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# EVALUATION, ACCOUNTABILITY, AND PROFESSIONAL DEVELOPMENT IN AN OPPORTUNITY CULTURE

### STATE POLICY BRIEF

### BY PUBLIC IMPACT

#### **OVERVIEW**

pportunity Culture school models use job redesign and age-appropriate technology to extend the reach of excellent teachers to more students—by teaching more students directly and by leading teaching teams. **Teachers take on new roles and accountability for higher pay—up to 50 percent more than average in early-implementing districts—within regular budgets, and gain collaboration and planning time at school, while typically keeping instructional group sizes the same or smaller. Districts and schools follow five Opportunity Culture Principles (below).** 

Teachers in Opportunity Culture schools:

- \* reach more than the typical number of students, for more pay
- \* lead other teachers
- \* specialize in their best roles and subjects
- \* receive on-the-job development routinely
- \* often manage advanced paraprofessionals
- \* typically work in collaborative teams
- \* advance in their careers through new roles, without leaving teaching

These role changes appear to be worth the trouble: Early **student learning, teacher perceptions** in anonymous surveys, and **recruitment outcomes** in Opportunity Culture (OC) schools have been very promising. Far more students in classrooms with OC teachers made high growth and far fewer made low growth by the second year of implementation. Nearly 100 percent of OC teacher-leaders agreed in anonymous surveys that teachers who excel in teaching can earn more, lead, and reach more students in their schools.

But these new roles require corresponding changes in teacher evaluation and accountability. Teachers, especially those in leadership roles, cite the mismatch between their schools' teacher evaluations and their roles as an implementation weakness. Some changes in evaluation and accountability can be made at the school and district levels. But others require changes in state policy.

This brief summarizes and discusses state policies needed to support evaluation and accountability in an Opportunity Culture. A companion practical guide details related management and administrative changes at the school, district, and state levels. Seizing Opportunity at the Top II explains all the policies states should address as more schools implement an OC for teachers and students.

### Purposes of Evaluation in an Opportunity Culture

In many existing systems, evaluations are performed for compliance and do little to help teachers. In contrast, teacher evaluation in an OC is designed to help students and teachers succeed by:

- \* Identifying teachers for advanced roles
- \* Supporting on-the-job development for all teachers
- \* Preparing teachers for advanced roles
- \* Matching all teachers to roles and paths in which they can best help students

### **OPPORTUNITY CULTURE PRINCIPLES**

Teams of teachers and school leaders must choose and tailor models to:

- 1. Reach more students with excellent teachers and their teams
- 2. Pay teachers more for extending their reach
- 3. Fund pay within regular budgets
- 4. Provide protected in-school time and clarity about how to use it for planning, collaboration, and development
- 5. Match authority and accountability to each person's responsibilities

### Why Does Teacher Evaluation Need to Change in an OC?

In an Opportunity Culture, evaluations must match teacher-leaders with the students and other teachers for whose success they are responsible. And new competencies—such as teamwork, team leadership, flexibility, and advanced planning skills—that are important for some OC roles need to be assessed.

In addition, most teacher-leaders in an OC work with and coach other teachers intensively on a day-to-day basis. The most valuable sources of feedback for many teachers are no longer administrators and external reviewers, but colleagues who routinely coteach, lead, and learn with their peers.

Not changing evaluation systems to reflect these changes in OC schools can lead to mismatched students and teachers in formal accountability systems, a lack of on-point feedback for teachers in new roles, missed opportunities for teachers to improve faster, and fewer career opportunities—harming teachers and students. According to teacher surveys, mismatched evaluations concern many of the OC teachers whose roles have changed the most and who are helping the most students.

## CURRENT EVALUATION AND ACCOUNTABILITY POLICIES

In recent years, many states and districts have made significant changes to their teacher evaluation systems, on their own and as required by federal programs such as Race to the Top, ESEA (Elementary and Secondary Education Act) waivers, and the Teacher Incentive Fund. Most states now require annual evaluations that include multiple measures and give significant weight to measures of student learning.<sup>2</sup>

These systems were built for the one-teacher-one-classroom model, however, and few districts have provided a sustainably funded upside for teachers that connects evaluation and meaningful career opportunities. Current systems are also strained by a reliance on time-strapped principals to evaluate and develop teachers.

Evaluation and accountability must match the new roles and ways teachers work together in team-based, teacher-led, extended-reach school models.

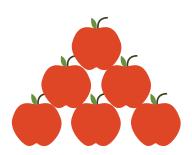
In some states, the transition to new evaluation systems has stalled. The influence of federal programs is also waning as they come to an end and new ESEA guidelines are issued. To preserve and improve evaluation efforts, state and district leaders must ensure that teachers truly benefit from evaluation systems. For example, professional learning has been a key goal of state and district evaluation systems,<sup>3</sup> but has been hard to attain in traditional school models. Overstretched principals have more classroom observations and associated paperwork to do, but they often lack training and time to deliver meaningful feedback based on evaluation results.<sup>4</sup>

OC models help solve some vexing teacher evaluation challenges, but evaluation and accountability must match the new roles and ways teachers work together in team-based, teacher-led, extended-reach school models that define an Opportunity Culture.

### WHAT POLICIES MUST CHANGE

In 2014, Public Impact outlined policies that are essential for an Opportunity Culture in *Seizing Opportunity at the Top II*.

Figure 1 (page 3) includes a summary of all of these, with the sections related to teacher evaluation and accountability highlighted—Identifying and Developing Teaching Excellence, and Accountability and Feedback for Results. This brief also adapts and further discusses these two sections. Some of these are noted as "urgent" policies, necessary when a state or district is beginning Opportunity Culture design and implementation. Other policies, noted as "optimal," become important as districts and states scale up their Opportunity Culture work.



### Figure 1. At-A-Glance: Urgent and Optimal State Policies for an Opportunity Culture

This table lists state policies that are **urgent** for Opportunity Culture pilot and expansion efforts, and policies that **optimize** Opportunity Culture implementation over time. The "**Urgent Policies**" (①) column should receive immediate attention from policy leaders. The "**Optimal Policies**" (①) column lists policies that will increase the effectiveness of Opportunity Culture models and make the best use of state funds. These should receive attention in any state ready to scale up an Opportunity Culture within a district or across multiple districts.

	Urgent Policies	Optimal Policies
Identifying and Developing Teaching Excellence	All teachers receive an annual evaluation that includes student growth, or a proxy measure, and includes multiple measures correlated with student learning.     States can identify approximately the top quartile of teachers.     Evaluations match the responsibilities of each teacher, including the outcomes of students and subjects for which each teacher is responsible. (See Accountability section below for state documentation of student learning that feeds into evaluations.)	<ul> <li>Teachers' evaluations include behavioral competencies that correlate with student learning outcomes in tested subjects.</li> <li>Evaluations include a "reach measure" of the number of students for whom each teacher is formally accountable compared with a standard, one-teacher-one-classroom teaching role.</li> <li>State evaluations help teachers improve and advance as professionals in common Opportunity Culture career paths.</li> </ul>
Flexibility to Staff Schools	State funding is fungible across budget categories, allowing districts and schools to trade or combine positions, technology, and other funds at the budgeted level as needed to pay for and support advanced roles.	Excellent out-of-state teachers are automatically eligible to teach.     Budget transfer administration costs and time are eliminated by funding schools in lump sums, based on the weighted costs of educating students with differing characteristics in each school.
Flexibility for Instructional Delivery	When a highly effective teacher is willingly accountable for each student's learning, restrictions are waived or eliminated to prevent extended-reach teaching models from being hampered by:	<ul> <li>◆ State data systems provide sufficient detail on student learning progress to enable personalized instructional levels and interventions during the year.</li> <li>◆ State procurement policies are streamlined to help districts implement blended and online learning.</li> <li>◆ State supports temporary transition costs to provide universal wireless broadband access.</li> </ul>
Accountability and Feedback for Results	① State uses a student growth model, or proxy measures, for subjects in which teachers will extend their reach. ① Formal accountability tracked by the state matches the students and subjects for which each teacher, team teacher, and team leader is responsible.	<ul> <li>The state formally tracks and reports behavioral competency ratings and other soft measures that correlate with success in new teaching roles.</li> <li>The state tracks and reports the percentage of students in each core subject and grade, overall and by student subgroup, with excellent teachers accountable for student learning.</li> </ul>
Rewarding and Retaining Excellent Teachers	<ul> <li>Statewide salary scales allow districts and schools to create new roles and pay excellent and effective teachers more for reaching more students.</li> <li>The state funds or co-funds temporary transition costs for pilot districts and schools to establish new staffing models that reach at least 75 percent of students in core subjects with excellent teachers, for more pay, within budget.</li> </ul>	<ul> <li>◆ The state funds or co-funds temporary transition costs for all districts and schools to establish new staffing models that reach at least 75 percent of students with excellent teachers in core subjects, for more pay, within budget. States taking the strongest approach will require all districts to implement and will include teachers of more subjects.</li> <li>◆ State funding allocation helps districts reward excellent teachers for taking hard-to-staff positions, such as STEM teaching in any school or positions in high-poverty schools, in addition to extending their reach.</li> <li>◆ State salary scales include default career paths and criteria that districts may adopt to pay more for roles that extend teachers' reach, directly and by leading peers.</li> <li>◆ Consistently excellent teachers earn "elite tenure," including protection during layoffs and the ability to help choose their peers.</li> </ul>

### DISCUSSION: IDENTIFYING AND DEVELOPING TEACHING EXCELLENCE

	Urgent Policies	Optimal Policies
Identifying and Developing Teaching Excellence	All teachers receive an annual evaluation that includes student growth, or a proxy measure, and includes multiple measures correlated with student learning.      States can identify approximately the top quartile of teachers.      Evaluations match the responsibilities of each teacher, including the outcomes of students and subjects for which each teacher is responsible. (See Accountability section below for state documentation of student learning that feeds into evaluations.)	Teachers' evaluations include behavioral competencies that correlate with student learning outcomes in tested subjects.  Evaluations include a "reach measure" of the number of students for whom each teacher is formally accountable compared with a standard, one-teacher-one-classroom teaching role.  State evaluations help teachers improve and advance as professionals in common Opportunity Culture career paths.

To extend the reach of top teachers, evaluation systems must first identify them based on the criteria that matter most. Teachers also need a feedback and development loop that analyzes their performance and guides their job-embedded professional development.

- ① Urgent: All teachers receive an annual evaluation that includes student growth, or a proxy measure, and includes multiple measures correlated with student learning.
- ① Urgent: States can identify approximately the top quartile of teachers.

Schools must be able to identify the teachers they want reaching more students. Ideally, evaluation systems will generate a student growth score that allows districts to identify teachers who achieve high levels of growth with their students. Even if identifying the least-effective teachers is contentious, the state should still be able to identify a portion of teachers at the top to provide highly paid advancement opportunities. This determination should be drawn from multiple measures that include or correlate with student growth in tested subjects and can then be used to identify the top 25 percent of teachers in other, related subjects and grades. The 25 percent marker is based on research about teacher effectiveness—on average, top-quartile teachers achieve about 1.5 years of student growth, enough to close most achievement gaps over two to four years and induce leaps to honors-level work. The top 25 percent is thus the suggested threshold, but states and districts may vary this based on the data available in their evaluation systems. In untested grades and subjects, other validated measures of student learning must be used. In some places where talent is especially scarce, the goal will be to extend the reach of the best available teachers. The exact cutoff is less important than the commitment to pursue high-growth learning and to reach far more students with the teachers who are most successful inducing it, along with higher-order thinking and problem-solving skills.

This is critical for providing career opportunities to teachers that also improve student learning.

The research base on weighting value-added measures within this component of an evaluation model is still emerging.<sup>5</sup> Thus, states should pursue improvements in measurement accuracy and clarity. Most Opportunity Culture sites have chosen to identify teachers based in part on achieving excellent overall ratings in two out of three or three out of four of the most recent years, which accounts for normal variation while keeping a high goal for selection.

① Urgent: Evaluations match the responsibilities of each teacher, including the outcomes of students and subjects for which each teacher is responsible.

See the Accountability section beginning on page 6 for a discussion of how states should document student learning growth that feeds into evaluations.

Opportunity Culture roles vary both from one another and from traditional one-teacher-one-classroom roles. In most OC models, teachers are jointly responsible for students and work in teams, particularly at the elementary level. They may divide responsibilities by subject and by teaching mode, such as small-group interventions, large-group teaching, or individual follow-up. In both elementary and secondary models, team leaders called multiclassroom leaders (MCLs) are responsible for all the students in their teaching teams—even though they may directly teach only a portion of these students, such as through small-group interventions or by teaching only certain subjects or sub-subjects. All Opportunity Culture teachers, whether or not they work on teams, extend their reach to more than the usual number of students, directly or indirectly.

In all cases, teachers need their formal evaluations to reflect learning data of all the students and subjects for which they are responsible, even when responsibility is shared. For help developing specific policies for shared accountability among team leaders and members, see Evaluation, Accountability, and Professional Development in an Opportunity Culture: A Practical Guide. The guide explains how accountability models need to reflect that each team member teaching a given subject is 100 percent accountable for all of the students in that subject, rather than splitting responsibility 50-50 or in other ways that are based on a division of face time with students. In a team leader model, the leader and team members contribute to student learning through direct instruction and through coaching, analyzing data, and co-planning. Accountability runs deeper than the amount of time an instructor stands in front of a classroom; team leaders directly instruct some students but maintain full accountability for the students taught primarily by other teaching team members, too. Splitting accountability according to face time dis-incentivizes team leaders from developing and ensuring the success of team members.

① Optimal: Teachers' evaluations include behavioral competencies that correlate with student learning outcomes in tested subjects.

The teacher evaluation system becomes a stronger tool for identifying excellent teachers when it includes behavioral competencies that statistically distinguish top teachers from others, such as the competencies of planning ahead, driving for results despite barriers, influencing others to achieve results, and problem solving. Behavioral competencies are likely the next frontier of teacher evaluation in the U.S. States can look to Singapore as an example of successful implementation of a competency-based system.<sup>6</sup>

Over time, states and districts should study the relationship between competencies and student outcomes to determine which measures and what levels of performance best predict student learning in different teaching and leadership roles. More predictive measures should be given greater weight in evaluation systems, and they should be used for selection and advancement opportunities. Research conducted across the Opportunity Culture initiative will eventually reveal the best measures to weight heavily and what overall levels of performance correlate with success in advanced roles.

• Optimal: Evaluations include a "reach measure" of the number of students for whom each teacher is formally accountable compared with a standard, one-teacher-one-classroom teaching role.

The formula: A teacher's impact = effectiveness X the number of students reached. Evaluations today focus only on the first part of the formula, effectiveness, and not on the magnitude of impact, or "reach." Teachers who teach 15 students brilliantly are making a terrific contribution to those children. But one who teaches brilliantly and extends her reach directly or by leading peers with full

accountability for her students' learning is contributing more and having a greater impact. Reporting reach as a ratio of the average one-teacher-one-classroom reach is a communications tool—it highlights for teachers this other, critical aspect of their contribution to students, the school, and their communities.

For example, an elementary teacher with a class of 16 students is teaching about 80 percent of the average student load of 20, and might have a "reach score" of 0.8. A teacher extending reach on a Time-Technology Swap team, without increasing instructional group sizes, reaches approximately 133 percent of the average student load and would have a reach score of 1.33. A multi-classroom leader leading a team serving four teachers' worth of students, or 400 percent of average, would have a reach score of 4.0. Showing that reach score multiplied by that teacher's effectiveness rating emphasizes for teachers that one way of improving and advancing their careers is to help more students successfully, which requires better planning, teamwork, and related skills.

• Optimal: State and district evaluations help teachers improve and advance as professionals in common Opportunity Culture career paths.

In an Opportunity Culture, professional development becomes a job-embedded activity that occurs daily. All teachers have a clear understanding of their strengths and areas for improvement, and are led by instructional experts who can help them advance toward excellence. This cannot be achieved by accident—teachers need routine feedback and formal annual evaluation to highlight areas of strength and improvement. Either school leaders or multiclassroom leaders need to work with teachers all year to develop their knowledge base, coach them in analysis of student data, and give them feedback as they practice new skills. State and district evaluation systems should be designed not just to generate annual ratings, but to provide midyear and year-end points to celebrate professional progress, identify emerging strengths, acknowledge gaps for development the following year, and discuss career advancement possibilities for the future. States can also revise relicensure policies that focus on obtaining continuing education credits by expanding qualifying activities to include analysis of student data; efforts to implement, evaluate, and improve an instructional strategy; or the study of an area in which they need to deepen their knowledge.7



A Teacher's Impact =
Student Outcomes x
Number of Students Reached

### DISCUSSION: ACCOUNTABILITY AND FEEDBACK FOR RESULTS

	Urgent Policies	Optimal Policies
Accountability and Feedback for Results	State uses a student growth model, or proxy measures, for subjects in which teachers will extend their reach.     Formal accountability tracked by the state matches the students and subjects for which each teacher, team teacher, and team leader is responsible.	The state formally tracks and reports behavioral competency ratings and other soft measures that correlate with success in new teaching roles.  The state tracks and reports the percentage of students in each core subject and grade, overall and by student subgroup, with excellent teachers accountable for student learning.

Opportunity Culture schools match authority and accountability to each person's responsibilities. State accountability policy must enable local districts to adhere to this principle. Accountability can also be used to signal the state's commitment to giving all students access to excellent teachers and to gauge progress toward achieving that goal.

① Urgent: State uses student growth model, or proxy measures, for subjects in which teachers will extend their reach.

Growth measures are important for students, because more than a year's worth of growth is essential to close achievement gaps and to help "average" students leap to advanced work. In an Opportunity Culture, achieving high growth with some consistency opens the door to highly paid career advancement and the chance to expand a teacher's impact to far more students and to teaching peers. States must use and continue to improve measures of how much learning progress, or "growth," students make in a year's time. Subjects in which growth measures have not been adopted will need proxy measures. Ideally, these proxy measurement methods will correlate highly with outcomes in subjects where growth is also measured.

① Urgent: Formal accountability tracked by the state matches the students and subjects for which each teacher, team teacher, and team leader is responsible.

Formal tracking of student growth must match each teacher's actual responsibilities as closely as is feasible. For example, student growth measures must allow for attributing more than the typical student load to a teacher, and in elementary school match only to the subjects or sub-subjects that each teacher teaches (this is already the case at the secondary level).

Growth measures also must allow for shared attribution. "Shared attribution" means holding multiple teachers accountable—and giving them all credit—for a student's learning. The state will need to establish a formal roster verification process in which individual students are reviewed and assigned at the local level, reflecting each teacher's contribution for a grade level or

subject area.<sup>8</sup> The state will also need to ensure that any growth model used allows for shared attribution.

In growth models such as North Carolina's EVAAS, shared attribution is possible as long as the total percentage of instruction claimed for each student does not exceed 100. This is an appropriate strategy for technical allocation of accountability across some teams of teachers—for example, when accountability is divided by subject. However, in fact and spirit, some teaching roles are fully accountable for student learning even when other teachers are also fully accountable.

Multi-classroom leaders, for example, spend only a portion of their time directly instructing students. A great deal of their contribution to student learning comes through data analysis, carefully orchestrating student groupings to meet changing individual needs, and helping the teachers they oversee improve their instructional effectiveness. Calculating the contribution of a multiclassroom leader should not be based only on the percentage of time spent directly instructing students—the calculation must account for the full range of students that a multi-classroom leader oversees.

In another example, a teaching team at the elementary level might divide responsibilities not by subject but by role—small-group, large-group, and one-on-one instruction. The teachers are in fact each 100 percent responsible for the students' outcomes across subjects, and the accountability measuring and reporting system should match that.

States that want to encourage successful teacher leadership and teamwork will allow systems to exceed 100 percent accountability for each student when more than one teacher is actually responsible for a student.

• Optimal: The state formally tracks and reports behavioral competency ratings and other soft measures that correlate with success in new teaching roles.

Districts will need to evaluate teachers in new roles to identify who is succeeding and areas for improvement. To be meaningful, evaluations of a teacher's effectiveness and development needs should be based on role-specific practices that correlate with student achievement. For multi-classroom leaders, the evaluation should include effective peer coaching and team leadership practices. For teachers who incorporate digital learning, the evaluation should include practices essential for blended learning. But adding or altering elements within a teacher evaluation system can be controversial and take significant time. States can support districts by identifying which measures are likely to be relevant for new teaching roles. At a minimum, state policy must allow districts to add on to any state-approved evaluation system. Early pilot schools have taken this approach. But this is not ideal, since such additions will nullify validity of the instrument, requiring an effort to reassess validity with the new measures in place. The state can help by funding technical validation to ensure that measures work as intended for new roles.

• Optimal: The state tracks and reports the percentage of students in each core subject and grade, overall and by student subgroup, with excellent teachers accountable for student learning.

States committed to reaching far more students with excellent teaching must eventually require local education authorities (LEAs) to report a) the percentage of students whose teacher of record is highly effective by district and school, at least for each core subject, and b) the proportion of students in various subgroups who have teachers at each level of effectiveness (as determined by the approved teacher evaluation instrument). Note that in states where local districts each design their own evaluation system, it will be difficult to establish a sense of teacher effectiveness across the state. States could set goals for reach that increase over time, such as challenging districts to ensure that 75 percent of students have excellent teachers as their teachers of record in all four core subjects, at a minimum, within five years.

### CONCLUSION

Districts making the transition to an Opportunity Culture will find that most state and district policies were built for a one-teacher-one-classroom model. Today's teacher evaluation systems presume that each teacher directly influences the learning of only his or her own set of students, and cannot account for the teamwork and leadership that is central to new school models. Today's teacher evaluation systems are not designed to give teacher-leaders responsibility for a cadre of classrooms or to evaluate extended-reach teachers on competencies unique to the instructional and leadership roles they undertake.

As state and district leaders set the stage for successful design and implementation of Opportunity Culture models in their schools, they will need to ensure that the "urgent" policies in this

brief are addressed immediately and the "optimal" policies are addressed eventually. This brief is meant to enable ambitious state and district leaders to make needed policy changes in teacher evaluation and accountability, ultimately providing an Opportunity Culture for all—students and teachers.

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### **Notes**

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- 8. The Data Quality Campaign offers states guidance on establishing a strong teacher-student data link. See *Roadmap for a teacher-student data link* at http://www.dataqualitycampaign.org/files/DQC%2oroadmap%20 TSDL.pdf
- 9. In 2012, the Center for Public Education found that 13 states mandate use of a state-approved teacher evaluation system with little flexibility; 17 states provide a model evaluation system that districts can adopt, or districts can develop their own system meeting state criteria; and 21 states require each district to design their own evaluation system that meets state approval. See: Hull, J. (2013, October). *Trends in teacher evaluation:* How states are measuring teacher performance. Alexandria, VA: Center for Public Education. Retrieved from http://www.centerforpubliceducation. org/Main-Menu/Evaluating-performance/Trends-in-Teacher-Evaluation-At-A-Glance/Trends-in-Teacher-Evaluation-Full-Report-PDF.pdf



