals are closely linked and have deep implications for schools as organizations. Furthermore, the National Center for Teacher Quality (NCTQ) (2011) notes that "a scarlet letter isn't appropriate teacher effectiveness policy" (p. 35). In its report, NCTQ raises a concern that notifying parents of poor teacher ratings (as required in IC 20-28-11.5-7(d)) will humiliate teachers and damage the teaching profession.

INPUTS - TEACHER ACTIVITIES AND INSTRUCTIONAL PROCESSES

The Danielson Framework

It is critical that the importance of teacher activities, documented through observations, remain a significant component of teacher evaluations (NCTQ, 2011). This policy brief employs the Danielson Framework (Danielson, 2007; The Danielson Group, 2011) to discuss teacher activities, instructional processes, and inputs. Although many different models and frameworks exist, the Danielson Framework is used or referenced in all but one of the teacher evaluation systems described later in this brief and is already used in many Indiana school corporations.

The Danielson Framework divides teaching responsibilities into four domains: Planning and Preparation, The Classroom Environment, Instruction, and Professional Responsibilities. Twenty-two components and 76 subcomponents comprise the domains and specify expectations and observable behaviors. The framework, with domains and components, is summarized in Table 2.

TABLE 2. The Danielson Framework

Domain 1: Planning and Preparation	Domain 2: The Classroom Environment
• Demonstrating Knowledge of Content and Pedagogy	• Creating an Environment of Respect and Rapport
• Demonstrating Knowledge of Students	• Establishing a Culture of Learning
• Setting Instructional Outcomes	• Managing Classroom Procedures
• Demonstrating Knowledge of Resources	• Managing Student Behaviors
• Designing Coherent Instruction	• Organizing Physical Space
• Designing Student Assessments	
Domain 3: Instruction	**Domain 4: Professional Responsibilities**
• Communicating with Students	• Reflecting on Teaching
• Using Questioning and Discussion Techniques	• Maintaining Accurate Records
• Engaging Students in Learning	• Communicating with Families
• Using Assessment in Instruction	• Participating in a Professional Community
• Demonstrating Flexibility and Responsiveness	• Growing and Developing Professionally
	• Showing Professionalism

Source: The Danielson Group (www.danielsongroup.org), 2011

According to The Danielson Group (2011), "The Framework for Teaching is a research-based set of components of instruction, aligned to the Interstate Teacher Assessment and Support Consortium (INTASC) standards, and grounded in a constructivist view of learning and teaching."[4]

To operationalize The Danielson Framework under SEA 1, school corporations must first agree upon concrete observable behaviors that can be linked to descriptors in each domain. To be consistent with Indiana's new teacher evaluation requirements, it may be helpful to define Ineffective, Needs Improvement, Effective, and Highly Effective on a rubric built on the Danielson Framework. The Excellence in Teaching Project in Chicago Public Schools is using the Danielson Framework for its teacher evaluation system. In this system, evaluators choose one of the following four categories to describe teacher attainment of each component in Domains 2 and 3:

Unsatisfactory: Teaching is below the standard of "do no harm" and requires immediate intervention.

Basic: Teacher understands the components of teaching, but implementation is sporadic.

Proficient: Teacher has mastered the work of teaching.

Distinguished: Teacher has established a community of learners with students assuming responsibility for their own learning (Sartain, Stoelinga, & Krone, 2010).

These ratings could easily be modified to match the categories required in SEA 1.

Sartain and her colleagues (2010) have followed the implementation of The Danielson Framework in Chicago Public Schools. Their initial findings after the first year of the study suggest that this framework, when supplemented with appropriate training, identified more low-performing teachers than under previous evaluation systems and easily identified unsatisfactory teaching practices. The study also found that the Danielson Framework promoted a wider range of ratings for pre-tenure teachers than the previous checklist system, reflecting statistical realities of distributions. After this program's implementation, principals have been receiving diminishing levels of training despite increasing expectations, making the program less feasible (Joint Committee, 1988; Shinkfield & Stufflebeam, 1995), so it remains to be seen if the Excellence in Teaching Project's implementation of the Danielson Framework will remain efficacious (Sartain et al., 2010).

OUTPUTS - STUDENT GROWTH AND INSTRUCTIONAL OUTCOMES, STUDENT ACHIEVEMENT DATA

Value-Added Models

Value-added models (VAMs) attempt to mathematically model student growth and then attribute that growth to specific teachers or schools. This kind of mathematical modeling is appealing because it is often interpreted as objective and can be applied to existing datasets generated by standardized testing. Several different VAMs exist, each with their own strengths and weaknesses. One particular advantage of VAMs is the conceptual ability to statistically control for a host of variables affecting student performance and to truly focus on what schools, through educational programming, are contributing to student learning. As a formative tool, and combined with other measures, VAMs can provide some insight into trends in student growth as well as instructional and educational programming effectiveness (Amrein-Beardsley, 2008; Schmitz & Raymond, 2008). However, as a summative tool, significant questions about the validity of VAMs exist, particularly in a high-stakes environment.

One of the greatest concerns in applying VAMs to assess student growth and teacher performance is a lack of reliable integration into an already existing accountability system. As Schmitz and Raymond (2008) explain, growth metrics must be based on fundamental research questions. The American Educational Research Association (AERA) (2000) supports this statement and raises additional concerns in its position statement on high-stakes testing, which states that testing (and the subsequent analyses of that testing) must have "validation for each intended use" and "sufficient reliability for each intended use." Many VAMs attempt to analyze data for tests that have not been validated or deemed reliable for use in these models, or they attempt to analyze educational records with missing data (Amrein-Beardsley, 2008).

Furthermore, standardized tests that have not been designed with VAMs in mind may be subject to ceiling or floor effects. The ceiling effect makes it difficult to determine a true score for high-achieving students because those students score at the upper range of what the test is designed to determine. Achievement beyond a certain level is just not determined, or variability at the upper limit is obscured. Criterion-referenced assessment instruments may be focused on students' mastery of grade-level standards. If a student has advanced far beyond those particular grade-level standards, the test may not be able to determine how far advanced or if the student continued to grow over time. The floor effect is the same notion, but at the lower end of the data range. Floor effects are observed when students score at the lower range of the assessment instrument. Standardized tests subject to ceiling or floor effects simply cannot measure the actual range of student achievement, which contributes to error in value added models.

To be a legitimate assessment of value added by schools, teachers, or educational programming, the entire student assessment and data analysis/modeling apparatus must be designed cohesively and found both valid and reliable for

4. The Interstate Teacher Assessment and Support Consortium (INTASC) standards are a series of benchmarks that can be used for accrediting teacher education programs in Indiana and other states. The standards are published by the Council of State School Chief Officers.

each purpose: measuring student growth, measuring student growth associated holistically with schools, and measuring student growth associated with educational programming. Adding a VAM to an existing standardized testing apparatus is insufficient.

A second concern with VAMs is an assumption of causality, which may be incorrectly inferred by the layperson, education professionals, or policymakers. In their analysis of VAMs, Guarino, Reckase, and Wooldridge (2011) discovered that teachers can be misclassified as effective or ineffective due to inaccuracies in some models. Misclassification is amplified by variations in class size or if students are not randomly assigned to teachers (Amrein-Beardsley, 2008; Guarino et al., 2011). Clearly it is inappropriate to misclassify teachers, and systematic misclassification may result in due process proceedings or legal challenges.

The Educational Value-Added Assessment System (EVAAS), based on the Tennessee Value-Added Assessment System (TVAAS), is one of the most commonly recognized and implemented value-added models. The EVAAS is singled out in this brief because of its application to TAP: The System for Student and Teacher Advancement, which is explicitly mentioned in SEA 1 (IC 20-28-11.5-4(b)(2)) and discussed later in this brief. Though the EVAAS is recognized for its sophistication, researchers have raised some significant concerns worth highlighting in this brief. Amrein-Beardsley (2008) cites the work of Dorn (1994), Glass (1995), and Kupermintz (2003) when noting the lack of peer review of the proprietary information on "the computational algorithms necessary to manage and solve large systems of linear equations. This makes peer review by external statisticians impossible" (p. 67-68).

Also of note for EVAAS is the lack of exogenous influences included in the model. EVAAS shuns extensive literature about how "family income, ethnicity, ability, and other background variables unquestionably affect levels of student achievement and the progress that students make from year to year" (Amrein-Beardsley, 2008, p. 69).

Despite these shortcomings, EVAAS may be the most sophisticated VAM currently available (Amrein-Beardsley, 2008; D. Dresslar, personal communication, June 23, 2011). Policymakers should question, though, whether the lesser of all evils, or "the least bad" model (Walberg & Paik, 1997, p. 171 as quoted in Amrein-Beardsley, 2008, p. 71), is appropriate for widespread use.

Indiana Growth Model

As previously mentioned, SEA 1 requires the SBOE to collaborate with the IDOE to create a model teacher evaluation plan and release it to school corporations by January 31, 2012 (IC 20-28-11.5-8(a)(2)). According to the IDOE, the Indiana Growth Model will be one measure employed to determine student growth (W. Krebs, personal communication, June 27, 2011).

The Indiana Growth Model (IGM) is an analysis model that fits within the class of analytic tools called Student Growth Percentiles (SGP). The IGM analyzes academic progress in two dimensions: Achievement and Growth.[5] The Achievement dimension is simply a measure of proficiency. For example, if students pass Indiana Statewide Testing of Educational Progress (ISTEP+), then they have met attainment goals.

However, these attainment goals do not provide adequate information about student progress. Schools with high attainment may have 90% of students passing ISTEP+, but that percentage is a scalar quantity and obscures deeper understanding of learning trajectories. Educators concerned with closing achievement gaps may be interested in gains students could be making on attainment goals. Those gains are measured in the Growth dimension and are not reflected in passing percentages.

The Growth dimension uses standardized testing scores to create "academic peers" to compare student progress. Students are academic peers if (a) they are in the same grade level, (b) they are taking the same test, and (c) they have the exact same score. As a two-year process, students are placed into academic peer groups in year one. In year two, the academic peer group's scores are compared on a normal distribution, represented in percentiles. Students at or above the 66th percentile are classified as High Growth. Students at or between the 35th to 65th percentile are classified as Typical Growth. Students at or below the 34th percentile are classified as Low Growth (IDOE, 2011a).

The Achievement and the Growth dimensions are combined graphically, like Cartesian coordinates, to form four quadrants: High Achievement/High Growth, High Achievement/Low Growth, Low Achievement/High Growth, and Low Achievement/Low Growth. Schools, classrooms, and students can be classified in any of the quadrants, giving a more complete picture of student progress.

One strength of the IGM is that it represents two dimensions of student progress and provides for both normative and criterion references. Furthermore, the IGM provides a path for stakeholders to better understand a school. A school with Low Achievement but High Growth may have implemented successful interventions and practices to close achievement gaps. A school with High Achievement but Low Growth may be experiencing a ceiling effect, or past progress may be in danger of declining. Furthermore, scholars who develop and analyze growth models suggest these models relieve the pressure of high-stakes testing based only on achievement (i.e., Adequate Yearly Progress prescribed by No Child Left Behind) and can provide more useful descriptive approaches to accountability (Betebenner, 2009).

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5. For a thorough discussion of Growth Models, see Damian Betebenner's piece, *Growth, Standards, and Accountability,* available from the Center for Assessment: http://www.nciea.org/publications/growthandStandard_DB09.pdf

Policy Perspective

RECOGNIZING AND REWARDING INDIANA TEACHERS

Mindy Schlegel

Every day, teachers across the nation work tirelessly to help students succeed in school and beyond. All too often, their commitment to our children goes unnoticed. If we want Indiana schools to be centers of excellence, we have to elevate the status of the teaching profession and give our educators the support, recognition, and respect they deserve. With this goal in sight, Hoosiers passed Senate Enrolled Act 001 earlier this year — a landmark piece of legislation that shines a spotlight on great teaching and rewards excellent instruction.

SEA 1 was developed in collaboration with thousands of educators who attended town halls, served on Indiana Department of Education (IDOE) committees, and emailed the department with questions and ideas. All told, senior IDOE staff members met with more than 30,000 educators during the recent legislative session, resulting in a bill that respects local control and represents the best thinking from around the state.

Treating teachers like professionals means proving that we value their performance in the classroom. For this reason, SEA 1 expands the criteria for awarding teachers' pay raises. The previous formula accounted only for years of service and degrees held, meaning that all teachers were treated more or less interchangeably, regardless of their success helping students learn.

Mindy Schlegel

Pay scales that are blind to performance would not be acceptable in any other field, and they should not be acceptable for Hoosier teachers. With SEA 001, school corporations have the freedom to take into account a teacher's student population, leadership roles, and evaluation performance when awarding annual raises.

Professionals in any field also have the right to regular, meaningful feedback on their job performance, which is why SEA 001 will ensure that school corporations develop annual educator evaluations based on a teacher's professional practice, as well as student performance and growth. The IDOE will set guidelines that provide a framework for a successful evaluation system, but local educators will work together to design evaluation tools that meet the unique needs of their schools, teachers, and students. By respecting local control, SEA 001 makes sure that school corporations will have the freedom to use the measures of teacher and student performance that best reflect their overall vision for student success.

Celebrating our best educators is a key goal of SEA 001, but just as important is providing all teachers with the support they need to be successful with their students. By emphasizing regular observations, corporations will be able to provide teachers with real-time feedback on their classroom practices, and school leaders can use what they see to offer meaningful professional development targeted to their specific needs.

Clearly, some big improvements are on the way with SEA 001, which is why IDOE has been working to provide school leaders and educators with the support they need to take advantage of these new opportunities. In May, IDOE announced the 2011-2012 Indiana Teacher Effectiveness Pilot.

This exciting initiative will provide Indiana school corporations with a helpful blueprint for developing educator evaluation systems that drive professional growth and honor excellence. Three school corporations are piloting the new state model evaluation system, RISE. Three additional school corporations are incorporating the guidelines of SEA 001 into the evaluation tools they currently use.

IDOE is deeply engaged in the training and development around these new systems, and committed to gathering feedback throughout this pilot year to learn exactly what works and what can be improved to meet the needs of our school leaders, our teachers, and ultimately, our students. That is why IDOE will use surveys and on-the-ground data collection to discover the challenges and successes of evaluation system design and implementation directly from the administrators and teachers involved in this work. This feedback will help to continually refine the guidance developed by IDOE as well as inform two upcoming reports on the pilot. As a result, we can ensure that all Hoosier educators receive fair and accurate evaluations.

When teachers succeed, students succeed. Study after study shows that quality of instruction is the number one in-school factor impacting student academic achievement. For this reason, the Hoosier state is committed to honoring the teaching profession by recognizing and rewarding our best educators for the valuable contributions they make to America's future. It's an exciting time to be a teacher in Indiana's schools, and working together, we can make sure that all of our students receive a world-class education.

Mindy Schlegel is the Senior Advisor for Teacher Quality and Leadership at the Indiana Department of Education

Policy Perspective

PRINCIPALS: READY FOR THE CHALLENGES OF A CHANGE IN TEACHER EVALUATION MODEL

Gerald W. Mohr and Dr. Todd Bess

The legislative changes for Indiana schools are both empowering and concerning, given the nature of the changes and the lack of details. Indiana principals have had a busy summer and start to this school year sorting the direct impact to them and also how they will lead their building staff.

Senate Enrolled Act 001 makes annual teacher evaluations the norm while also tying student data to the evaluations. The next step is the labeling of teachers in one of four categories with the caveat that those in the bottom two categories cannot receive a raise under the new compensation model. To assist principals with the added time to evaluate all staff, the State DOE has advocated that the evaluations can be conducted by trained teachers and outside evaluators. The difficulty with this opportunity is the lack of available staff (the teacher must conduct the evaluations as a significant part of their responsibilities), the lack of money to pay the outside evaluators, and the availability of training for evaluators at this time.

Principals understand the necessity of being in the classrooms evaluating teachers, but also know that the intent of a meaningful evaluation could be lessened when competing duties and student priorities impact the daily routine. Additional concerns include the lack of data for non-tested subjects and grades, and what will define the four teacher categories.

The empowering portion of SEA 001 for principals is the flip side to the concerns voiced above. With the right data and the new teacher categories, principals may now find an easier process for working with experienced teachers who are not effective at working with students. Additionally, the RIF process now focuses on teacher performance vs. seniority, which allows a principal to better staff their building. This is important given the economic climate in Indiana and thus in our schools.

Senate Enrolled Act 575 shifted collective bargaining to focus solely on wages and benefits. This legislation, coupled with the new compensation model contained in SEA 001, changes how the principal considers staffing and how the corporation dollars may be allocated.

High-need areas may become salaried differently and the pressure of the evaluation linked to a raise further intensifies the principal's role. The principals may have concerns about how they will reward excellence. When they have done a good job hiring and developing a high-functioning staff, the students should respond with increasing scores on tests. Yet without a large number of staff earning a rating of Improvement Necessary or Ineffective, and therefore not receiving raises, where will the added money come from to increase the "highly effective and effective" teacher's salaries each year?

IASP knows that Indiana principals will be ready. They have always focused on students and been ready to make the necessary changes. They must now find time to digest the new laws, analyze the increased data, instruct staff in the use of the data, and find the new time to do multiple observations followed by the subsequent reports. It is a different era with added pressures to advertise successes, post the results of their evaluations, and promote the value of their school to ensure stability and growth in student population. They must now be even more ready to make the changes imposed by the state while creating the building climate that fosters student growth. It is time to recognize the complex position and pressures principals face and reward them with the security and recognition they deserve.

Gerald W. Mohr

Dr. Todd Bess

Gerald W. Mohr is Executive Director and Dr. Todd Bess is Associate Executive Director of the Indiana Association of School Principals

Policy Perspective

INCLUDE TEACHERS FOR FIRST RATE EVALUATION TOOLS

Sally Sloan

Teacher evaluation in SEA 001 presents opportunities that teachers have long hoped to have. Contrary to anti-teacher/anti-union rhetoric, teachers want accountability and evaluation that lead to improved teaching and learning. There, we've said it again. Teachers acknowledge that second only to parent involvement, the primary factor in student success is a highly effective teacher in the classroom.

With the effect of undercutting any benefits of the new legislation, statutory changes to both teacher quality and teacher collective bargaining pit teachers against administrators by prohibiting the bargaining, actually hammering out the details and agreeing to them, of any evaluation tool. If teachers are not participants in the development of a first rate evaluation, they become the targets rather than the agents of reform (Susan Moore Johnson, *Why Teachers Must Have an Effective Evaluation System*). Add to this prohibition reduced funding to schools (let's not forget the $300 million reduced in each of the two previous years that was never restored) and the complete removal of professional development funding.

Our members have concerns that even with the best tool, how can this be fair and of highest quality when teachers have more on their plate, less funding, and less time for planning and professional development?

Sally Sloan

Let's take a look at how cooperation between school administrators and teacher unions, on equal footing, can produce a system that works.

The American Federation of Teachers (AFT) and its affiliates have worked more than 30 years to create and customize evaluation tools that bring together improved teaching and greater learning. Teacher unions such as the Anderson Federation of Teachers, AFT #519, worked hand-in-hand with administrators in the Anderson Community School Corporation (ACSC) as they customized their Peer Assessment and Review (PAR) model, which began as the "Toledo Plan," to evaluate new teachers in the district even before the Indiana General Assembly decided to mandate statutory changes.

In the early 1990's, union teachers attended the American Federation of Teachers QuEST (Quality Education Standards for Teachers) Conference session on peer coaching or peer review — mentoring of sorts. Mentoring with teeth. Master teachers in Toledo, Ohio, were being intensively trained to review and mentor new teachers. Through the process some teachers moved on to become even better teachers. Others were encouraged to seek different career paths. Students benefited from having the best possible teachers in their classrooms.

Anderson adapted the "Plan" as a cooperative effort between the union and the administration. A nine-member review board consisting of administration-appointed and union-appointed members consider the progress of teachers and determine whether to recommend contract renewal or not. Usually if there is a recommendation to renew, it is based on the teacher participating in additional training or professional development.

PAR does not stop at teachers new to ACSC. Veteran teachers can be referred by building teacher teams or building administrators to receive the same peer review and recommendations. In the first school year after its adoption, 36 new and 5 veteran teachers were reviewed. Contracts for 2 of the new teachers were not renewed. Four of the 5 veteran teachers have left the corporation as a direct result of the process. These critical reviews happened without legislation and without union-management contention.

Work continues in Anderson to adapt PAR to meet the requirements of SEA 001. They are willing to make adjustments just as they were willing to commit hours of work to make PAR a reality. The problem today is that the new legislation prohibits professionals from making agreements about evaluation, it reduces funding to corporations in general, and it completely removes professional development funding from school funding.

The cooperative commitment such as in Anderson could continue sans legislation, but I'm not sure it can continue because of the legislation. Good results that exceed what any law can prescribe are best achieved when stakeholders become shareholders. With input and buy-in, the end product can reach the established goals. Decreased input, decreased funding, and increased demands on time will not get the results needed for the continued improvement demanded by our increasingly complex society and its schools.

Sally Sloan is the Executive Director of the Indiana Federation of Teachers (IFT)

(continued from page 8)

In short, the IGM may give schools that have traditionally low achievement, but whose students are making excellent progress toward proficiency, room to breathe and continue doing what has been working well for their students without the threat of sanctions or state takeover.

This is not to say that SGP, and Indiana's version of it, is without critics. There is very little scholarly, third-party research analyzing the effectiveness of SGP. In an informal analysis, Bruce Baker (September 2, 2011), notes that SGP may be susceptible to the same concerns and problems that some scholars claim plague VAMs.[6] Specifically, Baker points to Briggs and Betebenner who wrote, "We wish to avoid the causal inference that high or low SGPs can be explained by high or low school quality" (2009, p. 19). Baker concludes, "SGP is essentially a descriptive tool for evaluating and comparing student growth…But, it is not by any stretch of the imagination designed to estimate the effect of the school or the teacher on that growth" (Baker, 2011).

Further examination of the IGM will be necessary, especially if it will be a fundamental component in the Indiana Teacher Evaluation model proposed by the IDOE. Schools that plan to use the IGM in any evaluation system should be aware of its possible limitations and should utilize additional data to determine teacher performance.

Some supporters of measured student outcomes, such as VAM or SGP, assert these measure are important to include, even if they are imperfect (see, for example NCTQ, 2011). Yet, these measures will have important implications for teacher promotion, retention, and compensation. If student outputs are to be used, school leaders should consider ethical implications of making some decisions based on these imperfect instruments.

6. Bruce Baker is a Professor of Educational Theory, Policy, and Administration at Rutgers University. Though his analysis of SGP is informal, Baker has published scholarly analyses of VAMs, including possible legal implications of implementing these models.

TEACHER EVALUATION MODELS

As school corporation leaders across the state consider the options for teacher evaluations, there will be no shortage of models. Several different teacher evaluation models and programs in place in school districts in the U.S. are described and discussed here. Some match up well with requirements in SEA 1; however, some would require substantial modification before implementation. Table 3 compares the five models discussed in this section.

As noted previously in this brief, an interpretation of IC 20-28-11.5(4)(b) might provide schools corporations an alternative to all of the requirements of Chapter 11.5. This subsection states:

> Instead of developing its own staff performance evaluation plan…a school corporation may adopt a staff performance evaluation plan that meets the requirements set forth in this chapter or any of the following models: (1) A plan using master teachers or contracting with an outside vendor to provide master teachers, (2) The System for Teacher and Student Advancement (TAP), (3) The Peer Assistance and Review Teacher Evaluation System (PAR) (IC 20-28-11.5(4)(b), emphasis added).

One interpretation of this murky legal territory could allow schools to adopt current iterations of TAP or PAR without modifying either model, despite the fact these models are not compliant with other requirements described in Chapter 11.5. Representatives of the IDOE do not interpret the statute this way, and suggest any teacher evaluation plan adopted by a school corporation must comply with all requirements of the chapter (M. Gough, personal communication, August 31, 2011).

THE INDIANA MODEL: RISE EVALUATION AND DEVELOPMENT SYSTEM (RISE)

The RISE Evaluation and Development System (RISE) is the model being designed, piloted, and evaluated by the Indiana Department of Education. There are currently six school corporations participating in the pilot program, which will be completed at the end of the 2011-12 school year (IDOE, 2011, May 18). SEA 1 requires the SBOE and IDOE to release a state model by January 31, 2012 (IC 20-28-11.5-8(a)(2)). Though still in a pilot phase, RISE will be the model endorsed as the state model (IDOE, 2011b).[7]

Like many teacher evaluation systems, RISE identifies two input-output components: professional practice and student learning. Professional practice is evaluated based on the Teacher Effectiveness Rubric, which has origins in a variety of teaching frameworks. The rubric contains four domains: Planning, Instruction, Leadership, and Core Professionalism. The first three domains each have subdomains of described competencies. The Core Professionalism Domain comprises four "non-negotiable" aspects such as attendance and policy compliance (p. 9).

A trained team of evaluators will rate teachers' proficiencies on the Indiana Teacher Effectiveness Rubric. That team comprises a lead evaluator, called the primary evaluator, and optional support evaluators, called secondary evaluators. School corporations also have the flexibility to create any number of evaluation teams with any combination of personnel as primary or secondary evaluators, provided those evaluators have received legally mandated training in teacher evaluation.

7. Unless otherwise stated, information for this section is summarized from the RISE Evaluation and Development System: Evaluator and Teacher Handbook. It is available at: http://www.riseindiana.org/sites/default/files/files/Rubric%208%20by%2011%20Website.pdf Page numbers for quotations will be cited.

TABLE 3. Teacher Evaluation Plan Comparison

	RISE Evaluation and Development System (RISE)	Peer Assistance and Review (PAR)	TAP: The System for Teacher and Student Advancement (TAP)	MSD Wabash County Professional Evaluation Tool (PET)	District 65 Professional Appraisal System (PAS)
Categories of Teacher Performance	Four: Highly Effective, Effective, Improvement Necessary, and Ineffective.	Two: Satisfactory and Unsatisfactory	None	None	Three: Excellent, Satisfactory, and Unsatisfactory
Measures of Input	Three domain rubric with an additional evaluation of "Core Professionalism"	Progress on Teacher-authored goals. Checklist based on the Toledo Plan	Rubric based on the Danielson framework.	Progress on Teacher-authored goals. Rubric based on Wabash Teacher Evaluation Framework.	Rubric based on the Danielson framework.
Measures of Output	Indiana Growth Model data and locally developed and assessed Student Learning Outcomes	None	Teacher value-added and School value-added	None	Comparison of student performance to grade-level expectations on local assessments.
Observations	Conducted by team of trained primary and secondary evaluators.	Conducted by peer teachers and principals.	Conducted by mentor teachers, master teachers, and principals.	Conducted by peer teachers and principals. Teachers can submit evidence of progress without an observation.	Conducted by principals.
Teacher Feedback and Interventions	Optional Mid-Year Check-in. Loosely structured Professional Development Plan. Professional Development Plan required for Ineffective or Improvement Necessary.	Teacher and Consulting Teacher collaborate on teacher goal-setting. Teachers or principals can initiate an intervention prescribed by the plan.	Professional development informed by observations and performance data	Teacher and Principal collaborate on teacher goal-setting. Immediate feedback and teacher/evaluator conversation via electronic medium and database. Principals can initiate interventions.	Formative feedback based on observations is expected. Guidelines and procedures for the Professional Assistance Plan for support and intervention are explicit.
Summative Evaluation Determination	Three formulas for combining measures of input with measures of output. Formula determined by availability of IGM data for teachers' course loads.	Teachers must not receive any Unsatisfactory ratings on the final evaluation checklist.	Not explicitly determined by TAP. Corporations can use TAP data to make these determinations themselves, though.	None	Combining the instructional evaluations (Danielson rating) with student's performance in relation to grade-level expectations (Growth rating).
Compensation Plan	No	No	Yes	No	Yes

Multiple Sources - see References and Web Resources.

Assessment occurs through formal and informal observations. Formal observations are further divided into "extended" and "short" observations. Extended observations are a minimum of 40 minutes. Short observations are a minimum of 10 minutes and are unannounced. All teachers must have two extended observations each year (one per semester) and three short observations each year (at least one per semester). A teacher's primary evaluator must complete at least one extended and short observation for that teacher.

The RISE student learning output component is designed to be flexible enough to meet the complex reality of student assessment in schools. As a result, this component sacrifices some amount of simplicity for the sake of flexibility. Student learning is assessed via three components: Indiana Growth Model (IGM), School-wide Learning Measure (SWL), and Student Learning Objectives (SLO). The extent to which IGM data are available for a teacher will determine a grouping used to reach a summative rating.

The Indiana Growth Model is discussed earlier in this brief, so attention will be given here to School-wide Learning and Student Learning Objectives. The School-wide Learning measure will be assigned to all teachers in a school based on the IDOE A-F accountability model. For example, if a school receives an A rating, all teachers in that school receive an SWL of A; if a school receives a C rating, all teachers in that school receive an SWL of C. The IDOE A-F accountability model is "still in draft form and will be finalized this fall" (p. 17).

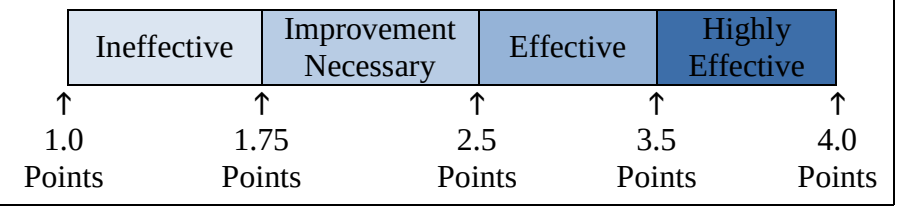
Student Learning Objectives are unique to each teacher. An SLO is a long-term student academic objective established through negotiation between teachers and evaluators. Student Learning Objectives are designed to take the place of IGM data for teachers who may not teach

TABLE 4. Weighted Rating Calculation Formulas

Component	Group 1	Group 2	Group 3
Teacher Effectiveness Rubric	50%	60%	*75%*
IGM Data	35%	20%	*N/A*
Student Learning Objectives	10%	15%	*20%*
School-wide Learning Measure	5%	5%	*5%*

Note: Adapted from *RISE Evaluator and Teacher Handbook*, (IDOE, 2011c, p. 21)

Figure 1: Summative Evaluation Rating Scale



Source: Adapted from RISE Evaluator and Teacher Handbook, (IDOE, 2011c, p. 21)

classes assessed by ISTEP+, and they must have four qualities: specific and measurable, based on available prior student learning data, aligned to state standards when available, and based on growth and achievement whenever possible (p. 18). Performance on SLO is evaluated with a rubric, which can be found in the *Student Learning Objectives Handbook* (IDOE, 2011c).

Summative ratings are determined by combining scores for each evaluated component in one of three formulas. The formulas are based on groups, which are determined by the amount of IGM data available for a teacher. Teachers with at least 50 percent of their classes having IGM data are in Group 1; teachers with less than 50 percent of their classes having IGM data are in Group 2; and teachers with no classes having IGM data are in Group 3. The calculation formulas are summarized in Table 4. The weighted score is then compared to a scale (Figure 1), giving the summative rating. It should be noted that these percentages may change as the RISE pilot program is evaluated.

The *RISE Evaluator and Teacher Handbook* briefly describes a professional development plan. The plan is only required for teachers who are rated as Ineffective or Improvement Necessary on the previous year's evaluation. The *Handbook* also suggests that teachers can opt into a professional development plan to self-monitor their performance, especially new teachers.

PEER ASSISTANCE AND REVIEW (PAR) MODEL

The Peer Assistance and Review (PAR) program was developed in Toledo, Ohio, through the efforts of the Toledo Federation of Teachers (Goldstein, 2008). PAR flattens the traditional institutional hierarchy in which only principals and other administrator-level educators evaluate and develop teachers by allowing teaching peers to observe, evaluate, and coach each other. When teachers are allowed to control the quality of teaching, through evaluation and professional development, they are also vested with the power to determine who is a good teacher and who is not (Goldstein, 2007). This authority breaks teaching from a labor-management model (Darling-Hammond, 1983) and shifts teaching toward a true profession (Wilson, 1989).

Peer Assistance and Review models are based on The Toledo Plan and include a structure of Intern Teachers, Consulting Teachers, and the Intern Board of Review. The Toledo Plan is summarized here, based on information gathered from the Toledo Federation of Teachers.[8] Newly hired teachers are included in the Intern Teacher program. Intern Teachers meet with Consulting Teachers (mentor teachers) to establish teaching goals. The Consulting Teacher then completes a series of observations and conferences during the time the Intern Teacher should be improving on performance goals; this time is called the Growth Period. At the end of the school year, the Consulting Teacher files a summary report with recommendations to the Intern Review Board.

In the Toledo Plan, Consulting Teachers must have completed at least five years of outstanding teaching. Consulting Teachers receive additional salary of approximately $5,000, and are limited to three-year tenures as Consulting Teachers. The mentors plan professional development and interventions for Intern Teachers, attend all Intern Review Board meetings, and must submit periodic reports on the progress of Intern Teachers.

The Intern Review Board (IRB) is composed of five union representatives and four administration (management) representatives. The IRB evaluates all newly hired teachers to determine if they should be included in the Intern Teacher Program, assigns Consulting Teachers, approves professional development programming, manages the PAR program budget, and accepts or rejects recommendations by Consulting Teachers.

PAR in Indiana

The Anderson Community School Corporation (ACSC) is currently using PAR. The Anderson Federation of Teachers (AFT) and the ACSC Board of Trustees both ratified PAR in 2009 (ACSC, 2010). The ACSC/AFT describe PAR as "a pro-

8. See Additional Resources at the end of this brief for more resources regarding the Toledo Plan and the Anderson Community School Corporation variation of the plan.

gram that helps new teachers to ACSC become acclimated with new surroundings;" "a way for colleagues to support and mentor teachers;" and "a cooperative effort of ACSC & AFT to establish goals based on teacher strengths and weaknesses" (Anderson Community School Corporation & Anderson Federation of Teachers [ACSC & AFT], 2010). In Anderson, PAR is characterized as a nurturing, teacher-led institutionalization and quality control program, which brings Anderson teachers closer to a profession, as defined by Wilson.

The system mechanics are similar to the Toledo System. All new teachers are considered Intern Teachers, and those Intern Teachers are observed nine times to establish goals, monitor progress, and assess completion of goals (ACSC & AFT, PowerPoint). After the first year of teaching, Intern Teachers move to a probationary status. During this second year, building principals complete evaluations using the same rubric used for Intern Teachers. If necessary, the principal can make a recommendation for a third probationary year (ACSC, 2010). Like the Toledo System, the Intern Review Board (5 teachers and 4 administrators) must approve all recommendations with at least six votes.

In its current form, PAR lacks components described by law, including annual evaluations for all certificated employees; student achievement measures, and designation of each certificated employee as highly effective, effective, improvement necessary, or ineffective (IC 20-28-11.5(4)(c)). However, because of the way the law is written and how it could be interpreted, schools implementing PAR may not have to comply with the rest of the requirements. ACSC and AFT are reviewing their PAR system to consider revisions, if necessary. Corporations interested in using PAR should consult legal counsel and the IDOE to determine final compliance.

TAP: THE SYSTEM FOR TEACHER AND STUDENT ADVANCEMENT

TAP: The System for Teacher and Student Advancement (TAP)[9] is a proprietary and holistic school personnel management system that involves four primary components: Multiple Career Paths, Ongoing Applied Professional Growth, Instructionally Focused Accountability, and Performance-Based Compensation (National Institute for Excellence in Teaching, 2011). According to the TAP System Web site, this system was created by Lowell Milken to address a "teacher quality crisis." TAP was created in 1999, and in 2005, Lowell Milken created the National Institute for Excellence in Teaching (NIET), a nonprofit organization not tied to any higher education institution, research institution or think tank, to manage and promote TAP. Because TAP is a systematic change in how a school functions that reaches beyond the scope of teacher evaluation, a detailed description is not appropriate for this brief. Instead, a short discussion about the teacher evaluation portions of TAP will be included.

Implementing TAP requires a new organizational structure for a school. Under TAP, teachers are placed into categories through a competitive application process: Career teachers, Mentor teachers, and Master teachers. Career teachers are the primary teaching force in a school, and they maintain a traditional schedule. Mentor teachers have a lighter teaching load in exchange for a host of observation, demonstration, evaluation, and professional development responsibilities. Mentor teachers are also eligible for greater compensation, but their performance standards for instructional practices must meet higher standards than those of Career teachers. Master teachers have an even lighter teaching load, teaching only one or two classes, but they are responsible for analyzing student data to plan professional development and evaluate teacher performance. Master teachers essentially serve in a quasi-administrative role by working closely with administrators and serving on the TAP Leadership Team.

Financial compensation is based on performance and teacher category. Master teachers receive additional compensation beyond Career and Mentor teachers, but they are expected to be exemplary teachers. According to Sally Hudson (2010), TAP recommended increased compensation ranging from $10,000-$20,000 for Master teachers and $5,000-$12,000 for Mentor teachers in the 2009-10 school year.

TAP costs between $250 and $400 per student per year to implement. NIET recommends schools restructure to utilize existing funds to pay for TAP and acknowledges that schools may need to seek external sources of funding to fully implement and sustain the system (NIET, n.d.).

TAP requires multiple observations to evaluate teachers, some of which must be unannounced. The observations are conducted by Mentor and Master teachers, but final evaluations are completed by the building principal. The principal evaluates teachers based on the TAP rubric (the Skills, Knowledge, and Responsibilities rubric, or SKR).[10] The SKR is based, in part, on the Danielson framework.[11]

9. TAP was formerly called the "Teacher Advancement Program," which gave the acronym TAP. Over time, those involved with TAP concluded that it was not just a program, but it was a systematic reform affecting teachers and students. To reflect this sentiment, TAP's official name was changed to "TAP: The System for Teacher and Student Advancement" (M. Mean, personal communication, August 23, 2011). In some state departments of education, teachers' organizations, and local schools, the original name "Teacher Advancement Program" is still used.

10. The TAP rubric is proprietary to NIET and was unavailable for analysis in this policy brief.

11. Charlotte Danielson joined NIET as a consultant in 2007. See http://www.tapsystem.org/newsroom/newsroom.taf?page=pressreleases&_function=detail&id=56 for the press release.

TAP yields three categories of data that school corporations could synthesize to reach a summative evaluation rating: instructional evaluations, teacher value-added scores, and school value-added scores (Hudson, 2010). The value-added scores are calculated by outsourcing standardized test data to the SAS Institute, which utilizes SAS EVAAS, a value-added model based on the Tennessee Value Added Assessment System (TVAAS). In general, teacher performance is measured by calculating the difference between students' actual average scores and expected average scores within that teacher's classroom and then comparing that result to the same calculation for a control group. These estimations allow evaluators to determine statistically significant differences between expected performance, above average performance, or below average performance (Solman, White, Cohen, & Woo, 2007).

According to David Dresslar, Executive Director of the Center for Excellence in Leadership of Learning (CELL) at the University of Indianapolis, the TAP system requires teacher evaluators to undergo eight days of extensive training and then pass a certification test (personal communication, June 23, 2011). Both Dresslar and the *TAP Implementation Manual* (NIET, 2010) stress the quality controls of the TAP evaluation system by carefully tracking and managing inter-rater reliability. Principals are expected to frequently monitor observation and evaluation results from members of the TAP Leadership Team, note outlier data, and intervene with additional training when necessary.

TAP in Indiana

In Indiana, the Center for Excellence in Leadership of Learning (CELL) has been selected by the IDOE to manage the $32.7 million implementation of TAP in K-12 schools (University of Indianapolis, 2010). The funding comes from a 5-year $1.2 billion U.S. Department of Education program called the Teacher Incentive Fund (TIF) (USDOE, 2010).

There are currently 44 Indiana schools participating in the TIF grant, nine charter schools, and nine school corporations. These schools have received training and have begun implementing TAP for the 2011-12 school year. According to Amy Miller of the IDOE (personal communication, August 25, 2011), funding for implementation is determined by the number of Mentor teachers, Career teachers, and administrators. Grant monies reimburse schools for one Master teacher, though schools may elect to have more than one master teacher. Consistent with the system described above, Master teachers receive a salary, stipends, pay for additional days beyond contract, and fringe benefits. Mentor teachers receive a stipend and pay for additional days. Career teachers and administrators are eligible for performance bonuses. Funds are also used as retention bonuses, which can be used as incentives for teachers to remain in hard-to-staff subjects.

Amy Miller also noted that the terms of the TIF grant require the IDOE to contract a third party to evaluate the effectiveness of the TAP program and use of TIF funds in Indiana. This evaluation will be completed by the end of the 2015 fiscal year, when the grant expires.

TAP exists in the same murky legal territory as PAR. It is explicitly included in the law as an alternative to other models, but it does not precisely follow the guidelines spelled out in Section 4, subsections (a) or (c). The contradiction with subsection (a) stems from the fact that TAP has not been a corporation-wide system, but has been used in subsets of the corporation (i.e., a few schools in the school district). The contradiction with subsection (c) stems from a lack of sorting mechanism, or summative rating and categorization, for teachers. According to Glenn Daley, Senior Researcher for NIET, TAP's integration into individual schools, rather than the entire school corporation, means the program is independent of the corporation's personnel decisions. Daley indicates that TAP does yield data that principals could use to form a summative rating, but corporations would need to determine exactly how to synthesize those data on their own in order to comply with subsection (c) (personal communication, September 2, 2011).

EVANSTON/SKOKIE SCHOOL DISTRICT 65 PROFESSIONAL APPRAISAL SYSTEM (PAS)

In 2009, Evanston/Skokie, Illinois School District 65 (District 65) was required to revise its teacher evaluation system. The superintendent, Dr. Hardy Murphy, was ultimately responsible for developing and implementing a system and elected to involve administration and teacher stakeholders (Evanston/Skokie CC School District 65, 2009). The end product is a system that ties instructional practice and outcomes to a summative rating that affects teacher compensation and status.

Instructional processes for the District 65 school system are based on the Charlotte Danielson framework for teaching (Danielson, 2007; Danielson Group, 2011). Teachers are observed and produce artifacts as evidence to demonstrate their achievement of each component. Instructional processes are then evaluated based on a rubric that specifically defines expectations for Unsatisfactory, Basic, Proficient, and Distinguished achievement in each component. A Danielson Rating is determined by counting the number of Distinguished, Proficient, Basic, and/or Unsatisfactory ratings and comparing them to a scale. A teacher is then assigned a Danielson Rating of Excellent, Satisfactory or Unsatisfactory.

For any teacher in the first two years of employment in District 65, at least three formal observations are required. For teachers in years three and four, at least two formal observations are required. Tenured teachers must have one formal observation and are expected to write and work toward professional goals that are ultimately negotiated and approved by the building principal. All teachers are subject to informal observations, in which overall professionalism is documented (Evanston/Skokie CC School District 65, 2009).

Instructional outcomes (student growth) are unique in comparison with other evaluation models discussed in this brief. District 65 measures instructional outcomes relative to grade-level expectations of students. In this system, students already at or above grade level are expected to remain at, or exceed, those levels. Student performance is gauged with locally designed (and proprietary) assessments, and the number of students performing at or above grade level is calculated. Teachers are given a Growth Rating of Excellent, Satisfactory, or Unsatisfactory. Excellent teachers will have more students at or above grade level at the end of the year; Satisfactory teachers will have the same number of students at or above grade level at the end of the year; and Unsatisfactory teachers will have fewer students at or above grade level at the end of the year. Growth trends are also included in the summative evaluations so that appropriate attention is given to students making gains or losing ground on grade-level expectations (Evanston/Skokie CC School District 65, 2009).

Strengths of the District 65 model are its clear and simple synthesis of inputs and outputs, and its automatic due process procedures in the summative conference…These elements are absent from many of the other models included in this brief.

Growth for students with Individualized Education Plans (IEPs) is determined through teachers' collaboration with parents and specialists to develop goals that will mark growth. Furthermore, in inclusion classrooms where some students may receive support from the general education teacher and a special education teacher or specialist, all teachers who work with the child in that classroom share the Growth Rating for that child. This incentivizes frequent collaboration between the general education teacher and the special education teachers in the room (H. Murphy, presentation, Central Indiana Educational Services Center, Indianapolis, IN, June 17, 2011).

TABLE 5. District 65 Determination of Summative Rating

Danielson Rating	Growth Rating	Summative Rating
Excellent	Excellent	Excellent
Excellent	Satisfactory	Excellent or Satisfactory*
Excellent	Unsatisfactory	Satisfactory or Unsatisfactory*
Satisfactory	Excellent	Excellent or Satisfactory*
Satisfactory	Satisfactory	Satisfactory
Satisfactory	Unsatisfactory	Satisfactory or Unsatisfactory*
Unsatisfactory	Excellent	Satisfactory or Unsatisfactory*
Unsatisfactory	Satisfactory	Satisfactory or Unsatisfactory*
Unsatisfactory	Unsatisfactory	Unsatisfactory

Note. Table adapted from the Evanston/Skokie District 65 Professional Appraisal System.

* The summative rating will be dependent upon discussion and review of documentation at the summative conference.

Once a Danielson Rating and a Growth Rating have been determined, they are combined to determine a Summative Rating. Table 5 lists the formulae for determining the Summative Rating.

The teacher and principal will then meet at a summative conference where teachers may present appropriate artifacts to influence determinations of the Growth Rating or the Danielson Rating. Teachers may also present evidence of extenuating circumstances that have prevented a better performance determination. Extenuating circumstances may apply to the teacher's personal or professional life or to circumstances in particular students' lives. However, Dr. Murphy explains that extenuating circumstances are not to be abused or used as excuses for factors that are not extraordinary in the school's context (presentation, June 17, 2011).

District 65 Professional Appraisal System in Indiana

Strengths of the District 65 model are its clear and simple synthesis of inputs and outputs, and its automatic due process procedures in the summative conference. A third strength is how growth of students with IEPs and inclusion classrooms are measured and attributed. These elements are absent from many of the other models included in this brief. The District 65 model also ties compensation bonuses to Summative Ratings, thus satisfying another requirement in SEA 1.[12] However, implementing this system in Indiana would require modifications. First, the District 65 system utilizes only three summative ratings, but Indiana requires four. Second, education professionals in District 65 have developed a proprietary student assessment system; Indiana school corporations would still need to develop valid and reliable assessments for their students.

12. The District 65 compensation program is outlined in a separate document from the Professional Appraisal System. For more information on the compensation program, please see *District 65 Teacher Salary System: An Overview of the Rating Based System*, also internally published by Evanston/Skokie School District 65 and revised in May, 2011.

METROPOLITAN SCHOOL DISTRICT OF WABASH COUNTY TEACHER PERFORMANCE EVALUATION TOOL (PET)

Based on a pilot test that provides a web-based process to help improve teachers' performance, the Metropolitan School District of Wabash County (MSDWC) adopted a new tool for the Professional Evaluation Tool (PET) in 2007. This pilot was designed in conjunction with the Center for Evaluation & Education Policy (CEEP) and was implemented in four elementary schools, three high schools and two programs: Wabash-Miami Area program and Reading Recovery. PET comprises three major components: a teacher professional growth plan, principal observations, and peer observations.

Currently MSDWC utilizes a two-tiered evaluation system. The lower tier, called Teacher Performance Evaluation (TPE) is for teachers in their first two years of teaching, and for teachers who have been moved from PET to TPE by an administrator. TPE is a more traditional, checklist-based evaluation system in which teachers are observed and rated as Meets Expectations, Improvement Needed, or Improvement Required based on a variety of indicators.

PET is the upper-tier evaluation system. According to the *MSDWC Teacher Evaluation Handbook* (2009), PET is available for:

1. Teachers in years 3, 4, and 5, who will use this process annually.
2. Experienced teachers, new to MSD of Wabash County, who will use it annually for their first five years in the district.
3. All tenured MSD educators, who will use it on a 5-year cycle, unless requested by an administrator to return to the Teacher Performance Evaluation (TPE) system (p. 24)

At the beginning of the school year, teachers participating in PET are required to complete their own professional growth plans, identifying one to three behaviors on which they will focus. A leadership team provides feedback and has the final determination of any or all of the goals. Teachers add evidence of progress toward goals, which should include peer observation if possible. By the end of the school year, a summative meeting will occur, in which the teacher and principal together set goals for the following year.

PET is a web-based system for managing formative teacher evaluations. Under PET, teachers receive periodic feedback regarding continued professional growth. The web-based system allows for continuous updates and easy access. The online format functions much like message boards and fosters discussion between teachers and principals. Principals write comments and summaries for teachers, and teachers are able to respond and pose their own questions for principals to consider. Teachers are evaluated based on their duties such as "using a new technology to help enhance students' communications," peer reviews, and progress on growth plans.

Teacher activities and instructional practices are scored on the Wabash Teacher Evaluation Framework, which divides the inputs into four domains: professional work habits, safe and supportive learning environment, teaching for learning, and teaching for student engagement. As in the Danielson Framework, each Wabash Teacher Evaluation Framework domain has a series of descriptors and observable indicators. By accessing the online evaluation system, principals and peer teachers can update their evaluations of teacher facility in each domain, but teachers can view and update their own performance, as well. Teachers, principals, and peer teachers may all then provide evidence of progress.

PET in Indiana

In its current form, PET does not comply with SEA 1. According to Lavonne Sparling, MSDWC Chief Academic Officer, MSDWC is considering abandoning this unique formative system, due to legal compliance concerns. She cited PET's lack of clarity in determining a summative rating as one particular concern (personal communication, August 31, 2011). PET would require extensive revision to meet the new standards for teacher evaluation.

LOCAL IMPLEMENTATION OF A NEW TEACHER EVALUATION SYSTEM UNDER SEA 1

School corporations should prepare for an intense year of change as they design and implement SEA 1 requirements. Even if a school district selects an existing model, intensive retraining and development for a wide array of stakeholders will be necessary. Furthermore, school corporations will be taxed by the need to create or purchase a wide array of assessments for most of their courses, some of which may only meet for a semester or, in the case of some elementary and middle schools, only for six or nine weeks. This is a daunting task for schools, considering the 2012-13 school year is the mandated deadline for implementation (IC 20-28-11.5-4(a)).

After reviewing existing evaluation systems, such as the IDOE model, or the systems described earlier in this brief, school corporations must select one of the pre-approved systems, or they must take the time to develop their own evaluation systems. Successful implementation of a locally designed system will require several steps:

- Establish common expectations for teaching standards and methods of evaluating teachers' attainment of those standards;
- Train an evaluation team and develop methods of ensuring inter-rater reliability;
- Determine frequency and standards for teacher observations, methods and format for teacher feedback, and a due process procedure;
- Define student growth;
- Develop valid and reliable local assessments for all coursework for the

purpose of determining student growth;
- Build or purchase information management infrastructure to collect teacher evaluation data and student performance data;
- Train teachers, counselors, principals, and the evaluation team to access, interpret, and appropriately act on teacher evaluation and student performance data;
- Develop a system for synthesizing teacher activities and instructional practices (inputs) with student growth and instructional outcomes (outputs) to form a summative rating of Highly Effective, Effective, Needs Improvement, or Ineffective;
- Establish procedures for distributing compensation based on summative classifications;
- Get 75% of teachers in the school corporation to agree upon the final product.

POSSIBLE UNINTENDED CONSEQUENCES OF IMPLEMENTATION

It is impossible to account for all consequences of a new policy, and new teacher evaluation systems will undoubtedly produce some unintended consequences. Of course, positive unintended consequences could result, and LEAs should be prepared to capitalize on those outcomes. This brief examines the written policy and some unintended outcomes that could result, but local corporations should consider other possible ramifications of these policies in their local contexts and develop plans to ameliorate any negative unintended consequences. Two possible unintended outcomes are briefly discussed here.

Stunted Student Growth During 2011-12

If it is true that a lack of capacity exists to develop valid and reliable student assessments and teacher evaluation systems, then teachers, administrators, and other instructional leaders may be called upon to devote their time and energies toward developing these instruments. Resources invested in developing assessment systems detract from curriculum and instruction, possibly resulting in a year in which student growth rates decline due to the stretched human and financial resources.

Teacher Education and Student Teachers

Another unintended consequence that may emerge is a reluctance by teachers or principals to accept pre-service teacher interns or student teachers for fear of the negative impact that pre-service teachers may have on the class or school performance. This would have enormous impact on teacher preparation programs and teacher licensure.

CONCLUSIONS AND RECOMMENDATIONS

Successful implementation of SEA 1 will require intense organizational introspection, and reallocation of financial, human, and organizational capital.

It is likely that teachers will be utilized for human and intellectual capital for program design and implementation, but time and energy devoted to these tasks will be time that cannot be devoted to teachers' current students. Accordingly, schools should prepare for a host of unintended consequences resulting from design and implementation.

Conclusion

Fostering Stakeholder Collaboration and Building Consensus

Stakeholder collaboration for an evaluation system is necessary for two distinct reasons. The first is practical. Unless the governing body (i.e., board of trustees) adopts the Indiana Department of Education (IDOE) model for teacher evaluation, the governing body must submit the proposed evaluation system to the school district's teachers for a vote. If at least 75% of the teachers approve the plan, then that plan can be submitted to the IDOE for final approval (IC 20-28-11.5-8(c)). By law, teachers must be involved if a school district wants to develop its own evaluation system, use PAR, TAP, or a model like Wabash City Schools or School District 65.

Collaboration is also necessary as a management and implementation tactic. For stakeholders, especially the teachers directly affected, to embrace and sincerely utilize a new evaluation system, they must believe their interests are adequately represented in the conversation (Joint Committee, 1988). For school corporations to implement a new teacher evaluation program, stakeholders must reach a consensus about conceptions of teaching. As Darling-Hammond et al. (1983) suggest, the theoretical and philosophical foundations defining teaching will influence "what one observes, [and] the appropriate roles and tasks of policymakers, school administrators, teachers, and students will appear quite different" (p. 290). Darling-Hammond et al. suggest that a lack of consensus will create dissonant policies, and "intended policy outcomes will be unlikely to occur" (p. 290).

Yet some analysts downplay collaborative aspects of policymaking. The National Center for Teacher Quality (NCTQ) (2011) suggests that "stakeholder input is important - but bold leadership is more important" (p. 34). NCTQ's argument is based on the assumption that nearly monolithic opposition to overhauling evaluation systems will emerge and that leadership is necessary to move these changes forward. The report further suggests that leadership has technical expertise that other stakeholders (i.e., teachers) lack.

Recommendations

School leaders should acknowledge that teachers have unique perspectives and expertise, and engage a wide array of teachers when selecting and implementing an evaluation system. Teachers bring political clout, highly localized and penetrating understanding of students'

needs, knowledge of curriculum and instruction, and institutional knowledge that will be valuable in implementing a program effectively and in ameliorating resistance. Furthermore, appropriately including teachers in these conversations can build consensus necessary to overcome the 75% hurdle described above.

Reaching consensus will take time and resources. This negotiation will take place in a highly complex system of networks, including intra- and inter-departmental, the formally recognized leadership structure, and within and between grade levels. Complexity is exacerbated in large school corporations where these negotiations also span multiple buildings servicing the same grade level of students. It is strongly recommended that school corporations actively promote communication and mitigate or remove barriers to participating in the design and implementation process.

Conclusion
Teacher Competition, Inaccurate Attribution, and Compensation

Once a new evaluation system is in place and student growth is attributed to specific personnel, teachers will be incentivized to focus only on the standards and curriculum of their discipline and to shirk building-wide goals like improving writing skills or literacy rates. Student growth models and value-added models cannot accurately acknowledge interdependence of teaching or appropriately attribute growth. Gene Glass (2004) points out that:

> Attributing gains in achievement by a group of students solely to the efforts and skill of a single teacher or even the teacher who currently has these students in class ignores the reality of schools and classrooms. Secondary school students, for example, have many teachers, and students learn mathematics in their physics course and writing in their history course. At the elementary school level, a student's progress in grade 3 may very well have a lot to do with the teaching of that student's second grade teacher (p. 7.8).

Because growth models and value-added models cannot untangle these complexities and will ultimately attribute gains in computational skills to a mathematics teacher or writing skills to an English/language arts teacher, teachers not receiving those benefits on their evaluations will begin to ignore and no longer reinforce those academic skills in their courses. Furthermore, if evaluators try to enforce building-wide goals like improved writing skills in a class where writing is not one of the state standards, the school corporation may open itself to due process or legal challenges. These new accountability measures may, then, erode cross-curricular and interdisciplinary study.

This effect may be amplified by the more competitive compensation system. New salary rules (IC 20-28-9-1(c)) state that any teacher rated "ineffective" or "improvement necessary" is ineligible for a raise, but the funds allocated for that raise must be redistributed to teachers receiving "effective" or "highly effective" ratings. This creates an indirect competition for compensation and an incentive to out-perform colleagues. Teachers may begin viewing their materials and techniques as proprietary intellectual property and elect to not share that property with their competitors.

Recommendations

School corporations should acknowledge building- and corporation-wide goals and teachers' responses and contributions to those goals. To avoid shirking and isolationism, gains on broad improvement goals, such as improving all students' literacy skills, should be appropriately attributed to all relevant teachers and support staff. For example, in the case of literacy, all teachers who actively support and improve literacy must receive credit for those accomplishments, not just the English/language arts teachers.

School corporations and policymakers should also implement a hybrid compensation system in which teachers are compensated for both student gains in their classrooms and for building- or corporation-wide gains. This would incentivize progress on curriculum and standards in the classroom while also acknowledging and incentivizing progress on building- or corporation-wide goals.

Conclusion
Allocating Financial Capital

To design and implement a new teacher evaluation policy, school corporations must invest funds to cover time and human resources needed for program design and evaluation. Some corporations may choose to contract out design and evaluation processes or even their entire evaluation system. Contracting these services to another enterprise will have financial ramifications for an already squeezed budget in a difficult economic climate. SEA 1 is an unfunded mandate, so schools will have to spend money to design and implement a new evaluation model and policies, but many schools may not have the funds on hand to do so.

Recommendations

If a school corporation implements a formative evaluation system in which teachers receive frequent feedback, schools should develop and deploy support positions, such as instructional coaches and curriculum experts. Schools could also restructure to make time for master teachers to be mentors. School corporations should reallocate funds in existing budgets and seek external grants. These are short-term solutions that may provide temporary financial relief, but simple line-item shifts and external grants are not long-term solutions. To pay for teacher support and to employ qualified evaluators, school corporations should re-evaluate the viability and necessity of existing programs and seek additional revenue from their communities in the form of a General Fund Referendum, if necessary. Additionally, school corporations could form consortia to share costs of instructional support professionals or seek assistance from education service centers.

Conclusion
Local Assessments

NCTQ asserts that designing assessments for non-tested courses is a problematic challenge facing all states that require student outcomes as a component of teacher evaluations (2011). Schools must develop local assessments to meet SEA 1 requirements. Some of these assessments may already exist internally, or schools may make adequate use of existing standardized assessments. However, many courses are not currently assessed in a manner required by SEA 1. This is especially true in curricula outside of math, science, and language arts and for classes that may meet for only a semester, nine weeks, or six weeks.

Recommendations

School corporations must allocate funds for developing student performance assessments for any coursework not already encompassed by existing assessment tools or not currently compliant with SEA 1. Funds will include costs for research, design, and testing for validity and reliability. If teachers are expected to do this, they will require time outside of existing contracts and may require additional training. If schools do not have the means to design these assessments, they must contract this piece of the evaluation system to an external enterprise. Schools must also invest in time and materials to train teachers in how to administer and proctor these assessments, and what to do with the data collected from them.

School leaders, stakeholders, and policymakers must understand that local development and testing of new assessment systems will take time, likely a year or more, and that those systems will require frequent revision.

Conclusion
Data Management Infrastructure

School corporations must manage and interpret student data of objective indicators for student growth. To comply with data disaggregation requirements for No Child Left Behind (NCLB), many school corporations may have some information technology infrastructure already in place; however, student growth data may not currently be collected for disciplines outside of ISTEP+, necessitating an infrastructure expansion. School corporations may also discover the need for a team to manage, interpret, and report data for internal and external purposes.

Recommendations

School corporations should financially invest in both technology and training for data management and interpretation. Technological solutions must be stable, easy to access, easy to understand, and easy to share with the appropriate stakeholders. Schools should consider both hardware and software when choosing data management systems. Ideally, these data will be available on and off campus to teachers, administrators, and parents.

Teachers and administrators must be trained in how to access and interact with the system. They will also require training on how to interpret data and apply them to inform instructional practices and school policies. Parents will require some education on accessing the data, as well as how data are collected and what they mean. If teachers and administrators are expected to enter data into the system, they must receive even more training.

The school corporation should also designate or hire staff to maintain the data management system and to train teachers, administrators, and parents.

Conclusion
Organizational Capital

Schools may need to reorganize their organizational structure to accommodate a new evaluation system. Personnel will be needed to manage student assessment, to design and administer professional development for teachers, and to complete and compile teacher evaluation data. The law does not require principals to complete teacher evaluations; instead, the law states that "an individual may evaluate a certificated employee only if the individual has received training and support in evaluation skills" (IC 20-28-11.5-5(b)). Under SEA 1, a school may utilize any combination of principals; quasi-administrators like department chairpersons, team or grade-level leaders; master teachers; a specialized evaluation team; or (under IC 20-28-11.5-5(a)) external providers to complete evaluations.

Recommendations

If internal personnel are to be utilized, a school corporation must explore alternative schedules and portfolios for master teachers, quasi-administrators, or principals that allow them more time to observe and evaluate teachers. These personnel may need additional training to conform to the evaluation system's needs. Of course, redistributing teachers' and administrators' loads or responsibilities will create a greater burden somewhere else in the system, either on other teachers or on the general fund.

Fortunately, new rules for teacher compensation allow flexibility to pay teachers for these new instructional leadership roles (IC 20-28-9-1(b)(3)). However, policymakers should keep in mind that greater flexibility does not necessarily mean greater available funds.

Final Conclusion

Revisiting teacher evaluation is important due to the increasing demands placed on schools and teachers. Designing and implementing a system will encourage educators to discuss and agree upon curriculum and instruction to a greater extent than ever before. School administrators will have better tools and will feel empowered and able to develop and ultimately remove ineffective teachers. An overhaul of the system will also lend more credibility to teacher evaluations for educators, policymakers, and community partners.

However, the current policy environment has created an urgency and uncertainty that may, in the long run, do more harm than good. Policymakers run the risk of de-professionalizing teachers, lowering their status, and ultimately discouraging talented individuals from entering the field. This risk is exacerbated when the rhetoric singles out teacher effectiveness and ignores social foundations influencing student success. The NCTQ notes that policymakers and education leaders must take steps to "address the anxieties a new evaluation system creates for teachers" (p. 36). These anxieties can emerge from uncertainty and from a feeling that policy is being thrust upon teachers, instead of being created collaboratively with them. Finally, SEA 1 will force reorganization of schools which may take years to settle and institutionalize; unintended consequences of the legislation may be spawned in the chaos and reshuffling.

If done correctly, with sufficient time, finances, and people, changing teacher evaluation can be a powerful reform in public education. It remains to be seen if Indiana public schools will have the resources to be effective in this overhaul.

AUTHORS

Rodney S. Whiteman
(whiteman@indiana.edu) is a PhD student in Education Policy Studies at Indiana University - Bloomington. He is a volunteer Graduate Research Assistant for CEEP.

Dingjing Shi
(dingshi@indiana.edu) is a Graduate Research Assistant at the Center for Evaluation & Education Policy and is pursuing a Master of Science in language education at IUB.

Jonathan A. Plucker
(jplucker@indiana.edu is Director of the Center for Evaluation & Education Policy; Professor of Educational Psychology and Cognitive Science, and Director of the Consortium for Education and Social Science Research.

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WEB RESOURCES

Indiana Department of Education RISE Evaluation and Development System
http://www.riseindiana.org

The Toledo Plan (Peer Assistance and Review)
http://www.tft250.org/the_toledo_plan.htm

A User's Guide to Peer Assistance and Review
http://www.gse.harvard.edu/~ngt/par/

The System for Teacher and Student Advancement (TAP)
http://tapsystem.org

Center of Excellence in Leadership of Learning's (CELL) Indiana TAP Web site
http://cell.uindy.edu/TAP/index.php

SAS EVAAS
http://www.sas.com/govedu/edu/k12/evaas/index.html

Colorado Department of Education - The Colorado Growth Model
https://edx.cde.state.co.us/growth_model/public
http://www.cde.state.co.us/research/resources.htm

National Center for the Improvement of Educational Assessment
http://www.nciea.org/

Danielson Framework for Teaching
www.danielsongroup.org

Interstate Teacher Assessment and Support Consortium (INTASC) Standards
http://www.ccsso.org/Resources/Programs/Interstate_Teacher_Assessment_Consortium_(InTASC).html

Evanston / Skokie School District 65 Professional Appraisal System
Hardy R. Murphy, Ph.D.,
Superintendent of Schools
Evanston/Skokie School District 65
1500 McDaniel Avenue, Evanston IL 60201
847-859-8010
email: supt@district65.net

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Indiana University
1900 East Tenth Street
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