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Joint Committee on Finance

Paper #511

Educator Effectiveness Evaluation System (DPI -- Categorical Aids)

[LFB 2013-15 Budget Summary: Page 368, #3]

CURRENT LAW

Under current law, DPI is required to develop an educator effectiveness evaluation system and an equivalency process aligned with the Department's evaluation system for teachers and principals of public schools and independent charter schools. Beginning in 2014-15, each school board and governing body of each independent charter school must evaluate their teachers and principals. The evaluation system framework must base 50% of the total evaluation score for each teacher and principal on measures of student performance, including on state assessments, district-wide assessments, student learning objectives, school-wide reading at the elementary and middle school levels, and graduation rates at the high school level. The other 50% of the total evaluation score must be based upon one of the following: (a) for a teacher, the extent to which the teacher's practice meets the core teaching standards adopted by the 2011 Interstate Teacher Assessment and Support Consortium; (b) for a principal, the extent to which the principal's practice meets the 2008 Interstate School Leaders Licensure Consortium Educational Leadership Policy Standards. A teacher or principal so evaluated must be placed in one of multiple performance categories. DPI is also required to promulgate by rule an equivalency process, for use by school districts and independent "2r" charter schools that choose to use an alternative evaluation process. The process must be based on the same criteria as specified for the statutory system, and must evaluate planning and preparation, the classroom environment, instruction, and professional responsibilities and development.

In addition, under a nonstatutory provision of 2011 Act 166, DPI was required to submit, as part of its 2013-15 biennial agency budget request, information concerning the cost of developing and implementing the educator effectiveness evaluation system and equivalency process required by the act.

GOVERNOR

Provide \$6,864,600 GPR in 2013-14 and \$6,719,300 GPR in 2014-15 to implement an educator effectiveness evaluation system. Of the total, provide \$1,118,600 GPR in 2013-14 and \$973,300 GPR in 2014-15 in a new annual appropriation for agency operations, to develop and implement the educator effectiveness evaluation system. Provide \$5,746,000 GPR annually in a new annual appropriation for grants to school districts and independent "2r" charter schools to implement an educator effectiveness evaluation system developed by DPI, or an equivalency process developed by administrative rule.

Provide expenditure authority of \$4,309,500 PR annually in a new all moneys received continuing appropriation to receive district fee payments, and permit DPI may charge a fee to school districts or independent "2r" charter schools for use of the educator effectiveness evaluation system.

DISCUSSION POINTS

1. The educator effectiveness evaluation system was one part of the "read to lead" legislation, which was based on the recommendations of the Governor's "read to lead" task force published in January, 2012. The task force recommended statewide changes in the manner in which young children are taught to read, including universal early screening in pre-kindergarten (4K), kindergarten (5K), first grade, and second grade, to identify struggling readers, and a response to intervention system to help those students progress. In addition, the task force recommended the following: (a) changes in teacher preparation programs and professional development to improve teachers' skills in reading instruction; (b) continued improvements in early childhood education, including linking preschool and K-12 performance data through the state's longitudinal data system; (c) more parent outreach, in order to improve adult literacy skills and to encourage families to foster reading skill development in young children; and (d) including reading outcomes in the state's new educator effectiveness evaluation system and school and district accountability system.

2. 2011 Act 166 enacted most of the task force's recommendations, including: (a) mandating the new educator effectiveness evaluation system for teachers and principals; (b) creating new requirements for teacher preparation programs; (c) creating a requirement for teaching licenses in the early grades (K-5), special education, and reading specialists that the applicant must pass the Foundations of Reading test administered as part of the Massachusetts Tests for Educator Licensure in order to be licensed; (d) creating two new grant programs for literacy and early childhood development programs; and (e) appropriating \$800,000 GPR in 2012-13 to provide school districts and independent charter schools with a universal kindergarten reading readiness assessment.

3. Under DPI's proposal, two main areas to be evaluated are educator practice and student performance, using multiple measures as evidence of the educator's performance. For teachers, DPI has adopted a research-based model use to assess effective teaching practices, across four levels of performance, within four domains: (a) planning and preparation; (b) classroom environment; (c) instruction; and (d) professional responsibilities. For principals, DPI indicates that the state has developed a principal evaluation rubric based on versions developed in Indiana,

Colorado, and Illinois, and by referencing other research-based models, which aligned to the 2008 Interstate School Leaders Licensure Consortium Educational Leadership Policy Standards.

4. DPI has chosen to license a software platform known as Teachscape for the designated state system. The Department estimates that overall costs for the system would equal \$80 per user for 72,500 educators, for a total of \$5,746,000. This is the annual funding amount provided in AB 40 to fund grants to school districts and independent "2r" charter schools.

5. Licensing the system would cost an estimated \$4,363,600 in 2013-14 and \$3,639,800 in 2014-15, for access to the system, including access to training and proficiency tests for scoring performance and certification as an evaluator, calibration, tools for evidence collection, and the ability to analyze data. Educators would have access to evidence (such as notes on the educator's practice taken during observation), professional growth planning, and individualized professional development based on each teacher's needs. The cost would decrease in the second year as fewer evaluators would require more expensive first-time certification and training.

6. The overall Teachscape system would include evaluator training for scoring practice, proficiency tests, supporting local evaluation of staff with walk-throughs, formal observations and video observations, and training evaluators to recognize observable differences between various levels of teacher performance. The system would include calibration training, to help standardize and improve the reliability of evaluators' conclusions. Teachscape would include online modules to improve teachers' skills and knowledge and improve their practice. Professional development would align to educators' areas of weakness, as identified in their evaluations and documented in the system.

7. For schools and districts that would use the state's chosen evaluation system, DPI proposes to provide related training for measuring educator practice. The training would initially occur regionally across the state, and inform participants of state requirements, including: (a) evaluation of student outcomes; (b) how evaluators and educators can use Teachscape effectively; and (c) the evaluation or observation process, including certification of evaluators. Initial training costs would be an estimated \$576,000 in 2013-14 and \$432,000 in 2014-15. These costs are largely based on logistical expenses, primarily renting venue space for three days of training, at each of 12 regional sites as the system is initially piloted in 2013-14, decreasing to nine regional sites in 2014-15 as statewide implementation begins, since those that piloted the system will not require a second initial training session.

8. DPI further proposes to provide ongoing training sessions and professional development as needed, based on feedback from educators, and including regional liaisons who would be available at 12 sites across the state and be available 48 days in 2013-14, and 80 days in 2014-15. The use of regional liaisons would increase as DPI centralized training would decrease, with the focus shifting to building local expertise and systems to support the evaluation system on a long-term basis. The cost associated with the regional liaisons would be an estimated \$343,900 in 2013-14 and \$961,700 in 2014-15.

9. DPI would also work with the Teachscape company to develop equivalent online tools for evaluating principals and other pupil services specialists, similar to the teacher evaluation

system described above. DPI also proposes to develop professional development components aligned to principal and pupil services/education specialist practice. Based on estimates provided by Teachscape, the costs to develop these additional systems would be \$250,000 in 2013-14, to create the principal components, and \$500,000 in 2014-15 to continue the principal project and begin development of the pupil services specialist components.

10. DPI proposes to contract with the Wisconsin Center for Education Research (WCER) to develop new components to measure educator practice, including rubrics to evaluate education specialists, as well as new components within Teachscape. WCER would also provide technical assistance to DPI in developing training for schools and districts as the system is piloted and implemented initially, and in creating methods for gathering feedback from districts to improve the system. WCER has estimated the cost for these services at \$212,500 annually.

11. The bill permits DPI to charge a fee to school districts or independent "2r" charter schools for use of the educator effectiveness evaluation system. DPI estimates that 75% of school districts would elect to use the state's chosen system. Therefore, the Department requested expenditure authority of \$4,309,500 PR annually in a new all moneys received continuing appropriation to receive district fee payments, equal to 75% of the GPR appropriation for licensing the system and training teachers and principals to use the system.

12. DPI also requested \$1,118,600 GPR in 2013-14 and \$973,300 GPR in 2014-15 in agency operations funding, to develop the student outcomes portion of the educator effectiveness system. This half of an educator's score would consist of a value-added assessment of teacher contribution to student performance and a district assessment of student growth, both using data from state standardized state assessments. Also, student and school learning objectives would set measurable goals for student and school academic growth, based on baseline performance and growth over a set period of time. Finally, school-wide graduation rates or reading scores, and one priority area chosen by the district, such as school-wide attendance, behavior, or college and career readiness, will each constitute a small portion of each educator's overall score.

13. The estimated cost to provide teacher-level value added data was provided by the Value Added Research Center (VARC) at UW-Madison, totaling \$884,100 in 2013-14 and \$810,000 in 2014-15. VARC has developed a means to perform a value-added analysis of a teacher's contribution to student performance on standardized assessments. The ongoing cost associated with performing value-added analysis would be \$750,000. Initial costs in this biennium are slightly higher, due to the absence of a statewide student information system (SSIS). VARC will perform the necessary data collection and integration, and roster verification, until the SSIS is available. These additional services would cost an estimated \$62,500 for software licensing, \$21,600 in integrating data systems, and \$50,000 in staff time to align the systems, in addition to \$750,000 for the analysis work, in 2013-14. In 2014-15, an added \$60,000 would be provided for maintenance and roster verification, plus the base cost of \$750,000. Finally, DPI requested \$22,000 annually for information technology, related to the data systems that will be used by VARC in the interim, before the SSIS is available.

14. WCER would also help DPI develop processes to measure student outcomes, including appropriate usage of assessments, and how to combine student outcome scores with the

educator practice scores to arrive at an overall educator performance rating. WCER will charge \$212,500 in 2013-14 and \$106,300 in 2014-15 for this work. The cost decreases in the second year because processes would be developed in the first year, and then further refined in the second year, which should involve less workload.

15. Finally, DPI expects to collaborate to design an evaluation of the statewide educator effectiveness system, at a cost of \$35,000 in 2014-15. Specifically, the evaluation would be designed to measure the impact of the new system on instructional practice and student outcomes. DPI would begin to design an evaluation and develop a request for bid for an external evaluator, with implementation of a statewide evaluation expected in future years.

16. DPI is conducting a developmental pilot in 2012-13, in 94 districts that volunteered to receive training and participate in a pilot evaluation of teacher and principal practice and student learning objectives. DPI proposes to conduct a statewide pilot in 2013-14, with schools and districts evaluating educator practice, as well as the student outcome measures, as they become available. The Department will gather feedback and recommendations from users and external groups, to help modify and refine the system for full implementation in 2014-15. DPI plans to continue to evaluate and refine the system in future years.

ALTERNATIVES

1. Approve the Governor's recommendation to provide \$6,864,600 GPR in 2013-14 and \$6,719,300 GPR in 2014-15 to implement an educator effectiveness evaluation system. Provide \$4,309,500 PR annually in a new all moneys received continuing appropriation to receive district fee payments, and permit DPI to charge a fee to school districts or independent charter schools for use of the evaluation system.

2. Delete provision. Delete \$6,864,600 GPR in 2013-14 and \$6,719,300 GPR in 2014-15. Also delete expenditure authority of \$4,309,500 PR annually and the continuing appropriation to receive district fee payments for the evaluation system.

ALT 2	Change to Bill Funding
GPR	- \$13,583,900
PR	- <u>8,619,000</u>
Total	- \$22,202,900

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