

# **Washington's Teacher and Principal Evaluation System: Efforts to Support Professional Development**

## **Final Report**

Prepared for the Office of Superintendent of Public Instruction

Margaret L. Plecki  
Ana M. Elfers  
Theresa Ling Yeh

With the assistance of  
Ryan Bodanyi  
Yanchen Zhang  
Alessandra de Campos

University of Washington  
College of Education  
Educational Leadership, Policy and Organizations

July 2015

# Table of Contents

<b>Executive Summary</b> .....	vi
<b>Introduction</b> .....	1
<b>Background on the Teacher and Principal Evaluation Project</b> .....	1
Teacher Evaluation in Washington State .....	1
Purposes of Teacher Evaluation .....	3
Grants for Professional Development Training .....	5
<b>Research Questions and Methods</b> .....	6
Research Questions .....	6
Methods .....	7
Sample Design, Instruments and Procedures for Statewide Surveys .....	8
District Participation in Teacher Training Funding (iGrant 664) .....	13
Sample Design for Case Studies .....	15
<b>Findings: Examining TPEP Implementation</b> .....	16
District Context and Strategies for Transition .....	16
Variation in Implementation .....	16
Instructional Framework .....	18
Professional Development and Supports .....	20
Targeted Training and Activities .....	20
State Support for TPEP Implementation (Teacher Training Funds) .....	22
Supporting Teachers .....	29
Supporting Principals and Assistant Principals .....	40
Restructuring Human Resources .....	46
Role of Collaboration .....	48
Use of Electronic Tools .....	53
Factors Impacting Implementation .....	57
Contextual Factors .....	57
Nature of Relationship with Professional Associations .....	62
Integration with Other Initiatives and Resources .....	63
Consistency and Messaging .....	66
Educators' Views of the Evaluation System .....	68
Teachers .....	68
School Administrators .....	69
Views on Student Learning .....	70
Professional Growth .....	71
Use of Data for Professional Development and Employment Decisions .....	73
Concerns about Implementation .....	75
<b>Conclusions and Implications for Supporting TPEP Implementation</b> .....	83
<b>References</b> .....	86
<b>Appendices</b> .....	89
A: Sampling Frame .....	89
B: Teacher Training Funds .....	93

## Figures

Figure 1:	Key Constructs in the Study of TPEP Implementation .....	5
Figure 2:	Teachers' Use of Instructional Framework Language by School Level.....	19
Figure 3:	Teacher Perspectives on Usefulness of Instructional Framework to Inform Goal Setting for Student Growth: Differences by School Level.....	31
Figure 4:	Districts that Provided Additional Staffing at the Building Level: Types of Staffing Support.....	46
Figure 5:	Districts that Added or Re-allocated Central Office Staff: Types of Staffing Changes .....	48

## Tables

Table 1:	Demographic Characteristics of Teacher Sample Compared to All Teachers Statewide.....	10
Table 2:	Demographic Characteristics of Principal and Assistant Principal Sample Groups Compared to All Principals and Assistant Principals Statewide .....	11
Table 3:	Demographic Characteristics of Superintendent and TPEP Lead Random Sample Groups Compared to All Superintendents and TPEP Leads Statewide .....	12
Table 4:	Demographic Characteristics of Districts that Applied for and Did Not Apply for Teacher Training Funds (iGrant 664).....	14
Table 5:	Characteristics of Study Site Districts.....	15
Table 6:	Educators’ Response to Statewide Survey: Extent to which the Instructional Framework Adopted by their District Provides a Common Language to Talk about Teaching .....	18
Table 7:	Teacher Survey: Comparison of Number of Years Evaluated on TPEP with the Amount of Training Received in 2014-15.....	21
Table 8:	Recent Graduates of WA Teacher Preparation Programs Who Agree that They Received Training in TPEP-relevant Skills.....	22
Table 9:	District Use of State Funds to Support Professional Development for TPEP .....	23
Table 10:	Teacher Training Funds Applications: Professional Development Topic by Region, Framework, and Enrollment .....	24
Table 11:	Teacher Training Funds Applications: Professional Development Training by Targeted Audience .....	24
Table 12:	Teacher Training Funds Applications: Planned Training to be Provided by External Provider, by Region, Framework and Enrollment.....	25
Table 13:	Teacher Training Funds Applications: Planned iGrant 664 Usage by Region, Framework, and Enrollment .....	26
Table 14:	Summary of 11 Case Study Districts Use of Teacher Training Funds .....	27
Table 15:	Teachers’ Ratings of the Usefulness of Various Sources in Informing their Goal Setting for Student Growth.....	31
Table 16:	Teacher Views on Specific Supports and Evaluation Issues.....	32
Table 17:	Teacher Confidence Regarding Goal Setting and Evidence of Student Growth .....	33

Table 18:	Perceived Goal Setting Challenges Faced by Teachers .....	33
Table 19:	Teacher Confidence Regarding Assessments and Measuring Student Growth .....	35
Table 20:	My district provided examples of measures/evidence of student learning that teachers can use .....	35
Table 21:	Types of Assessments Teachers Plan to Use as Evidence of Student Growth for Purposes of the Evaluation.....	36
Table 22:	Teacher Views on Usefulness of Additional Training .....	39
Table 23:	Number of Years Principals and Assistant Principals Have Evaluated Teachers on TPEP .....	40
Table 24:	Principal and Assistant Principal Self-Rating of Ability to Support Teachers with TPEP Tasks .....	41
Table 25:	School Administrators Rating of the Usefulness of Supports for Teacher Evaluation .....	42
Table 26:	District Administrators Perceptions of the Challenges Faced by Principals with Regard to TPEP .....	42
Table 27:	Mean Number of Teachers that Principals and Assistant Principals Reported Evaluating on Focused and Comprehensive Plans in 2014-15 School Year .....	43
Table 28:	Principal and Assistant Principal Time Spent on TPEP Related Activities Per Week .....	45
Table 29:	Principals' Ratings of the Usefulness of Staff Support in their School with TPEP Implementation, if the Staff Support was Available .....	47
Table 30:	Teacher Collaboration on Activities Related to Evaluation.....	49
Table 31:	Extent of Teacher Collaboration on Activities Related to Evaluation with Grade Level, Department or PLC.....	50
Table 32:	Principal/Assistant Principal Views on the Collection of Evidence of Student Growth .....	51
Table 33:	Individual Use of eVAL and Other Electronic Tools.....	53
Table 34:	Choice of Electronic Tool .....	54
Table 35:	Teacher and Principal/Assistant Principal Views About eVAL .....	55
Table 36:	District Use of eVAL and Other Electronic Tools.....	55

Table 37:	My district has provided information on how the teacher evaluation is connected to Common Core State Standards .....	64
Table 38:	Teacher Views of Evaluation System.....	69
Table 39:	School Administrator Views on Evaluation System.....	70
Table 40:	Perceived Impact of TPEP Implementation on Student Learning .....	71
Table 41:	Perceived Impact of TPEP Implementation on Professional Growth .....	72
Table 42:	Perceived Obstacles to TPEP Implementation.....	76
Table 43:	Administrator Views on Use of SBAC for Evaluation.....	78

## Executive Summary

---

This report examines the implementation of Washington's Teacher and Principal Evaluation Project (TPEP), with a specific focus on what practitioners need to successfully implement the teacher evaluation, and the ways that districts are using state funding for professional development and support. The study weaves together analyses from statewide surveys, use of teacher training funds, and district case studies to provide an integrated account of the issues that Washington schools and districts have faced in the first two years of statewide implementation.

In this mixed-methods study, quantitative data was collected in the spring of 2015 via an online survey of staff involved in the state's teacher evaluation. Random and stratified random sampling strategies created statistically representative samples of the state's teachers, principals, assistant principals, TPEP leads, and superintendents for survey purposes. An analysis of all district teacher training grant applications (iGrants 664) for the 2014-15 school year was also conducted. Qualitative data was gathered in eleven purposefully-selected case study districts across the state. These eleven districts vary by size, regional location, instructional framework selected, implementation timeframe, and the demographic characteristics of the students served.

The revised teacher and principal evaluation system in Washington state has resulted in an extensive and complicated change in district and school policy and practice. By design, the state policies governing TPEP allowed for local decision-making discretion in several respects, thereby providing districts with greater flexibility in adapting it to their local context. Given this local discretion, it is not surprising that substantial variation exists in how districts have transitioned to TPEP. The findings from this study suggest that implementation of the revised evaluation system created some conditions for the improvement of teaching and learning, but also resulted in additional challenges for local school systems. Though school and district contexts differ considerably, the findings illustrate aspects of TPEP implementation that were common across multiple settings.

### District Context and Strategies for Transition

The phased implementation design of the revised evaluation system has resulted in a varied transition experience, with districts at different stages of implementation. Districts that participated as early implementers in pilot or Regional Implementation Grant activities have had more time to learn about the evaluation system, select an instructional framework, and pilot it with a portion of teachers, even while state policies were being developed. Districts that waited longer to introduce their staff to TPEP may have learned from earlier districts' experiences, but have undergone many of the same implementation challenges.

Districts face a considerable task in bringing all certificated instructional staff onboard with conceptual knowledge of the instructional framework, as well as its practical application for the purposes of the evaluation, and the specific requirements of comprehensive and focused evaluation plans. Some districts decided that virtually all teachers would be evaluated on either a comprehensive or a focused evaluation in the first year of statewide implementation. Other districts chose to stagger staff participation over three years. Survey data indicate that by the spring of 2015, a majority of teachers had been evaluated for two or more years on TPEP, and nearly all principals and assistant principals have formal responsibilities as evaluators.

One of the most substantial changes to the state's teacher evaluation system has been the adoption of instructional frameworks as models for effective teaching. Washington educators indicate that the use of an instructional framework has created space for a different kind of professional conversation about effective teaching practices. Not only have the frameworks provided a common language for educators to talk about teaching, but a majority of teachers agreed that they are using the frameworks to discuss effective teaching. However, a higher proportion of teachers in elementary schools indicate that the framework is used to discuss effective practices as compared with teachers in middle school or high school, a finding that is statistically significant.

Given the role of the instructional framework in the evaluation process, it is important that teachers and administrators have a deep understanding of their district's framework, as well as how it relates to the evaluation. After two years of statewide implementation, survey data suggest that school and district staff have considerable knowledge of both the evaluation process and the instructional frameworks. Most teachers report that they are somewhat or very familiar with the framework, as are nearly all principals and assistant principals. However, from the principals' perspective, *teacher* knowledge of the instructional framework does pose a challenge to TPEP implementation (46% of principals and assistant principals considered it a moderate challenge and 17% consider it a great challenge). On the other hand, most superintendents and TPEP leads have confidence in *principal* knowledge of the instructional framework.

## **Professional Development and Supports**

Professional development and training regarding TPEP has evolved over time. Early efforts often placed an emphasis on the framework and overall evaluation process. More recently, districts have emphasized the need to develop local capacity to support ongoing training. Because of the complexity of the evaluation process (e.g., different frameworks, comprehensive and focused plans) and regular staffing changes due to turnover and other factors, the case study districts all emphasized the need for ongoing professional development. Some districts have brought in framework trainers or specialists to present the instructional model, highlight vocabulary, watch videos, and have their staff complete self-assessments. Often through a combination of contracted professional development days, compensated training outside the workday, and regular grade or content level team meetings or Professional Learning Communities (PLCs), districts have sought to create time and space for professional dialog.

In the first two years of statewide implementation, districts were invited to apply for teacher training funding (iGrants 664) to support TPEP implementation. Seventy-nine percent of superintendents indicated that their district had received state funds for TPEP implementation in the 2014-15 year. Of the districts which received funding, nearly all used some portion of the funds to provide professional development on the instructional framework, focused training on writing student growth goals, collecting evidence of student growth, and/or the Common Core State Standards. Proportionately fewer districts reported using state funds for training on assessment literacy and to support use of electronic tools (such as eVAL).

Sixty-one percent of districts that applied for teacher training funding reported that they planned to use one or more external training providers for professional development. Of these, support from an ESD was the most common, reported by 91 districts. Substantially fewer districts in the Central Puget Sound region planned to use trainers from their ESD, than districts in the rest of Western Washington or Eastern Washington. More than half of smaller districts (those with an



enrollment under 1,000) planned to seek support from the ESD, as compared to only 19% of the largest districts. The most frequently cited use of funding in the “Planned Expenditures” section of the application was for compensated time for teacher training outside the normal workday. Another common use of funds involved hiring substitute teachers.

The case study districts described important contextual factors that shaped their ability to effectively use the teacher training funds, including the impact of substitute teacher shortages in some regions, district size, and amount and stability of the funding. In certain regions of the state, substitute teachers have been in short supply, and their availability has impacted delivery of professional development. Where this was the case, all or most training was conducted outside of the school day because of the difficulty in hiring substitutes. Another factor impacting use of teacher training funds was district size. For larger districts, the sheer number of teachers to be trained influenced how professional learning opportunities were constructed. Rural remote districts faced the challenge of travel time and distance, as well as training that wasn’t specific to their local context. The amount and stability of the funding was another factor that impacted how administrators prioritized spending for professional development activities.

Districts were invited to provide feedback on what they needed in terms of teacher training. The question: “What assistance do you need to support TPEP implementation?” was posed in interviews, open-ended survey items, and the teacher training grant application itself. Review and analysis of this data surfaced several reoccurring themes which include continued funding with greater flexibility, a streamlined application process, and greater access to information and qualified trainers. State teacher training funds have provided a useful supplement to ongoing efforts by districts to transition staff to the evaluation system, but most districts have needed to expend substantially more financial resources to provide adequate training for their staff.

In many districts, goal setting and collection of evidence of student learning have been areas of emphasis, as they have proved challenging for teachers. A majority of teachers surveyed identified classroom assessments that they developed to be very useful in informing their goal setting, and over half of teachers identified conversations with other teachers about the progress of their students as very useful. Substantially fewer teachers identified state standardized tests as useful in this regard. The challenge of how to practically work out goal setting for student growth with staff does not diminish the fact that most educators who are involved in TPEP believe that paying attention to student growth is beneficial to the teacher evaluation process. In the statewide survey, over three-quarters of teachers agree either somewhat or strongly that examining student growth is a useful part of teacher evaluation.

Survey findings suggest that teachers statewide exhibit a relatively high level of confidence in their ability to set goals for student growth, though school and district administrators hold somewhat differing views. Administrators identified goal setting as one of the greatest challenges facing their teachers with regard to the evaluation. A second challenge widely agreed upon by school and district leaders was the ability of teachers to use formative or summative measures in developing goals. Teacher time for collaboration in setting goals was also noted as a significant obstacle by building administrators.

Use of appropriate measures of student learning naturally leads to issues of assessment literacy - an area where educators may have gaps in their knowledge. Findings suggest that districts and schools have struggled to determine the best measures for student growth. The collection of evidence, the role teachers play in gathering evidence, and the demonstration of student growth have been among concerns related to TPEP implementation. For most districts, even those with previous experience in using instructional frameworks, there had not been a prior

focus on using evidence of student learning in this way. Formative assessment, in particular, is essential for the revised evaluation system to work as designed. Teachers may understand the student growth requirement, but they may not know how to choose the right type of assessment to demonstrate student growth, or how to match the assessment to the needs of their students. In terms of what teachers collect as evidence of student growth for the evaluation, the vast majority of teachers planned to use classroom-based assessments, pre/post unit tests, or assessments developed by their department, grade level or PLC. School and district administrators reported that they primarily encourage their teachers to use these types of assessments as well. Educators in the case study districts indicated a need for additional, appropriate assessments, which can support the integrity and reliability of the evaluation process. They also requested training in how to use these assessments to inform student growth goals.

The TPEP process pushes professional learning by exploring what instructional practices may be lacking within school settings, and what supports might be needed for teachers. It also reveals that teachers in particular roles (e.g., special education, PE, art, and other specialists) may benefit from both differentiated supports and greater integration and inclusion in professional learning communities. Teachers in certain subject areas or specialist assignments indicate that the evaluation doesn't always neatly fit or productively inform their work. The case study districts provided some illustrative examples of how specialist teachers have been supported with TPEP implementation.

Building administrators carry much of the load in the implementation of TPEP, which has meant both directing the process and learning it while TPEP has been under development. The revised evaluation system has placed a sharp focus on the instructional leadership skills of principals. Indeed, 84% of school administrators agreed either somewhat or strongly that implementing TPEP has allowed them to focus more on instructional leadership. Nearly all principals and assistant principals agreed (39% strongly and 45% somewhat) that their district provided ongoing training for them to continue their growth as a teacher evaluator. However, school administrators' comments strongly indicated the need for additional training, particularly around goal setting, data use and assessments, and rater reliability for consistency and calibration. They expressed a desire for more collaboration time with other administrators, and opportunities for mentoring with experienced senior staff. Principals and assistant principals also had questions about how to evaluate non-core teachers, and requested support in how to have difficult conversations and work with struggling teachers.

A somewhat unanticipated consequence of changes to the statewide teacher evaluation system has been the need for greater administrative support to conduct the teacher evaluations. In some cases this has resulted in more part-time and full-time assistant principals in schools, particularly at the elementary level. Adding a full or part-time dean of students, reassigning the duties of an assistant principal to support TPEP evaluations, and adding time from an instructional coach were other frequently mentioned ways to support teacher evaluation. In addition to changes in staffing at the building level, 30% of superintendents and TPEP leads surveyed reported adding or re-allocating staff at the district level.

In many educational settings, TPEP has prompted collaborative work between the principal and individual teacher, in groups of teachers working together, and among educators at various levels of the system. Despite the value teachers and principals see in collaborating on TPEP activities, these findings suggest that realistically, some staff may not have many opportunities for this work. In particular, challenges may exist for secondary teachers, and those who work in specialized roles. Conversations in the case study districts also revealed the extent to which

educators appreciate opportunities to learn what other districts are doing, and in some cases, work together to organize professional development activities.

Technological tools have played a role in the implementation of TPEP, but many districts have chosen to focus on other aspects of the teacher evaluation to give time for further support and refinement of the tools. Of the survey respondents who use only one electronic tool, the majority of educators report using eVAL, a tool that was locally developed for use in Washington state. The use of eVAL was more commonly reported for districts in Western Washington outside of the Central Puget Sound, than in Eastern Washington or the Central Puget Sound region; it was more common in smaller districts than in those with intermediate or large student enrollments, and more common in districts with high and intermediate poverty levels than in those with low proportions of students who qualify for free or reduced price lunch.

## **Factors Impacting Implementation**

A variety of factors have influenced the way TPEP has been implemented in different schools and districts across the state. These factors range from implementation schedules and frameworks to district size and regional location, as well as school size and level. Analyses of superintendent and TPEP lead survey data, as well as case study data, suggest that districts with very small or much larger student enrollment numbers face distinct challenges when trying to implement the evaluation system. Time was the main challenge that small districts faced, as compared to their larger counterparts. Smaller districts often have fewer staff among which to distribute the workload. Larger districts also face their own challenges, particularly with collecting and managing data, as well as providing professional development to large numbers of staff. Finding a sustainable model to deliver professional development can be particularly difficult for very large districts. While districts with fewer staff can hire trainers to train building staff, this strategy may not work with districts above a certain size. Geographic location can also clearly dictate how implementation plays out, particularly when considering professional development. Rural remote districts often have a much harder time accessing ESD resources.

Teachers in various school levels also bring different perspectives on TPEP. When conducting detailed analyses of teacher survey responses, statistically significant differences across respondents' school levels (elementary, middle, high) emerged most frequently, as compared to differences across years of experience, school poverty level, and region of the state. Broadly speaking, elementary school teachers were more likely than secondary teachers to report positive and productive TPEP-related experiences. For instance, when compared to their middle and high school counterparts, a higher proportion, and often a majority, of elementary school teachers reported the following concerning their TPEP-related work: 1) a higher degree of usefulness of department/grade level/PLC, school, district, and state-developed assessments, 2) adequate time, opportunity, and shared interest around collaborating with their peers on student growth goals, assessments, and related instruction, 3) a positive perception of school and/or district-level TPEP support and training, 4) more comfort with electronic tools like eVAL, and 5) a positive perception of TPEP's influence on high expectations for student learning.

The poverty level of a school is inevitably related to other complex factors and issues, many of which likely contribute to differences in the practice of evaluating teachers. Findings from this study suggest that a higher percentage of superintendents from high-poverty districts report positive impacts as a result of TPEP, in areas such as the professional growth of teachers, the focus on relevant instructional issues, and their understanding of the quality of instruction in their districts. At the school level, data suggests that low poverty schools are more likely to have

administrators who have been evaluating on TPEP for three or more years, as compared to high poverty schools. This difference in level of evaluator familiarity with TPEP could have an impact on the evaluation experience of teachers.

Given the important role that teachers' associations play in the evaluation process, superintendents and TPEP leads were asked about the impact that the revised system has had on the relationship between their district and the teachers' association. Almost half of respondents indicated that TPEP has had a very positive or somewhat positive impact on this relationship (47%). Thirty-six percent reported that it has had no impact, 16% stated it has had a somewhat negative impact, and no participants stated that it has had a very negative impact on the relationship. Case study findings also suggest that, for most districts, early conversations with teachers' associations proved critical to productive engagement in the TPEP implementation process.

Other factors that have impacted TPEP implementation include introducing the revised evaluation system concurrently with other major statewide initiatives, such as the Common Core State Standards and new assessments under the Smarter Balanced Assessment Consortium (SBAC), as well as a lack of consistency in communication about TPEP both at a broad conceptual level and at a detailed, procedural level. Because the evaluation system has many complex levels and components, there are multiple opportunities for miscommunication or confusion.

## **Educators' Views of the Evaluation System**

The majority of educators participating in this study agree that the revised evaluation system has a number of benefits, but concerns about time and workload are significant. Overall teachers were somewhat pessimistic in their opinions about TPEP. Despite the fact that a primary goal of the evaluation system is to improve instruction, only slightly more than half of teachers felt that TPEP would have a positive impact on the quality of their instruction. However, closer examination by years of teaching experience indicates that novice teachers (0-4 years of experience) were significantly more likely to feel that TPEP would improve their instruction than teachers with more years of experience. School administrators held more positive views of the evaluation than teachers. With respect to instructional improvement, over four-fifths of principals and assistant principals felt that TPEP had enabled them to increase their focus on instructional leadership, or helped them to support teachers who needed improvement. Additionally, over two-thirds of school administrators reported that TPEP had helped improve the quality of professional collaboration in their buildings. However, over 90% of principals indicated that their evaluation responsibilities have limited their ability to engage in other essential duties, and 80% reported that they spend less time interacting with students.

By far, the most significant concern about this process is the amount of time spent on evaluations. Educators cited the amount of time that TPEP requires of teachers and evaluators, because they are writing growth goals, collecting and analyzing evidence, reflecting, conducting pre and post conferences, scripting, writing evaluations, and completing other related activities. Although engaging in these activities was perceived as worthwhile by some, they may detract from the time teachers need and want to spend on teaching and helping their students. While many felt that the concept and goals of TPEP were valuable, they also expressed concern that the original intent of the policy was not being realized, because of these time requirements. The essence of this problem was summarized in this question from a principal: *"How do we make*

*such an important and impactful process/practice efficient enough that it is manageable?” The answer could be critical to the eventual success of this policy.*

Another major concern across all groups was that the state legislature or state agencies would make broad policy changes to the evaluation system, which could disrupt the extensive work that many districts have already invested in this process. Related to this issue of policy changes is the possibility of using state tests to measure student growth, and whether the Smarter Balanced Assessment Consortium (SBAC) tests will be included as a component of teacher evaluation in the future. Overall, the vast majority of administrators were either undecided or against using the SBAC as a measure of student growth for the purposes of the evaluation. Educators are hoping that policymakers will step back and allow enough time for the TPEP implementation process to unfold, such that teachers and administrators can become proficient in utilizing the evaluation system.

## **Policy Implications**

Educators in this study reflect a variety of views on the revised evaluation system, but most share the belief that it should promote a conception of teaching and learning that supports continuous improvement over the long haul. Moreover, many agree that incorporation of the instructional frameworks has been among the most valuable aspects of the evaluation process because of the coherence it provides in ongoing instructional improvement efforts. Based on the findings from this study, we suggest six ways to support and sustain the efforts of schools and districts as they continue their transition to the revised evaluation system:

### ***Allow greater flexibility in the use of state funded professional development***

Given the wide range of districts in Washington state, a high degree of flexibility in the use of state funding is necessary for them to be able to take full advantage of these resources. Districts face substantially different implementation challenges based on their enrollment size, regional location, capacity, and other contextual factors. In order for them to most effectively meet the needs of their staff, they need greater discretion in how they choose to provide professional development, and who they provide it to.

### ***Provide continued support for ongoing and integrated professional development***

TPEP is a complex evaluation system, and school and district staff will require ongoing training and support beyond the statewide implementation period. Understanding the content of the specific framework adopted by the district, district-specific implementation strategies, as well as the requirements for a comprehensive and focused evaluation mean continuing professional development is needed for both new hires, and staff transitioning from one plan to another. Differentiated supports should be provided for both principals and teachers.

### ***Promote greater communication and collaboration between districts***

Many educators place great value on the lessons they learn from their colleagues. In particular, they hoped for more opportunities to collaborate with those in other districts, so they could seek out new ideas and share best practices. Helping districts to connect with each other – particularly smaller districts – is a strategy that could prove beneficial for all those involved. As one person put it, “Why reinvent the wheel when so many other people are doing this work and doing it well?”

***Invest in capacity building for long term sustainability***

TPEP is a resource-intensive process that can strain school and district systems, especially when multiple initiatives converge. Some districts have restructured their staffing and human resources in order to meet these demands, but many districts with fewer resources have not been able to adopt this strategy. Instead, long-term solutions for streamlining this work should be considered, such as training district staff as framework specialists. Districts will vary in their approach, but some have integrated TPEP with other improvement initiatives such that coaches and instructional staff are able to provide additional support on multiple initiatives simultaneously. The more districts are able to consolidate these efforts, the greater the likelihood that evaluation work can become more manageable.

***Provide additional training and supports for principals***

As one administrator put it, we need to “Put the P back in TPEP.” The long-term sustainability of this evaluation system is critically dependent on supporting the administrators who are doing the work. Principals and others who are evaluating teachers require additional professional development to become skilled and consistent. New administrators who have been hired to support this process need even more support as they grow into their leadership roles.

***Keep the policy but streamline the process***

In general, teachers and administrators support the idea of an evaluation system that is based upon principles of instructional improvement. However, they are also clear about the practical challenges of implementing this system on the ground. While educators have voiced clear opposition to further changes to this policy, they have also tried to come up with ways to streamline the logistics of this work so that it is manageable on a long-term basis. Continuing to explore strategies for improving efficiency of the evaluation process could support long-term sustainability.

TPEP has resulted in a complex change in school policy and practice in Washington state. Most educators are taking the implementation effort seriously, but a change of this magnitude can take years, as it touches on many aspects of schooling. Nevertheless, many school and district leaders consider TPEP to be the best option available at the present time for teacher evaluation, and they would encourage state policymakers to stay the course. An ongoing challenge will be how to support and sustain the efforts of schools and districts to productively engage staff in the process.

## Introduction

---

This final report was prepared for the Office of Superintendent of Public Instruction (OSPI), and presents findings from a University of Washington research study on the implementation of Washington's Teacher and Principal Evaluation Project (TPEP). This research focuses on what practitioners need to successfully implement the revised evaluation system, and the ways that districts are using state funding for professional development and support. Data for this study were collected over a six month time period, during the second year of statewide implementation. To examine the issues that Washington districts and schools face as they implement TPEP, we surveyed educators statewide, conducted focused case study work in eleven districts across the state, and analyzed the use of state funding to support district professional development.

The report begins with background information on TPEP in Washington state, followed by a brief discussion of relevant literature on teacher evaluation, and a description of study questions and methods. We then provide a discussion of findings, and conclude with potential policy implications.

## Background on the Teacher and Principal Evaluation Project

---

### Teacher Evaluation in Washington State

Over the past decade, a flurry of state and federal initiatives – including changes in teacher evaluation systems – have aimed to improve teacher quality. Like many states throughout the nation, Washington state adopted legislation (Senate Bill 6696, passed during the 2010 legislative session) to move from a two-tier system of satisfactory/unsatisfactory teacher evaluation to a four-tier system. The legislation also created eight new criteria on which teachers were to be evaluated and required that districts select one of three approved instructional frameworks<sup>1</sup> to help align instruction with the state standards, and focus on a common language around quality teaching.

The state identified two types of evaluations: comprehensive and focused. Teachers on provisional or probationary status must be evaluated on the comprehensive evaluation, meaning that the evaluation must assess all of the state's eight criteria in developing the evaluation rating. All classroom teachers must receive a comprehensive summative evaluation at least once every four years. Evidence of student growth is a key component of the revised evaluation system, as identified in three of the eight criteria. A subsequent bill provided additional specification about student growth measures, and mandated that student growth data must be a substantial factor in evaluating the summative performance of certificated classroom teachers. It

---

<sup>1</sup> The three instructional frameworks are: Charlotte Danielson's Framework for Teaching, the Marzano Teacher Evaluation Model, and the Center for Educational Leadership's 5D+ Evaluation Rubric (CEL). Descriptions of these frameworks can be found at: <http://tpep-wa.org/the-model/framework-and-rubrics/>

is student *growth* in subject-matter knowledge, understanding, and skill between two points in time – not student achievement – that is relevant as a form of evidence for use in the state’s teacher evaluation system. According to the legislation, state tests can be used to measure student growth, but districts are not required to use them.<sup>2</sup> Specifically, the current statutory language defining measures of student growth is:

*Student growth data that is relevant to the teacher and subject matter must be a factor in the evaluation process and must be based on multiple measures that can include classroom-based, school-based, district-based, and state-based tools. Student growth data elements may include the teacher’s performance as a member of a grade-level, subject matter, or other instructional team within a school when the use of this data is relevant and appropriate. Student growth data elements may also include the teacher’s performance as a member of the overall instructional team of a school when use of this data is relevant and appropriate. As used in this subsection, “student growth” means the change in student achievement between two points in time. (Revised Code of Washington 28A.405.100)*

The use of multiple measures of student growth in teacher evaluation adds a fundamentally new and complex feature to the teacher evaluation system. This grassroots approach – the variety and discretion districts are allowed in their use of student growth measures, and their implementation of the revised system overall – makes Washington state a particularly interesting case by which to examine how student growth measures are being used to inform teacher evaluations, and how educators adapt to these changes across various levels of the educational system.

Practitioners, policymakers, and researchers have described the inadequacies of traditional teacher evaluation for many years, both within the United States and abroad (Isore, 2009). It has been noted that status quo evaluation systems rarely (if at all) identify teachers as unsatisfactory (Darling-Hammond, Amrein-Beardsley, Haertel, & Rothstein, 2012; Gitomer et al., 2014; Weisberg, Sexton, Mulhern & Kelling, 2009). In addition to this very basic critique, issues such as the lack of a shared understanding around definitions of and strategies for effectiveness, the lack of established standards for effective teaching, an insufficient focus on student learning, too little time and attention paid to the evaluation process, and lack of guidance on how evaluation can inform the improvement of instructional practices are cited as reasons why teacher evaluation is in need of improvement (Accomplished California Teachers, 2015; Darling-Hammond, 2013; OECD, 2009; Heneman & Milanowski, 2003; Toch & Rothman, 2008; Weisberg, Sexton, Mulhern, & Keeling, 2009).

While a consensus has emerged that teacher evaluation is in need of fundamental change, there are widely disparate views about the *purposes* of teacher evaluation systems as well as the *approaches* to designing and implementing an improved system.

---

<sup>2</sup> Washington recently lost its federal waiver under No Child Left Behind for not mandating the use of state tests in teacher evaluations.



## **Purposes of Teacher Evaluation**

Simply stated, there are two fundamental purposes for teacher evaluation: accountability and improvement (Hargreaves & Braun, 2013; Papay, 2012). Accountability systems have primarily focused on using teacher evaluation to make decisions about hiring, firing, tenure or salary. In recent years, evaluation for accountability purposes has included measures of how teachers contribute to student learning. This implies a high-stakes system of evaluation, and one that is currently being debated, designed or implemented in many states (Lavigne, 2014).

In contrast, evaluation for improvement uses the process to inform decisions about the kinds of professional learning opportunities needed to help teachers and schools engage in continuous improvement (Accomplished California Teachers, 2015; Danielson, 2011; Gitomer et al., 2014; Goe, Biggers, & Kroft, 2012; Looney, 2011). Darling-Hammond (2013) conceptualizes teacher evaluation as part of a teaching and learning system with five elements: 1) common state standards, 2) performance-based assessments based on those common standards, 3) local evaluation systems aligned to the state standards, 4) professional learning opportunities that support quality teaching, and 5) support structures for evaluators and others involved in this process. Gitomer et al. (2014) also reinforce the need for a teacher evaluation system that is supported by professional development opportunities aligned with teachers' learning needs.

While these two purposes of accountability and improvement represent distinctly different viewpoints, accomplishing each goal raises similar questions regarding the extent to which an evaluation system is valid, reliable, and fair. The use of evidence in both systems is also under debate – both the specific forms of evidence, and its role in shaping evaluations. Consequently, several approaches to the design and implementation of teacher evaluation systems have emerged.

### ***Approaches to Design and Implementation***

Regardless of the extent to which teacher evaluation systems are designed for accountability or improvement, they raise the question: how can we effectively measure the impact that teachers are having on student learning? For example, to what extent are changes in standardized test scores appropriate measures of teacher effectiveness (Accomplished California Teachers, 2015; Harris, 2011; Jiang, Spote & Luppescu, 2015)? Two recent factors have made it easier to use these results to evaluate individual schools and teachers: the increased focus on annual standardized testing, and technological advancements and investments in developing longitudinal databases (Papay, 2012). Thus, value-added models have become increasingly possible as a method to gauge teacher effectiveness. However, value-added methodologies are replete with many thorny substantive and technical challenges such as estimation errors, which hinder the development of valid and reliable estimates of effectiveness (e.g., McCaffrey, Sass, Lockwood & Mihaly, 2009; Reardon & Raudenbush, 2009). Several researchers note concerns about the possible negative consequences of these methodologies, such as their negative impact on the development of social capital in schools, corruption, and the difficulties that they may create for staffing high-needs schools (e.g., Ballou & Springer, 2015; Braun, 2015; Darling-Hammond, 2015 Jiang, Spote & Luppescu, 2015; Stronge, Ward & Grant, 2011). Another

challenge of this approach involves the evaluation of teachers who do not teach subjects or grades in which state tests are available (Goe & Holheide, 2011; Taylor & Tyler, 2012) and of those working in special education. Nevertheless, many states have moved forward with the design and implementation of teacher evaluation systems that explicitly use measures of student academic performance, including standardized test scores (Steele, Hamilton, & Stecher, 2010; Stronge, Ward & Grant, 2011). It is important to note that student test scores are not used as the sole measure in teacher evaluation systems. On the contrary, multiple measures of teacher effectiveness are being incorporated in the design of new systems. Steele, Hamilton & Stecher (2010) describe two reasons for relying on multiple measures: (1) they improve the completeness and accuracy of judgments about teacher effectiveness, and (2) they address the issue of non-tested grades and subjects.

Implementing teacher evaluation systems that use multiple measures of student performance implies that variation will exist in the specific measures to be used. This is true irrespective of whether the primary purpose is for accountability or for improvement. Aside from standardized tests results, other measures of teacher effectiveness may include classroom-based assessments, benchmark assessments, portfolios, student surveys, and observational assessments, including peer review (Bill and Melinda Gates Foundation, 2013; Darling-Hammond, 2013; Goe, Biggers, & Croft, 2012; Humphrey, Koppich, Bland & Bosetti, 2011; Steele, Hamilton, & Stecher, 2010). States and districts that use multiple measures of student performance in the design of their evaluation systems are exploring ways to ensure the validity and reliability of their scoring systems. Even though a uniform set of strategies to establish reliability, validity, and consistent training for evaluators has not yet emerged (Accomplished California Teachers, 2015; Herlihy et al., 2014), the collaboration between teachers and school administrators is often cited as a way of ensuring fairness, trust and accuracy (Hargreaves & Braun, 2013).

### ***Study Conceptualization***

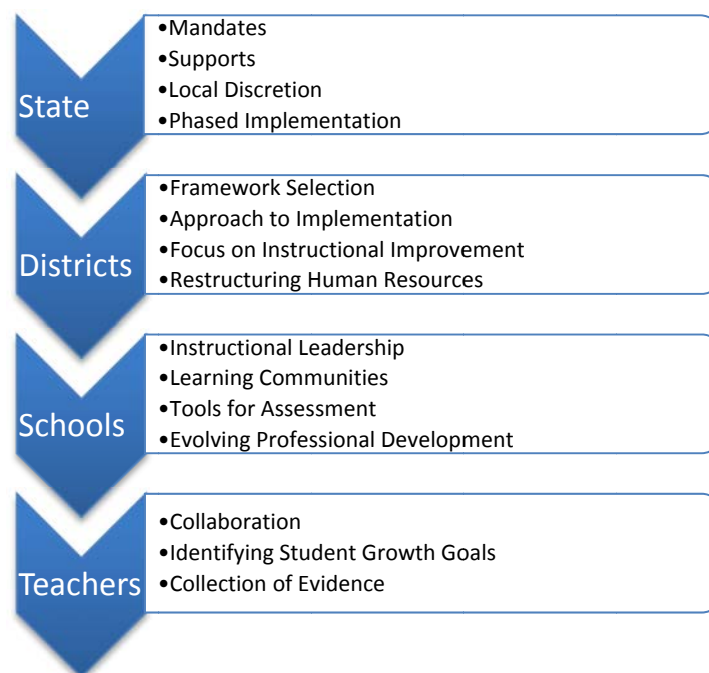
This study seeks to improve our understanding of how local educators have responded to Washington's revised teacher evaluation system, contributing to a growing body of similar research nationwide. We draw from the education implementation literature (McDonnell & Elmore, 1987; McLaughlin, 1987; Spillane, Reiser & Reimer, 2002; Cohen & Hill, 2008) to inform our conceptualization of Washington state's teacher evaluation policy. Specifically, we view the state's policy as a case of state mandates that are accompanied by some state-funded supports, some local decision-making discretion, and a phased implementation design. For example, by design, districts have some discretion in selecting an instructional framework but were required to select from among the three identified by the state.

State supports include state or regionally-provided professional development and additional resources for locally-provided implementation support. Districts have some discretion in identifying the number of teachers to be evaluated on either a focused or comprehensive evaluation for each of the three years of phased implementation, but in accordance with state requirements, were required to utilize a comprehensive evaluation for novice teachers in their first three years. In turn, districts could allow individual schools discretion regarding their

implementation schedule, professional learning opportunities, and the focus of their evaluations. Finally, and perhaps most significantly, teachers have some decision-making discretion in selecting the student growth goals and forms of student growth evidence used in their individual evaluations.

Given this type of implementation design, we should expect to see variation in local responses at the district, school, and classroom levels. In Figure 1 below, we illustrate some of the key constructs we expect to be present in the implementation of the state's teacher evaluation policy. This conceptualization informed the design of our data collection instruments (e.g., surveys, interview protocols), our strategies for data analysis, and the conclusions and implications we identify.

Figure 1: Key Constructs in the Study of TPEP Implementation



## Grants for Professional Development Training

In 2010-11, eight Washington districts and one regional consortium consisting of an additional eight districts developed models of evaluation systems. These pilot districts received funding from OSPI and participated in a steering committee that advised the state regarding the implementation of the revised teacher evaluation system. In 2011-12, these districts piloted their evaluation models. In that same year, an additional 70 districts received Regional Implementation Grants (RIGs) to help them learn about the work of the pilot districts and prepare for implementation of the revised system. An additional 138 districts received RIG support in 2012-13. In total, 208 of the state's 295 districts received some type of support to prepare for implementation. Starting with the 2013-14 school year, all districts were required to begin initial implementation of the revised evaluation system. In the first year, the minimum

requirement for all districts was to implement the evaluation system for teachers who were on provisional status (those with less than three years of teaching experience) or probationary status.

In the last two years, the Washington Legislature provided funding to districts to support TPEP implementation. The 2013 Legislature appropriated \$10 million to be used that year, and in 2014 authorized \$5 million in grant funding to districts “solely for the provision of training for teachers in the performance-based teacher principal evaluation program.” The 2014 grants for teacher training were based on the percentage of the state’s total teachers employed by the district as of October 1, 2013, at a rate of approximately \$85 per teacher. The funds were to be expended during the 2014-15 school year. Priorities for the grant were as follows: (1) teachers new to the district; (2) teachers being transitioned in 2014–15; (3) teachers transitioned in 2013–14; and (4) teachers who will transition in 2015-16. Districts could choose to augment these funds with other locally available resources, and were encouraged to focus on evidence gathering, formative assessment, and student growth. As part of this research study, we examine district participation and use of these teacher training funds during the 2014-15 school year.

## Research Questions and Methods

---

### Research Questions

We used a mixed methods research design to explore the issues faced by districts and schools as they implement the state’s revised evaluation system. Through the use of statewide surveys and district case studies, we identify issues that teachers, and school and district leaders describe in the implementation process. We also describe and analyze how teacher professional development resources are used to support TPEP implementation. To do so, we pose the following primary and subsidiary research questions:

*Research Question 1: What do practitioners involved with TPEP implementation need to successfully implement the revised evaluation system?*

- How are teachers being supported in goal setting and the collection of evidence of student learning? What are teachers’ views about the quality and usefulness of the feedback they receive from the evaluation process?
- In what ways has TPEP implementation impacted teacher collaboration?
- How are principals and assistant principals being supported in their role as evaluators?
- How are issues related to the availability of student assessments and the assessment literacy of teachers and principals being addressed?
- In what ways are district improvement initiatives, including implementation of the Common Core State Standards, being integrated with TPEP implementation?

*Research Question 2: How are districts using state resources for professional development to support teachers' knowledge and skills with respect to TPEP implementation?*

- What types of professional learning activities have districts provided to assist teachers in learning about TPEP implementation?
- How and in what ways are professional learning activities prioritized and differentiated (e.g., novice vs experienced teachers, grades or subjects taught, year in which teachers are transitioning to the revised system, etc.).
- In what ways have professional development activities focused on evidence gathering, formative assessment, and student growth?
- In what ways, if any, do districts leverage state professional development resources for TPEP implementation with other federal, state, or local resources? How are TPEP professional development activities connected to other state and district improvement initiatives?

## **Methods**

To address these questions, this study employed a concurrent mixed-methods research design (Creswell & Plano Clark, 2011). Specifically, we collected quantitative data via a statewide stratified random sample of educators involved with TPEP implementation, and qualitative data via a strategic sample of eleven districts for case study work. In addition, we conducted a statewide analysis of districts' teacher training grant applications.

The survey data offer a broad source of information concerning TPEP implementation efforts and challenges. Our survey design was informed by a review of other similar surveys and prior work by the UW research team, as well as consultation with knowledgeable practitioners. The surveys feature a common set of items for all participants, but also include items targeted to the participant's professional role (e.g., teacher, principal, district administrator).

In addition to survey items that focus on areas of professional development, we sought to examine the use of state funding for implementation and other relevant issues through a three step process:

- (1) An analysis of state documents regarding the proposed use of state professional development funds earmarked for TPEP implementation;
- (2) Analysis of the applications for teacher training funding (iGrants 664), along with recommendations from practitioners, to inform the strategic selection of districts for case study work;
- (3) Subsequent case study work in selected districts.

The primary qualitative strategy involved semi-structured interviews with teachers, principals, and district staff that were conducted during the spring of 2015, in eleven strategically selected districts across the state. Overall, 26 district administrators and staff, 10 school administrators, and 12 teachers and instructional staff were interviewed, for a total of 44 interviews (some school and district leaders were interviewed together). The interview data were transcribed and

coded, and categorical aggregation was used to establish initial themes and patterns. Analytic memos were developed for the case study districts and examined for cross-cutting and divergent themes. In addition, a variety of archival sources (e.g., district and school implementation plans, teachers' association contracts, and professional development schedules) were collected to offer both qualitative and quantitative information pertinent to the research questions. We triangulated the findings from the descriptive analysis of districts' applications for funding and the case study work, with items on the statewide TPEP survey for a comprehensive analysis.

## **Sample Design, Instruments and Procedures for Statewide Surveys**

### ***Design of Survey Sampling***

Stratified random sampling was the most robust and appropriate method for deriving a sample of teachers and school administrators for the statewide survey. The participants are naturally stratified by regional location and school demographics, and teacher experience is a particularly salient factor in teacher evaluation. The use of a stratified random sample design makes it efficient and economical to collect a sufficient sample for further statistical analyses which are generalizable to the educator population statewide. Additionally, stratification ensures the representativeness of the sample by reducing the risk of losing certain subgroups when simple random sampling is used. A stratified random sampling design was used for teachers, principals and assistant principals. Due to the comparatively smaller number of superintendents and TPEP leads or coordinators statewide, a simple random sample was used for these two groups.

The target populations were the school staff most directly impacted by changes in the evaluation system. Four groups were identified within the target population, which included teachers, principals (containing two subgroups: principal and assistant principal), superintendents, and TPEP leads. This resulted in the creation of five separate sampling frames. Four of the five sampling frames were generated from the state's personnel database (preliminary S-275 for the 2014-15 school year). Data was combined with school and district demographic information to identify key variables for sampling. TPEP leads were identified by contacting each of the state's nine Educational Service Districts (ESDs); their selection is further described in Appendix A.

Based on the population of each group within the state, the size of each sample was determined to be 500 teachers (from the total population of 58,306), 200 principals (from a total of 1,993), 100 assistant principals (from a total of 1,161), 100 superintendents (from a total of 277), and 30 TPEP leads (from a total of 99). Each group was stratified into different cells (stratum) based on school demographics, location, and/or years of teaching experience. The proportionate allocation method was used to determine the distribution of overall sample size into each cell. This method uses a sampling fraction in each of the cells (sample size within the cell over total population within the cell) that is proportional to that of the total population (total sample size over total population). A detailed explanation of the stratification process, sample size within each cell, and final sample is included in Appendix A.

### ***Sampling Procedure***

As previously described, five sampling frames were created for the target population groups, including teacher, principal, assistant principal, superintendent, and TPEP lead. Within each group, every individual was randomly assigned a unique randomized number generated as its identification key using the Statistical Package for the Social Sciences (SPSS) software. Then, all individuals were ranked in ascending order within each stratum. All strata were organized in Excel spreadsheets. To draw a sample from a certain stratum, a fixed number of individuals were drawn from the sheet of the stratum, starting from the first person in the sheet. The fixed amount was calculated using the proportionate allocation method as discussed above. In cases where the person drawn in the sample did not respond to the invitation to participate, the next person in order was selected to be a replacement. This is an alternative method to oversampling, but it requires a smaller sample size and is less costly than oversampling.

A letter was mailed to potential participants at their school or district address, explaining the study and inviting their participation. In order to participate, the person returned a card with their preferred email address for the online survey. To encourage participation, all survey participants were offered a \$50 Amazon.com gift card upon completion of the survey.

The stratified random sampling and simple random sampling designs produced robust results. The teacher, principal and assistant principal groups resulted in a statistically representative sample of the state population based on the sampling frame. For teachers, the analyses revealed no statistical difference between the sample group and the total state population based on region, teacher experience, and school poverty level. We provide further evidence of the representative nature of the groups surveyed in summary demographic tables below. We include some additional demographic characteristics that were not part of the sampling design (e.g., school level). Table 1 describes the characteristics of the teacher sample.

Table 1: Demographic Characteristics of Teacher Sample* Compared to All Teachers Statewide		
	Teacher Sample (n=503)	All Teachers Statewide (N=57,899)
<i>Sampling Criteria</i>		
<i>Region of State**</i>		
Eastern WA	27%	25%
Central Puget Sound (ESD 121)	39%	38%
Western WA (outside ESD 121)	34%	35%
Missing	0%	2%
<i>Teacher Experience</i>		
0-4 years	24%	23%
5-14 years	37%	38%
>15 years	38%	40%
<i>School Poverty Level (FRPL)</i>		
0-35%	34%	33%
>35-58%	33%	33%
>58%	33%	32%
Missing	0%	2%
<i>Non-Sampling Criteria</i>		
<i>School Level***</i>		
Elementary (K-5 or K-6)	54%	48%
Middle School (6-9)	18%	18%
High School (9-12 or 10-12)	20%	25%
Multiple/Other (e.g., K-8, K-12)	8%	7%
Missing	0%	2%

\*Teacher as defined by duty root 31, 32 or 33 in 2014-15 Preliminary S275.

\*\*Region as represented by Educational Service Districts. Central Puget Sound is represented by ESD 121. Western WA (not including ESD 121) is represented by ESDs 112, 113, 114 and 189. Eastern WA is represented by ESDs 101, 105, 123 and 171.

The principal and assistant principal samples as compared to their statewide groups are shown in Table 2. For principals and assistant principals, the analyses revealed no statistical difference between the sample groups and the total state population based on the sampling criteria of school poverty and school enrollment. In order to accurately represent the distribution of the principal groups by school size, we used a different school enrollment cut point for each principal group. For principals we divided the sample by enrollments of greater than and less than 500 students. For assistant principals, the sample was divided by enrollments of greater than or less than 800 students. We did this in order to better reflect the actual distribution of assistant principals at the secondary level. We chose to sample on fewer criteria than for teachers because the statewide population of principals and assistant principals was too small to support smaller statistical breakouts. Summary demographic information for both principal groups is provided in Table 2.



Table 2: Demographic Characteristics of Principal and Assistant Principal Sample Groups\* Compared to All Principals and Assistant Principals Statewide

	Principal Sample (n=162)	All Principals Statewide (N=1,878)	Assistant Principal Sample (n=101)	All Assistant Principals Statewide (N=1079)
<i>Sampling Criteria</i>				
<i>School Poverty Level (FRPL)</i>				
0-50%	55%	55%	62%	59%
>50%	45%	45%	38%	41%
<i>School Enrollment</i>				
<=500	53%	52%	NA	NA
>500	48%	48%	NA	NA
<=800	NA	NA	55%	50%
>800	NA	NA	45%	50%
<i>Non-Sampling Criteria</i>				
<i>Region of State**</i>				
Eastern WA	36%	28%	19%	25%
Central Puget Sound (ESD 121)	28%	35%	51%	42%
Western WA (outside ESD 121)	36%	37%	30%	33%
<i>School Level</i>				
Elementary (K-5 or K-6)	59%	56%	26%	22%
Middle School (6-9)	12%	17%	29%	29%
High School (9-12 or 10-12)	19%	18%	43%	43%
Multiple/Other (e.g., K-8, K-12)	10%	9%	3%	5%

\*Principals as defined by duty roots 21 and 23, and Assistant Principals as defined by duty roots 22 and 24 in 2014-15 Preliminary S275.

\*\*Region as represented by Educational Service Districts. Central Puget Sound is represented by ESD 121. Western WA (not including ESD 121) is represented by ESDs 112, 113, 114 and 189. Eastern WA is represented by ESDs 101, 105, 123 and 171.

The superintendent and TPEP lead participants were randomly sampled. The superintendent sample as a group is statistically representative of superintendents statewide on nearly all demographic characteristics that we examined (e.g., region, instructional framework, student enrollment) with the exception of district poverty level. The TPEP lead participants resemble the group statewide on most district characteristics, but somewhat under-represent those located in smaller or higher poverty districts (the sample is too small to conduct statistical tests for differences). Table 3 presents a comparison of the characteristics of the superintendent and TPEP lead samples.

Table 3: Demographic Characteristics of Superintendent and TPEP Lead Random Sample Groups\* Compared to All Superintendents and TPEP Leads Statewide

	Supt Sample (n=91)	All Supts Statewide (N=274)	TPEP Leads (n=31)	All TPEP Leads (N=97)
<i>Region of State**</i>				
Eastern WA	42%	44%	19%	20%
Central Puget Sound (ESD 121)	13%	12%	26%	31%
Western WA (outside ESD 121)	45%	44%	55%	49%
<i>Instructional Framework</i>				
Marzano	32%	29%	16%	16%
Danielson	27%	37%	52%	46%
CEL 5D+	41%	34%	32%	38%
<i>Enrollment</i>				
999 and under	44%	49%	0%	13%
1,000-4,900	36%	30%	42%	35%
4901+	20%	22%	58%	52%
<i>District Poverty Level (FRPL)</i>				
0-35%	21%	21%	42%	29%
>35-58%	57%	45%	48%	46%
>58%	22%	34%	10%	25%

\*Superintendent as defined by duty root 11 in 2014-15 Preliminary S275. TPEP Leads or Coordinators as identified by each of the nine Educational Service Districts.

\*\*Region as represented by Educational Service Districts. Central Puget Sound is represented by ESD 121. Western WA (not including ESD 121) is represented by ESDs 112, 113, 114 and 189. Eastern WA is represented by ESDs 101, 105, 123 and 171.

### **Instrument and Data Collection**

A separate survey was designed for each educator group: 1) teachers, 2) principals and assistant principals, and 3) superintendents and TPEP leads. Survey items were developed by examining prior statewide surveys commissioned by OSPI, as well as the UW research team's previous survey and case study work regarding TPEP implementation. The survey design included "branched" items that allow different follow-up questions based on participants' responses. While some survey items were common across all types of participants, the majority of survey items were differentiated by role: teachers, principals/assistant principals, and superintendents/TPEP leads. Draft survey instruments were developed and piloted by practitioners, and adjustments were made in response to pilot test outcomes.

The three online surveys were administered through a website managed by the University of Washington which allows participants to receive a unique link to the survey, thereby protecting confidentiality and securing access to verified participants. The online surveys allowed for individualized reminders and follow-up messages to be sent to those who had not yet completed their survey. The finalized online instruments were deployed at the beginning of March 2015, and data collection concluded in early June 2015.

### **Data Analysis**

The finalized dataset included 501 teachers, 162 principals and 101 assistant principals, 91 superintendents and 31 TPEP leads. Total participants included 886 individuals out of a target sample of 930 (95%). Further statistical analyses provide confidence that teacher, principal and assistant principal samples are statistically representative of the state and that results can be generalized to the larger target populations.

Survey responses were analyzed using chi-square analyses across a wide range of variables, to look for potential differences between groups. For teachers, these variables including school level (elementary, middle, high school), years of teaching experience, years evaluated on TPEP, school size, school poverty level (as measured by FRPL), instructional framework, region of the state, teaching role (general education/core content versus specialty areas), and comprehensive versus focused evaluation plan. We also examined differences between principals and assistant principals, and further disaggregated their data by region of the state, school poverty level, school size, school level, instructional framework, and other pertinent characteristics. For superintendents and TPEP leads, we examined differences by region of the state, instructional framework, district enrollment, and district poverty level. The superintendent and TPEP lead samples were too small to conduct tests of statistical significance between groups.

### **District Participation in Teacher Training Funding (iGrants 664)**

The research team analyzed the applications for professional development funding submitted by school districts in the 2014-15 school year (iGrants 664). The application asked districts a series of questions regarding TPEP implementation in check-box format; it also asked districts to describe their TPEP learning plan for teachers in long-form, written answers. Finally, districts were asked to explain their planned expenditures, and how these supported their TPEP implementation plans. In our analysis, we focused on training priorities identified by the state – such as evidence gathering, formative assessment, and student growth – but also report other trends and patterns.

We began by examining the characteristics of Washington districts that completed one or more sections of the iGrants application for 2014-15 with those that did not submit an application. We linked data from the district grant applications to state datasets such as demographic information on OSPI's Washington State Report Card<sup>3</sup> website. It should be noted that not all districts responded to all the questions in the application, such that total numbers and reported outcomes vary by item.

### **Comparison of Participating and Non-participating Districts**

Of the 295 school districts in Washington State, 229 completed at least one section of the funding application (78%), and 215 completed all three sections (73%). Table 4 compares the districts that completed one or more sections of the iGrants 664 application with those that did

---

<sup>3</sup> <http://reportcard.ospi.k12.wa.us/DataDownload.aspx?schoolId=1&OrgTypeId=1&orgLinkId=1&reportLevel=State>

not. Non-participation is disproportionately associated with smaller Eastern Washington school districts. Nearly 85% of the non-participating districts have enrollments under 1000 students, while only 42% of the participating districts have similar enrollments. Non-participation is also associated with a geographic location in Eastern Washington: 65% of the non-participating districts are located in the Eastern Washington ESDs (101, 105, 123, and 171), while only 41% of participating districts are in Eastern Washington. As a consequence partly of these two factors, non-participating districts are also more heavily associated with the use of the Marzano Teacher Evaluation Model: 50% of non-participating districts use Marzano, while only 25% of participating districts do.

Table 4: Demographic Characteristics of Districts that Applied for and Did Not Apply for Teacher Training Funds* (iGrant 664)			
	Participating Districts (n=229)	Non-Participating Districts (n=66)	% of ALL Districts statewide (N=295)
<i>Region of State**</i>			
Eastern WA	41%	65%	46%
Central Puget Sound (ESD 121)	14%	5%	12%
Western WA (outside ESD 121)	45%	30%	42%
<i>Instructional Framework</i>			
Marzano	25%	50%	31%
Danielson	38%	24%	35%
CEL 5D+	37%	26%	34%
<i>Enrollment</i>			
999 and under	42%	85%	52%
1,000-4,999	33%	12%	28%
5,000-9,999	11%	3%	9%
10,000+	14%	0%	11%

*Districts that applied for funding are defined as those which completed sections of the 664 TPEP Teacher Training Funds application.*

*\*\*Region as represented by Educational Service Districts. Central Puget Sound is represented by ESD 121. Western WA (not including ESD 121) is represented by ESDs 112, 113, 114 and 189. Eastern WA is represented by ESDs 101, 105, 123 and 171.*

Statewide, districts are roughly split in thirds when it comes to the selection of the instructional framework. Approximately 36% of districts have adopted Danielson’s Framework for Teaching, 34% have selected the CEL5D+ Teacher Evaluation Rubric, and 31% are using the Marzano model. Many of the state’s larger districts selected the Danielson Framework, while a sizeable portion of smaller districts adopted the Marzano model. Because of this variation by district size, a majority of the state’s students are in districts using Danielson’s Framework (53 percent) and substantially fewer are in Marzano districts (14 percent). Among the districts applying for teacher training funds, roughly similar proportions of Danielson and CEL 5D+ districts applied (38% and 37% respectively), while considerably fewer Marzano districts did (25%). Non-participation was highest in ESDs 101 and 171 where 41% (24 of 59) and 31% (9 of 20) of districts, respectively, did not apply for the funding.

We also examined district participation by student poverty level, race/ethnicity, transitional bilingual and migrant status, but did not find notable differences in participation rates along these demographic factors. In the findings section of the report, we present an analysis of the district applications, with illustrative examples from the case study districts of how the funding was used for teacher training this year.

## Sample Design for Case Studies

District sampling for the case study work was based primarily on how districts planned to use teacher training funds to support TPEP implementation in the 2014-15 school year. Eleven districts were selected, with at least one district from each of the state’s nine ESDs. This design decision enabled us to examine the role that ESDs play in providing the professional development training and support for some districts. Within each ESD, one or two districts were selected based on integrated and innovative use of professional development resources and the extent to which they vary in their approach to delivery and support. In addition to the information provided in the iGrants 664 applications, we sought recommendations from well-informed educators and the state’s TPEP Steering Committee.

The eleven participating districts vary by size, regional location, instructional framework selected, implementation timeframe, and the demographic characteristics of the students served. Characteristics of the districts selected are displayed in Table 5.

Table 5: Characteristics of Case Study Districts					
District	Educational Service District	Instructional Framework	Enrollment*	Poverty Rate* FRPL	# Teachers
Bellevue School District	121	Danielson	19,085	19.7%	1,259
Bellingham School District	189	CEL	11,142	37.4%	615
Camas School District	112	Marzano	6,428	17.9%	362
Highland School District	105	CEL	1,213	75.8%	74
Moses Lake School District	171	Danielson	8,008	61.0%	419
North Kitsap School District	114	Marzano	6,226	34.4%	312
Olympia School District	113	Danielson	9,255	29.2%	525
Pasco School District	123	Danielson	16,582	75.2%	998
Pomeroy School District	123	CEL	333	52.0%	23
Seattle Public Schools	121	Danielson	51,918	39.9%	3,003
Spokane Public Schools	101	Marzano	29,355	58.7%	1,779

*\*Based on May 2014 Student Count from OPSI’s Washington State Report Card.*

As a function of being strategically sampled based on their implementation efforts, these districts are not representative of districts statewide. However, they do provide illustrative examples of particular implementation efforts, and provide context to the themes found elsewhere in the data.

The case studies consist primarily of interviews with district and school staff involved in the implementation of TPEP to provide a detailed picture of the rationale and decisions around use of state professional development resources. We also requested additional documentation with regard to the district's overall professional development plan, and inquired about other fiscal or human resource changes that were designed to help support TPEP implementation. The case study districts provide examples of the ways districts have used state and other resources to support their staff as part of TPEP implementation.

## **Findings: Examining TPEP Implementation**

---

The findings from this study are organized into four overarching themes. They include district context and strategies for transition to the revised evaluation system, professional development and supports, factors impacting implementation, and educators' views about the evaluation system. We have chosen to weave together analyses from the statewide surveys, use of teacher training funds, and district case studies to provide an integrated account of the findings.

### **District Context and Strategies for Transition**

The revised teacher and principal evaluation system in Washington state has resulted in an extensive and complicated change in district and school policy and practice. The timing of the statewide implementation of TPEP coincided with other substantial changes, such as the introduction of the Common Core State Standards (CCSS) and new state assessments. By design, the state policies governing TPEP allowed for local decision-making discretion in several respects, thereby providing districts with greater flexibility in adapting it to their local context. Given this local discretion, it is not surprising that substantial variation exists in how districts have transitioned to TPEP. Districts vary in their choice of instructional framework and implementation schedule. Principals vary in decisions regarding the transition of teachers, and the training and supports they provide within their building. Teachers vary in their choice of goals, the ways in which decisions about goal setting are made, and in the variety of sources of student growth evidence used in the process.

#### ***Variation in Implementation***

Districts that participated as early implementers in pilot or RIG activities prior to 2013 have had more time to learn about the evaluation system, select an instructional framework, and pilot it with a portion of teachers, even while state policies were being developed. Districts that waited longer to introduce their staff to TPEP may have learned from earlier districts' experiences, but have undergone many of the same implementation challenges. This varied transition experience has resulted in districts that are currently at different stages of implementation.

For the initial statewide rollout in 2013-14, districts adopted a variety of implementation approaches for transitioning their staff. Some districts decided that virtually all teachers would be evaluated on either a comprehensive or a focused evaluation in the first year. Other districts chose to stagger staff participation over three years. Most of the case study districts have been

strategic in how they approached introducing TPEP in their schools. A common theme among districts was to invite a few well-respected and experienced teachers to participate in the initial evaluations, along with teachers who were required to participate due to the provisional nature of their contracts, in order to demonstrate the potential benefits of the evaluation system, and to promote buy-in from staff across the school.

OSPI estimated that virtually all principals and 70% of all teachers statewide would have transitioned to the TPEP evaluation system by the end of the second year of statewide implementation (personal communication, 2014). The survey data from this study confirm that a majority of staff have had substantial experiences with TPEP. Of the teachers surveyed, 72% have been evaluated for two or more years on TPEP, with 16% having been evaluated for three or more years (e.g., as part of pilot or RIG activities). Forty-seven percent of teachers surveyed indicated they were on a comprehensive evaluation, 46% were on a focused evaluation, and 8% were evaluated using the prior evaluation plan during the 2014-15 school year. All principals (100%) and nearly all assistant principals (98%) surveyed have formal responsibilities for evaluating teachers, and 81% of superintendents are evaluating principals under the revised system.

Another district decision has been whether to introduce comprehensive or focused evaluation plans simultaneously, or begin with the comprehensive evaluation plan and add teachers to the focused plan in subsequent years. Educators mentioned two main reasons for employing a staggered implementation. First, they described considerations such as having large numbers of teachers on provisional contracts, which would mean placing them on the more labor intensive comprehensive plan. Second, they cited negotiations with their teachers' association as a factor in the decision. Other factors include district size as well as pedagogical considerations. For example, one principal who served on a district-wide TPEP team described their district's decision to start all teachers on a comprehensive evaluation:

That was a big decision a couple of years ago, and we talked about it because we thought if you go into focused, it's like the 3 blind men and the elephant. You're focused in on one thing and that's all you see. If you understand the whole framework, then you can make an educated decision about, "What piece do I really want to focus in on as a teacher?" Or as an evaluator, "What would I recommend to a teacher for support? How would I look at the whole system?" If you don't understand the whole system, you're kind of operating without a road map. We also thought from a pedagogical level that the components and the domains and the criteria are interrelated. We thought it's really important that we look at it as the whole framework, and then narrow in.

One district that had some teachers start TPEP on a focused plan found that it was important to provide a full overview of the instructional framework first, indicating that "we put our comprehensives and our focused [teachers] together so they could still know the full framework before self-selecting which criteria made the most sense."

### **Instructional Framework**

One of the most substantial changes to the statewide teacher evaluation system has been the adoption of instructional frameworks as models for effective teaching. Teaching involves a very complex set of tasks which the instructional frameworks have attempted to conceptualize and organize. Teachers, and school and district leaders have indicated that the use of an instructional framework has created space for a different kind of professional conversation about effective teaching practices. Teachers participating in the survey closely resemble teachers statewide in terms of their district framework. Fifty-three percent of teachers surveyed indicated they were evaluated using Charlotte Danielson's Framework for Teaching, 29% were on the CEL 5D+ Evaluation Rubric, and 17% on the Marzano Teacher Evaluation Model.

There is universal agreement among administrators that the instructional framework is helpful in evaluating teachers (97% of principals and assistant principals agreed), and provides a good model for effective teaching (98% of school and district administrators agreed). Among the administrators surveyed, 78% strongly agreed that the instructional framework provides a common language to talk about teaching. Teachers also agreed, but to a lesser extent (32% strongly agreed and 58% somewhat agreed). Table 6 shows the degree of alignment among educators regarding the common language provided by the instructional framework.

	Teachers (n=465)	Principals & Assistant Principals* (n=263)	Superintendents (n=91)	TPEP Leads (n=31)
Strongly Agree	32%	78%	78%	100%
Somewhat Agree	58%	21%	20%	0%
Somewhat or Strongly Disagree	10%	2%	2%	0%

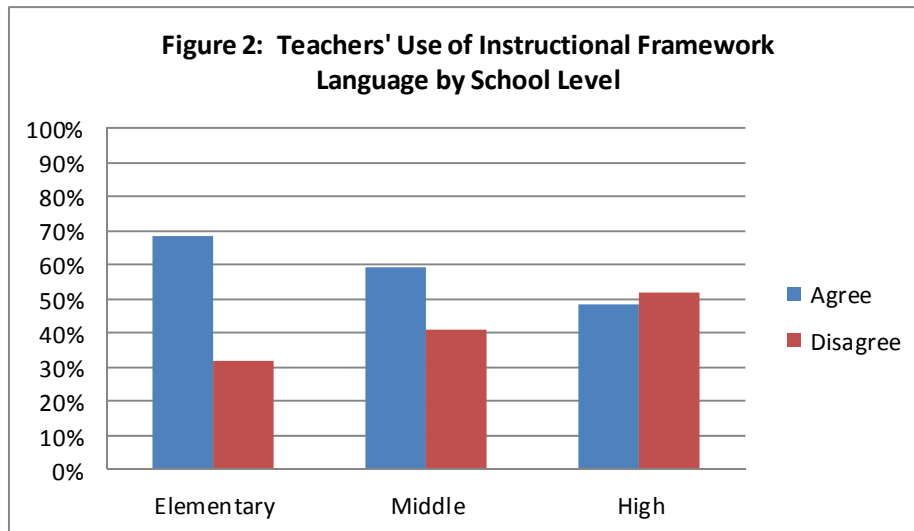
One district-level administrator articulated the value of formally adopting a framework to guide instruction:

That common language piece is huge. We had no common language for instruction within this district before. We had very strong curricula areas and curriculum frameworks for each subject, but there was nothing commonly pulling it all together. I think [the instructional framework] is an amazingly powerful tool. For us it definitely has given a lot of structure to our system and allows for better conversations on both sides. Before, it was a very daunting task to go through an improvement process. I think with the framework there, it lets you concentrate on the specifics of the language and not the personalities.

Not only have the frameworks provided a common language for educators to talk about teaching, but 86% of teachers agreed that their administrators are using the framework to discuss effective teaching, and 62% of teachers agreed that they themselves do also. However,



there are differences by school level. A higher proportion of teachers in elementary schools (91%) indicate that the framework is used by their administrators to discuss effective practices as compared with middle school or high school teachers (80% and 81%, respectively), a finding that is statistically significant.<sup>4</sup> Use of the language in the framework by teachers also varies by school level as 69% of elementary teachers agreed that they use it, compared with 59% in middle school and 48% in high school (see Figure 2).<sup>5</sup>



Given the substantial role of the instructional framework, it is important that teachers and administrators have a deep understanding of their district’s framework, as well as how it relates to the evaluation process. After two years of statewide implementation, survey data suggest that school and district staff have considerable knowledge of both the evaluation process and the instructional frameworks. Thirty-four percent of teachers indicated that they are very familiar with the instructional framework adopted by their district, and 54% are somewhat familiar with it.<sup>6</sup> Nearly all principals (86%) reported that they are very familiar with the framework, as do 81% of superintendents. Over half of TPEP leads (55%) were not only very familiar with it, but also had conducted trainings on the framework.

From the principals’ perspective, *teacher* knowledge of the instructional framework does pose a challenge to TPEP implementation in their buildings. Forty-six percent of principals and assistant principals consider teacher knowledge of the framework to be a “moderate challenge,” and 17% consider it a “great challenge.” Superintendents and TPEP leads agree.<sup>7</sup> On the other

<sup>4</sup>  $p=.008$

<sup>5</sup>  $p=.021$

<sup>6</sup> Similar proportions of teachers using the Danielson and Marzano frameworks report being familiar with their instructional framework. However, approximately 1 in 5 CEL 5D+ users reported being “not” or “a little” familiar (19.1%) with their framework.” Approximately 3 out of 4 teachers using CEL 5D+ (77%) were in the middle of the spectrum, reporting that they were “somewhat” or “very” familiar with the framework compared with 91% of teachers using Danielson and Marzano.

<sup>7</sup> Superintendents: 52% indicate “moderate challenge,” and 10% “great challenge”; TPEP leads: 61% and 3%, respectively.

hand, most superintendents and TPEP leads have confidence in *principal* knowledge of the instructional framework. Only 30% of superintendents and TPEP leads consider knowledge of the instructional framework to be a moderate or great challenge for principals.

Districts face the enormous task of bringing all certificated instructional staff onboard with conceptual knowledge of the instructional framework, but also its practical application for the purposes of the evaluation, and the specific requirements of comprehensive and focused evaluation plans. We discuss these aspects of TPEP implementation next.

## **Professional Development and Supports**

We begin by reviewing the nature of training and activities undertaken by districts, and the planned and actual use of state teacher training funds. We describe strategies that districts and schools have engaged in to support both teachers and principals. We also examine how some districts have restructured human resources in an effort to build local capacity for the evaluation process. In addition, the role of collaboration and the use of electronic tools to assist in the process are explored.

### ***Targeted Training and Activities***

Professional development and training regarding TPEP has evolved over time. Early efforts often placed an emphasis on the framework and overall evaluation process. More recently, districts have emphasized the need to develop local capacity to support ongoing training. Two years into statewide implementation, districts continue to provide their staff with both introductory and more advanced professional development opportunities. Because of the complexity of the evaluation process (e.g., different frameworks, comprehensive and focused plans, etc.) and regular staffing changes due to turnover, the case study districts all emphasized the need for ongoing professional development. Some districts brought in framework trainers or specialists to present the instructional model, highlight vocabulary, watch videos on scripting lessons, and have their staff complete self-assessments. Often through a combination of contracted professional development days, compensated training outside the workday, and regular grade or content level team meetings or PLCs, districts sought to create time and space for professional dialogue. Some districts used a “train the trainer” model to present the instructional framework and provide support to learn it. In other cases, the ESDs facilitated conversations about the frameworks and evaluation process.

While the standard statewide training available to districts had been widely accessed during the initial years of implementation, more districts now appear to be focusing on their own locally developed and embedded training. Some districts have encouraged their staff to become framework trainers or specialists and have provided training to do so. Decisions about the content and format of professional training are also being driven partially by local concerns and needs of teachers as this district administrator describes:

The classes that [our TPEP coordinator] has offered once a month have really been focused around the sense of urgency of where we're at, at the time. When it's time to be building your student growth goals, she puts on a student growth goal class. When it's time to be collecting your evidence, she puts several different collecting evidence classes out there for people to be able to come to.

For some there has been a shift toward working with novice teachers or staff new to the district who may not be familiar with the specific framework adopted by the district. In some cases, the use of outside providers of professional development has fallen out of favor.

With respect to TPEP training, 42% of all teachers surveyed indicate that they had received one or fewer days of training on the evaluation system in 2014-15. However, this likely reflects differential district implementation schedules, and differences due to the number of years a teacher has been evaluated under the revised evaluation system. For example, over half of teachers (54%) evaluated for the first time on TPEP in 2014-15 received 2 or more days of training, compared with 34% of teachers who have been evaluated for three or more years (see Table 7).

Table 7: Teacher Survey: Comparison of Number of Years Evaluated on TPEP with The Amount of Training Received in 2014-15			
	First Year (n=132)	Second Year (n=257)	Third Year (n=76)
<i>One Day or Less</i>	46%	55%	66%
<i>2 Days or More</i>	54%	45%	34%

### *Training for Novice Teachers*

Many districts have included TPEP-specific training in the induction of new staff, which is often targeted both toward novice teachers and those new to the district. In this regard, teacher preparation programs have the potential to equip new teachers with many of the skills that TPEP emphasizes. However, there is currently little information about the extent to which these programs have been modified to account for changes in the teacher and principal evaluation system. As part of the survey, we asked teachers who had graduated from a Washington teacher preparation program in the last four years to respond to questions about the extent to which they learned skills that are central to the evaluation process.

Twelve percent of all teachers responding to the survey indicated that they graduated from a teacher preparation program in Washington state since 2011 (n=57). Of these recent graduates, approximately two-thirds felt that their teacher preparation program familiarized them with an instructional framework, equipped them with several ways to assess student growth, and/or taught them how to collect evidence of student growth. Slightly more than half (53%) indicated that they had been taught how to write student growth goals, while a much higher proportion had been taught to use assessments to inform their instructional practice (82%). For teachers with one or fewer years of teaching experience, a greater proportion reported having learned

these specific skills in their preparation program than novice teachers with more years of experience. For example, 76% of teachers with one or fewer years of experience indicated that their preparation program helped familiarize them with an instructional framework, compared with 54% of novice teachers who had between one to four years of experience. Further study would be needed to determine if these differences may be attributed to curricular changes in teacher preparation or if differences are due to other factors. Table 8 provides further details.

Table 8: Recent Graduates of WA Teacher Preparation Programs who Agree (somewhat or strongly) that They Received Training in TPEP-relevant Skills			
<i>My teacher preparation program ...</i>	All Recent Graduates (n=57)	<1 yr Exp (n=29)	1-4 yrs Exp (n=28)
... familiarized me with an instructional framework	65%	76%	54%
taught me how to write student growth goals	53%	59%	46%
equipped me with several ways to assess student growth	67%	72%	61%
taught me how to collect evidence of student growth	67%	66%	68%
taught me how to use assessments to inform my instructional practice	82%	86%	79%

Novice teachers and teachers transitioning to TPEP were a focus of state-supported teacher training funds in the last two years. In the next section, we examine aspects of professional development that were the target of state funding.

**State Support for TPEP Implementation (Teacher Training Funds)**

In the 2013-14 and 2014-15 school years, districts were invited to apply for grants to support teacher training for TPEP implementation. In order to understand the ways in which districts used state funding to support TPEP implementation, we draw on statewide surveys, an analysis of applications for teacher training funds (iGrants 664), and site visits to the case study districts. The statewide surveys asked superintendents of districts that had received such funding about their district’s usage of state monies to support TPEP implementation. Seventy-nine percent of superintendents indicated that their district had received state funds for TPEP implementation in the 2014-15 year. Of those districts which received funding, nearly all used some portion of the funds to provide professional development on the instructional framework (94%). A large percentage of districts also focused training on writing student growth goals (81%), collecting evidence of student growth (74%), and the Common Core State Standards (54%). Fewer districts reported using state funds for training on assessment literacy (32%) and to support use of electronic tools (40%). Table 9 provides a summary of superintendents’ survey responses.

Table 9: District Use of State Funds to Support Professional Development for TPEP: Survey Responses from Participating Superintendents (n=72)	
	% Districts
The instructional framework	94%
Writing student growth goals	81%
Collecting evidence for student growth	74%
Common Core	54%
The use of electronic tools (such as eVAL)	40%
Assessment literacy	32%

Districts that had applied for teacher training funds through an iGrant 664 application in the 2014-15 school year were asked to identify what learning activities they had planned for teachers. An analysis of the grant application materials reveals similar trends to the statewide survey data. Findings show that 92% of the districts report planning professional development activities on the instructional framework and rubrics, and 93% on student growth measures. Professional development around evidence and artifacts was reportedly planned by 86% of districts.

As part of the iGrant 664 application, districts were also asked about the audiences for their professional development activities (the state prioritized teachers new to the district or teachers transitioning during the implementation period). New employees were identified for professional development by 88% of the districts applying. A majority of districts (74%) also targeted a mixed audience for these forms of training. Fifty-six percent of districts identified grade level teams and 47% department teams as a focus of the training. Appendix B provides more detail regarding the districts' applications for teacher training funding.

In analyzing the districts applications for teacher training funds, we further examined the written responses describing district training plans by identifying noteworthy topics and disaggregating the data by region, instructional framework and district enrollment. Table 10 shows the frequency with which districts specify professional development about their instructional framework, connections to the CCSS, student growth and evidence gathering, differentiation, use of eVAL or other electronic tools, the State 8 criteria and formative assessment in general. In particular, 48 districts (22%) explicitly mentioned training in one or more of the State 8 criteria in their teacher training application plans. Of these, training in the criteria related to student growth – 3, 6, and 8 – were most commonly mentioned.

Table 10: Teacher Training Funds Applications: Professional Development Topic by Region, Framework, and Enrollment (Percent Describing Specific Training on this Topic)

		Number of Districts	Instructional Framework	Common Core	Student Growth/Evidence-Gathering	Differentiation	Formative Assessment	eVAL or Other Electronic Tool	State 8 Criteria
Districts Reporting Topic		215	83%	26%	74%	7%	8%	22%	22%
Region	Central	31	97%	29%	77%	13%	10%	23%	35%
	Eastern	86	79%	23%	77%	7%	5%	23%	23%
	Western	98	83%	27%	71%	6%	11%	21%	17%
Instructional Framework	CEL	81	86%	26%	72%	10%	6%	19%	17%
	DAN	84	85%	25%	77%	7%	10%	26%	30%
	MAR	50	76%	26%	74%	4%	10%	22%	18%
District Enrollment	<500	51	65%	35%	65%	6%	8%	20%	10%
	500-1,000	36	75%	19%	75%	0	6%	31%	19%
	1,000-5,000	71	90%	20%	77%	10%	6%	24%	23%
	5,000-10,000	26	100%	23%	69%	12%	15%	15%	23%
	>10,000	31	94%	32%	87%	10%	13%	19%	45%

Note: Training explicitly cited in the TPEP teacher training plan submitted by districts.

### Targeted Training for New Teachers

Teachers who were new to the district or the profession were the training audiences the districts cited most frequently in their written TPEP training plans. Nearly half of the participating districts (49%) explicitly discussed new teachers in their plans (see Table 11). Additionally, training targeted toward transitioning teachers was specifically mentioned by 11% of the districts. We note few differences by region or instructional framework, but in larger districts, which often hire more new teachers, we found a pattern of targeted training for new teachers. Proportionately fewer small districts (enrollment under 1,000 students), targeted their training toward new teachers (39%), compared with districts of 5,000 or more students (approximately 68%) that specifically mentioning training for these teachers in their TPEP training plans.

Table 11: Teacher Training Funds Applications: Professional Development Training by Targeted Audience: Breakouts by Region, Framework, and Enrollment

		Number of Districts	New Teachers	Transitioning Teachers	All Teachers
		215	49%	11%	23%
Region	Central	31	52%	16%	42%
	Eastern	86	53%	14%	20%
	Western	98	45%	6%	19%
Instructional Framework	CEL	81	43%	7%	25%
	DAN	84	57%	13%	21%
	MAR	50	46%	12%	22%
Enrollment	<500	51	39%	8%	16%
	500-1,000	36	39%	11%	14%
	1,000-5,000	71	46%	14%	25%
	5,000-10,000	26	69%	8%	38%
	>10,000	31	68%	10%	26%

Training audience explicitly cited in the TPEP teacher training plan submitted by districts.

### *Planned Use of External Providers*

Based on information from the “Planned Expenditures” responses, 131 districts (61%) that applied for teacher training funding reported that they planned to use one or more external training providers for professional development. Of these, support from an ESD was the most common, reported by 91 districts (42%). Forty-one districts (19%) reported plans to contract with a framework trainer to conduct training, and 32 districts (15%) reported an unspecified trainer (see Table 12). Substantially fewer districts in the Central Puget Sound region planned to use trainers from their ESD (23%) than in the rest of Western Washington (44%) or Eastern Washington (48%). A larger percentage of districts using the Marzano framework sought support from the ESD (52%) than districts using CEL 5D+ (40%) or Danielson (39%). Finally, more than half of smaller districts (those with an enrollment under 1,000) planned to seek support from the ESD, as compared to 19% of the largest districts.

Table 12: Teacher Training Funds Applications: Planned Training to be Provided by External Provider, by Region, Framework, and Enrollment					
		Number of Districts	ESD	Framework Trainer	Unspecified Trainer
		215	42%	19%	15%
Region	Central	31	23%	23%	16%
	Eastern	86	48%	19%	13%
	Western	98	44%	18%	16%
Instructional Framework	CEL	81	40%	23%	9%
	DAN	84	39%	14%	21%
	MAR	50	52%	20%	14%
Enrollment	<500	51	53%	6%	16%
	500-1,000	36	58%	14%	14%
	1,000-5,000	71	42%	24%	15%
	5,000-10,000	26	27%	35%	15%
	>10,000	31	19%	23%	13%

*External provider training explicitly cited in the TPEP teacher training plan submitted by districts. ESD, Framework Trainer, and Unspecified Trainer are not mutually exclusive categories.*

### *Planned Use of State Funding*

The most frequently cited use of funding in the “Planned Expenditures” section of the application was for compensated time for teacher training outside the normal workday. One hundred fifty-three districts (71%) reported this use of funding in their TPEP training plans. Several notable differences can be seen by district size and region. A greater proportion of districts with an enrollment over 1,000 students, and those in the Central Puget Sound region, planned to use grant funding to compensate teachers for their time outside the workday. For example, 81% of districts in ESD 121, and 87% of districts with an enrollment over 10,000 students plan to use at least some of their funding in this way.

Another common use of funds involved hiring substitute teachers. One hundred and twelve districts (52%) planned to use some of their funding to hire substitute teachers so that teachers in the building could attend training during the regular workday (see Table 13). Few differences

are noted in the planned use of substitutes by region, instructional framework or enrollment, except in the largest and smallest districts where a smaller percentage indicate this use of the funds. Districts also planned to use a portion of their funding to purchase a variety of things such materials, books, videos, photocopying, or for transportation costs to attend professional development events.

Table 13: Teacher Training Funds Applications: Planned iGrant 664 Usage by Region, Framework, and Enrollment					
		Number of Districts	Support Provided		
			Substitutes	Compensation for time outside workday	Other Support
		215	52%	71%	56%
Region	Central	31	48%	81%	52%
	Eastern	86	56%	74%	62%
	Western	98	50%	65%	53%
Instructional Framework	CEL	81	51%	64%	48%
	DAN	84	52%	82%	61%
	MAR	50	54%	64%	62%
Enrollment	<500	51	41%	55%	47%
	500-1,000	36	64%	64%	67%
	1,000-5,000	71	59%	77%	55%
	5,000-10,000	26	58%	77%	69%
	>10,000	31	35%	87%	52%

*Uses of funding explicitly cited in the TPEP teacher training plan submitted by districts.*

The amount of funding associated with these professional development grants did not offer districts many options in terms of training. In the “Budget Narrative” section of the application, districts further described how they planned to spend the funds. For example, a small district with 10 teachers planned to purchase, in total, three books for each teacher. Other districts explained the challenges with the amount of funding for training: “The funding isn’t enough to compensate teachers for all of the training sessions; however, we will compensate teachers for up to six hours of training. Teachers appreciate the compensation for their time spent attending training outside their regular contract day.” The findings from the applications and survey results reveal some notable differences by district size, region of the state, and instructional framework, and laid the groundwork for case study work which will be discussed in the next section.

#### *Case Study Districts’ Use of Teacher Training Funds*

The case study districts provide an opportunity to look closely at how districts actually used the state funding for teacher training. Among the eleven districts (one from each ESD, and two from ESDs 121 and 123), there were common ways the funding was used, but with several mitigating factors. Table 14 summarizes usage and methods of delivery by the 11 case study districts.



Table 14: Summary of 11 Case Study Districts Use of Teacher Training Funds

	Uses of Teacher Training Funding				Methods of Delivery			
	Substitutes	Compensation outside Contract Day	Staff Position	Transportation/ Materials	In House	ESD	Framework Trainer (External)	With Other Districts
Number Districts	7	7	2	6	9	4	2	3

While plans for teacher training were submitted in the fall of 2014, district circumstances and staffing changes may have resulted in adjustments to expenditures during the year. The case study districts described important contextual factors that shaped their ability to effectively use the teacher training funds:

*Substitute Shortage.* In certain regions of the state, substitute teachers have been in short supply, and their availability impacted delivery of professional development in some of the case study districts. Where this was the case, all or most training was conducted outside of the school day because of the difficulty in hiring substitutes. A district administrator explained: “We can’t buy release time, because we don’t have enough substitute teachers to cover that. Everything has to be outside of the school day Then we have to pay teachers extra duty pay.” The cumulative amount of time teachers were pulled out of the classroom during the school day for professional development was also a concern for some districts.

*District Size.* Another factor impacting use of teacher training funds was district size. For larger districts, the sheer number of teachers to be trained influenced how professional learning opportunities were constructed. Some of the larger districts took a more decentralized approach to training, in which building administrators, school-specific mentors, teachers on special assignment or teacher leaders took the lead in delivering training to their own teachers. To address issues of consistency across schools, the districts created tools such as common PowerPoint presentations, online modules or webinars. One district used some of the monies to rent a space large enough to provide a suitable training venue for all their teachers. The district administrator explained: “We don’t have space in any of our buildings so we had to rent space. We had to go find places in town that held that many people for training.”

Rural remote districts faced the challenge of travel time and distance, as well as training that wasn’t specific to their local context. A superintendent explained their decision to shift to locally developed training: “ because we were getting stuff that was immediately relevant to where we were at as a district, And I know that’s where our teachers started becoming more reluctant [to attend ESD trainings], because they were given the canned presentation, and it wasn’t immediately relevant to them.” Another superintendent described how they had paid an ESD trainer three hours to drive to the district, and how in the future they planned to split the costs with another district to make it more cost effective.

*Amount and Stability of Funding.* Another factor impacting use of the training funds was the amount and stability of the grant funding. A district administrator discussed stability and

certainty of funding as follows: “If I know I can count on that money and it fits into it, then I can prioritize spending out that budget through my learning walks, freeing up the budget I’m using for learning walks now. I think just having it be consistent. It’s hard when you don’t know how much or when [it will be available].” These and other factors impacting the overall implementation of TPEP will be discussed in greater detail later in the report.

### *Feedback on Teacher Training Funds*

We also invited districts to provide feedback on what they needed in terms of teacher training. “What assistance do you need to support TPEP implementation?” This was the question posed in interviews, open-ended survey items, and the teacher training grant application itself. Review and analysis of this data surfaced several reoccurring themes which include continued funding with greater flexibility, a streamlined application process, and greater access to information and qualified trainers.

*Additional funding with greater flexibility.* Many districts requested both additional funding and greater flexibility in the use of state monies. Most urgently, districts reiterated the need for ongoing support beyond the three year implementation period. One larger district wrote: “Our estimates are that we will spend approximately \$350,000 to train teachers this year and the grant will cover approximately 1/5 of that total cost.” Another wrote, “Teachers like most other employees are asking to be paid for time they spend at work. For districts trying to find the funding to make this happen, it has been a challenge.”

Nearly all districts mentioned the need for additional training for principals, since they are frequently delivering the training to teachers in their buildings. A district administrator explained: “[It is] the P in the [TPEP] process, it’s the principal that the legislature needs specific funding just for them . . . Of all the folks who have had to take more on their plate, understand it, articulate it, digest it, make it happen, smooth it out, who can’t be out of their buildings . . .” Another said that, “It would’ve been nice to be able to offer some of the opportunities for principals that we had for teachers . . . these are Teacher Training Funds. It seems wrong when it’s a teacher/principal evaluation process.” Another district wrote that, “Administrators cannot evaluate the teachers without training in the framework. Unfortunately, these funds do not provide support for our administrators.”

*Streamlined application process.* Nearly all of the districts requested a more streamlined application process. For example, one interviewee said, “What it takes to write those iGrants is pretty comprehensive and it takes a lot of time.” Similarly, a district administrator wrote, “The invoicing is VERY intense. Not only does our business office invoice, but our Teaching and Learning department has spent close to two weeks.... finalizing every invoice for record keeping. This is a very, very intense process - much more than any other grant we receive. Please help streamline this process.” Another interviewee commented: “I think we talk about our frustration with the grant and the cumbersomeness of the compliance piece. Is there a way that we can demonstrate compliance and provide them the data they want that isn’t as cumbersome, because the bottom line is it takes time away from us being in the classroom, seeing what’s happening.”

*Greater access to information and qualified trainers.* Districts requested easier access to qualified trainers and more information about training opportunities. For example, one interviewee remarked that, “When I think of why we haven't used an ESD, it's as simple as I need to drive to [another city] if I'm going to access a class. If it were pushed out into schools in some way, shape, or form, so if there were Danielson workshops or student growth measure workshops or something that was coming from an ESD that was out in a region, that could be helpful.” Another wrote: “The referral of highly effective and engaging consultants to provide training on 5D and alignment with CCSS would be appreciated.”

Many districts expressed gratitude for the information and resources on the OSPI website, and asked for continued updates. But the resource districts most often requested were examples, particularly of student growth goals and measures. For example, one district wrote, “Any additional resources on how to personalize the instructional framework by content area and/or grade level, samples of student growth goals, or samples of artifacts and evidence would be helpful for our training. We really like the PowerPoint on how the Danielson framework was personalized for Special Education teachers.” One interviewee said that, “Student growth samples would help me also in particular around Special Ed populations, elementary specialists. I have a pretty firm handle on K-12 but those folks who teach real specific, foreign language, specific jobs – just seeing more samples would be helpful.”

In short, state teacher training funds have provided a useful supplement to ongoing efforts by districts to transition staff to the evaluation system, but most districts have needed to expend substantially more financial resources to provide adequate training for their staff. These and other efforts will be described in the next section.

### ***Supporting Teachers***

As statewide implementation continues, many districts have been strategic in providing supports and resources for their staff. For some districts, the strategy has been one of “just in time” training where the focus is on the first aspect of the evaluation that teachers will encounter at the beginning of the school year. Additional training is then provided at each subsequent stage of the process across the year. For example, in many districts, fall professional development activities include a focus on goal setting and collection of evidence of student learning, which have proved to be among the most challenging aspects of the evaluation system. In this section we discuss some of the efforts and main challenges surrounding goal setting, collection of evidence for student growth, assessment literacy and the need for appropriate formative assessments. We also discuss the need for differentiated support and areas where teachers would like more training.

### ***Goal Setting and Student Growth Measures***

Washington's revised teacher evaluation system places an emphasis on the process of identifying and setting goals for student growth, and allows for varying levels of choice in making these determinations. There are five components designated for student growth embedded

within three of the state's eight criteria.<sup>8</sup> Teachers on the focused evaluation plan are evaluated on one of the eight state criteria, and must include the student growth component from one of the three criteria with this focus.<sup>9</sup> Teachers on a comprehensive plan are evaluated on all eight state criteria. As established under the criteria, goal setting for student growth can address a subgroup of students, a whole class, or can be done as a collaborative effort in working on shared goals within grade levels, Professional Learning Communities (PLCs), subject matter teams, or school-wide improvement teams. According to teachers participating in the statewide survey, two-thirds of those on a focused evaluation worked on student goals for a subgroup (36%) or whole class (41%), rather than as part of a collaborative effort with their peers (23%) in the 2014-15 school year.

### *Resources and Supports for Goal Setting*

In the statewide survey, teachers were asked to rate the usefulness of several sources of information in informing their goal setting for student growth. A majority of teachers (59%) identified classroom assessments that they developed to be very useful in informing their goal setting, and an additional 34% found them to be somewhat useful. Over half of teachers (54%) identified conversations with other teachers about the progress of their students as very useful, and an additional 35% found this to be somewhat useful. Only a quarter of teachers found the conversations with their principal about the progress of their students to be very useful, while 51% found it somewhat useful.

Substantially fewer teachers identified state standardized tests as either very useful (4%) or somewhat useful (27%) in informing goal setting. School or district assessments fared somewhat better in that 17% of teachers found them very useful and 48% found them to be somewhat useful. A few differences were noted when comparing teachers' responses by school level. Eighty percent of elementary teachers found school or district assessments to be somewhat or very useful in informing goal setting, as compared to 51% of middle school teachers and 43% of high school teachers.<sup>10</sup> Table 15 provides additional data about the sources of information for informing goal setting.

---

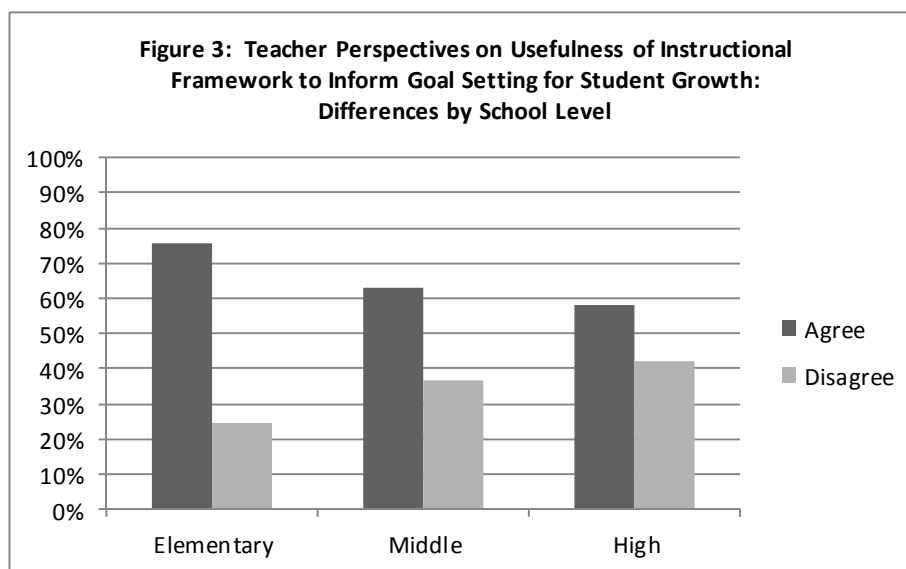
<sup>8</sup> These components in the criteria are 3.1, 3.2, 6.1, 6.2, and 8.1

<sup>9</sup> If the teacher chooses criterion 3, 6, or 8, they must complete the corresponding student growth components. If the teacher chooses criterion 1, 2, 4, 5 or 7, they must also complete the student growth component in criterion 3 or 6.

<sup>10</sup>  $p < .001$

Table 15: Teachers' Ratings of the Usefulness of Various Sources in Informing their Goal Setting for Student Growth (n=465)				
	Very useful	Somewhat useful	Not useful	Did not use/Not applicable
Classroom assessments I developed	59%	34%	4%	1%
Conversations with other teachers about the progress of my students	54%	35%	7%	3%
Conversations with my principal about the progress of my students	25%	51%	18%	5%
School or district assessments	17%	48%	24%	11%
State standardized tests	4%	27%	47%	23%

The instructional framework provides another resource for teachers when writing their instructional goals. Most teachers (70%) agreed (either strongly or somewhat) that the instructional framework was helpful for this purpose, but there was significant variation by school level, with 75% of elementary teachers, 63% of middle school teachers and 58% of high school teachers finding it helpful in writing instructional goals (shown in Figure 3).<sup>11</sup>



The challenge of how to practically work out goal setting with staff does not diminish the fact that most educators who are involved in TPEP believe that paying attention to student growth is beneficial to the teacher evaluation process. In the statewide survey, over three-quarters (77%) of teachers agree either somewhat or strongly that examining student growth is a useful part of evaluation. In the case study districts, administrators reported that teachers are taking the process of goal writing seriously. A TPEP coordinator explained:

<sup>11</sup>  $p=.020$

I'd say a global change that I see is definitely increased use of data. I think that teachers are taking those student growth goals really seriously. I've been invited out by more PLCs this year than in years past to draft goals with them, look at their goals. They're definitely in a data-driven cycle more often, and I certainly would say increased the use of pre-assessments because they know they need some baseline data to drive out their goals.

In a typical week, more than half of principals and assistant principals (53%) reported that they spend an hour or more assisting teachers with student growth goals and the assessments used to measure those goals. Teachers also indicate that they have been given some supports to help with goal setting. Approximately three-fourths of teachers either strongly or somewhat agreed that they have been given time to work on student growth goals (74%). However, most are doing this work by themselves rather than with their PLCs or in collaboration with other colleagues, which we will describe later in the section on collaboration. Table 16 summarizes some of these perspectives in greater detail.

Table 16: Teacher Views on Specific Supports and Evaluation Issues (n=465)				
	Strongly agree	Somewhat agree	Somewhat disagree	Strongly disagree
Teachers in my building have been given time to work on student growth goals	31%	43%	19%	8%
Teachers in my building link student growth goals to school or district improvement initiatives	22%	46%	26%	6%
Examining student growth is a useful part of teacher evaluation	31%	46%	17%	6%

Teachers were also asked in the survey about the extent to which their district had provided useful training on goal setting for student growth. Overall, 19% of the teachers surveyed strongly agreed and 44% somewhat agreed that their district provided training on goal setting that had been useful, indicating that a total of 63% of teachers felt positively about the training they had received. A clear regional pattern was evident in response to this item. Eastern Washington teachers were the most positive, with 74% somewhat or strongly agreeing, while teachers in the Central Puget Sound were the most mixed, with 57% of teachers in agreement. Western Washington teachers outside the Central Puget Sound area fell in the middle, with 65% of teachers agreeing, a finding that was statistically significant.<sup>12</sup>

Survey findings suggest that teachers statewide exhibit a relatively high level of confidence in their ability to set goals for student growth, though school and district administrators hold somewhat differing views. Teachers were asked to rate their level of confidence in setting goals and identifying evidence for student growth. Overall, teachers felt more confident in setting goals for student growth for a whole classroom or subgroup, than in identifying appropriate

<sup>12</sup>  $p=.008$

forms of evidence for student growth, but the differences are small. While the majority of teachers rated themselves as “highly competent” or “good” when it comes to setting student growth goals as part of a PLC or team (76%), there was a statistically significant difference between teachers using different instructional frameworks. Slightly more than 1 in 10 (12%) of CEL 5D+ users indicated needing “a little” or “a lot of improvement” in this area, compared to 5% of Danielson and Marzano users.<sup>13</sup> Table 17 details the teacher confidence levels across these items.

	Highly competent	Good	Fair	Needs Improvement
Set student growth goals for a whole classroom	37%	45%	14%	3%
Set student growth goals for a subgroup of students	38%	43%	14%	4%
Set student growth goals as part of a PLC, grade level or subject matter team	33%	43%	17%	1%
Identify appropriate forms of evidence for student growth	33%	42%	17%	7%

Despite teacher confidence, other findings suggest that teachers still have difficulty with goal setting and other tasks. School and district administrators did not report the same levels of confidence in goal setting described by teachers. They identified goal setting as one of the greatest challenges facing their teachers with regard to the evaluation. As presented in Table 18, nearly two-thirds of all principals and assistant principals, and 79% of district administrators rated teacher knowledge of goal setting as a great or moderate challenge.

	Not a challenge		A small challenge		A moderate challenge		A great challenge	
	Principals	District Admin	Principals	District Admin	Principals	District Admin	Principals	District Admin
Teacher knowledge about goal setting for student growth	5%	3%	29%	19%	42%	46%	23%	33%
Teacher ability to use measures of student growth in developing goals	9%	2%	33%	21%	46%	53%	13%	24%
Teacher time for collaboration with others in setting goals for student growth	13%	6%	32%	17%	31%	34%	24%	43%
Teacher ability to link student growth goals to improvement initiatives	9%	3%	27%	21%	41%	48%	23%	26%

<sup>13</sup> p=.022

A second challenge widely agreed upon by school and district leaders was the ability of teachers to use formative or summative measures in developing goals. In addition, teacher time for collaboration in setting goals was noted as a significant obstacle by building administrators. Similarly, district leaders also identified the lack of time for collaboration in setting goals for student growth as a challenge for principals.

School and district leaders also spoke to the challenges of goal setting. In particular, they want to help teachers set challenging but attainable goals. A district administrator explained this dilemma:

The other thing people struggle with is, "When I set my student growth goals, how high do I set them, how low do I set them? If I set them too low but then I meet them, then do I get a four on the rubric? If I set them too high because I have high expectations but I don't meet them, then do I get a two on my rubric?" That's a struggle. Then, "What happens if my kids meet my goal at the middle of the year? Do I go back and set a new goal? Did I get a four because I met my goal, but now I want to set a higher goal, or do I set a higher goal and now I get two because I set a higher goal?"

Analysis of open-ended response items confirmed that this type of confusion about goal setting was a concern for many teachers and building administrators.

#### *Collection of Evidence and Issues of Assessment Literacy*

Use of appropriate measures of student learning naturally leads to issues of assessment literacy - an area where educators may have gaps in their knowledge. Findings suggest that districts and schools have struggled to determine the best measures for student growth. The collection of evidence, the role teachers play in gathering evidence, and the demonstration of student growth have been among the greatest concerns related to TPEP implementation. For most districts, even those with prior experience in using instructional frameworks, there had not been a prior focus on using student evidence in this way.

Formative assessment, in particular, is essential for the revised evaluation system to work as designed. Teachers may understand the student growth requirement, but they may not know how to choose the right type of assessment to demonstrate student growth, or how to match the assessment to the needs of their students. In the teacher survey, we asked respondents to rate their ability to identify, design, and interpret assessments and then use the results to modify their instruction. Nearly half of teachers (46%) rated themselves as highly competent in using assessment results to inform or modify their instruction, and 42% felt competent in interpreting results of assessments that they selected to measure student growth. However, teachers rated their ability to identify existing assessments or design assessments to measure student growth less highly (see Table 19). In other words, teachers were generally more confident in their ability to interpret results, but less confident that they could find or create the appropriate assessments to use.



	Highly competent	Good	Fair	Needs Improvement
Identifying existing assessments that measure student growth	29%	54%	14%	3%
Design formative assessments that measure student growth	32%	44%	17%	6%
Interpret results of assessments that I have selected to measure student growth	42%	45%	10%	3%
Use assessment results to inform or modify my instruction	46%	41%	9%	3%

According to school and district leaders, supporting teachers in locating appropriate measures of student learning can be a challenge. As noted in Table 20, there is some discrepancy between teacher and district administrator beliefs about whether or not useful examples have been provided. Only 61% of teachers agreed either somewhat or strongly that their districts have provided useful examples of evidence of student growth, while a much higher percentage of district staff (90%) felt that they had provided these examples.

	Strongly agree	Somewhat agree	Somewhat disagree	Strongly disagree
Teachers	18%	43%	30%	10%
Superintendents and TPEP Leads	38%	52%	7%	3%

*Note: We did not ask this question of school administrators*

In terms of what teachers collect as evidence of student growth for the evaluation, the vast majority of teachers planned to use classroom-based assessments, pre/post unit tests, or assessments developed by their department, grade level or PLC. School and district administrators reported that they primarily encourage their teachers to use these types of assessments as well. Nearly three-quarters of teachers (71%) reported that they definitely plan to use classroom-based assessments, and another 16% said that they will probably use them. In addition to classroom-based assessments, a majority of teachers definitely plan to use pre/post unit tests (61%) or assessments developed by their department, grade level or PLC (44%). See Table 21 for additional information.<sup>14</sup>

<sup>14</sup> Administrators working with the Marzano framework are more likely than those using the other instructional frameworks to encourage all their teachers to use classroom-based assessments, a finding which is statistically significant ( $p=.042$ ).

Table 21: Types of Assessments Teachers Plan to Use as Evidence of Student Growth for Purposes of the Evaluation (n=465)

	Definitely use	Probably use	Might use	Will not use/not applicable
Classroom-based assessments	71%	16%	7%	5%
Pre/post unit tests or end of unit tests	61%	19%	7%	11%
Department, grade level or PLC developed assessments	44%	26%	10%	19%
School or district assessments (e.g., MAP, DIBELS, other district benchmarks)	39%	16%	12%	34%
State benchmark data (e.g., math or reading)	15%	18%	18%	49%
Performance assessments (e.g., for art, music, PE)	18%	12%	13%	57%

School administrators were also asked to describe whether or not they encouraged staff to use particular assessments as a measure of student growth. Overall, many principals and assistant principals discouraged the use of state benchmark data (45% do not encourage the use of this data for any teachers). But nearly half of school administrators (49%) do encourage use of school and district assessments for everyone. Department, grade level team or PLC developed assessments are more frequently used by elementary and middle school teachers than high school teachers (47% and 48% versus 33%, respectively).

Educators in the case study districts indicated a need for additional, appropriate assessments, which can support the integrity and reliability of the evaluation process. They also requested training in how to use these assessments to inform student growth goals. According to district level educators tasked with helping to implement TPEP, the most meaningful student achievement measures come from formative, classroom assessments, which is why many are appreciative of the flexibility to choose the most appropriate student growth measures. Still, many districts are not yet to the point where evidence is consistent in quality across grade-levels, subjects, and school levels. A teacher comment from the survey highlights this issue:

I currently use a test that was developed by all the teachers in my subject area as my evidence. Some of the questions on the test are poorly written and there have been several glitches/technical problems with the test. It's the easiest evidence to collect since I'm required to give the test but I don't think it accurately reflects what my students know or have learned. I could use other forms of evidence but that is more difficult, requires more of my time, and requires more time for testing in the classroom and less instructional time.

Another pattern that arose from the case study findings is that when teachers are unsure about what evidence to use, they tend to include everything, which in turn creates problems for their evaluators. One district administrator described this problem: "The first year, it was insane because you truly didn't know what you were doing and people ended up where they

were uploading all these artifacts to try and prove different kinds of things and principals were drowning in paperwork.” The administrator went on to describe how they have created templates in an attempt to address the issue:

That's been a key word this year - streamline. Look for the gaps. If there's gaps, that's where you should be looking at uploading some evidence. [Two of our staff] worked really hard on the template piece to narrow it down into a format that guides people through the process and keeps them focused on what needs to be there. What's the way that you can document it that is streamlined and efficient for all parties involved? Otherwise, we're killing our evaluators.

Another district has created a similar system that sets some clear guidelines for teachers around submitting evidence: “We've given our teachers a list of things that we think fit the evidence requirements for the different criteria. We've set a [maximum] of three pieces. The principals don't want to look at any more than that.” Strategies such as these may be a helpful solution in trying to better define the collection of evidence for teachers.

#### *Differentiated Support for Teachers*

The TPEP process pushes professional learning by exploring what instructional practices may be lacking within school settings, and what supports might be needed for teachers. It also reveals that teachers in particular roles (e.g., special education, PE, art, and other specialists) may benefit from both differentiated supports and greater integration and inclusion in professional learning communities. Teachers in certain subject areas or specialist assignments indicate that the evaluation doesn't always neatly fit or productively inform their work. What may be an appropriate instructional strategy for teachers in some disciplinary fields may not work well or even be appropriate for those teaching in certain performance fields or with particular subpopulations of students. In some cases, principals or other evaluators may not understand the rationale for a certain instructional practice. A teacher participating in the survey described the dilemma this way: “I work in special education with students with behavioral disabilities. This framework is very difficult to make work with the type of skills I work on with my students. My administrators also have a hard time determining how my program fits within this framework.”

These concerns were apparent in the teacher survey when the data was disaggregated by the teachers' primary assignment: general education or core content teachers (e.g., math, science, reading, social studies) as compared with non-core content teachers (e.g., physical education, art, music) and those in specialist roles such as ELL teacher, special education or teachers on special assignment. An area where differences arose was the opportunity for collaboration with job-alikes, and work around goal setting. On the survey, general education and core content teachers reported feeling more competent in setting student growth goals in collaboration with their colleagues, or as part of a PLC or team, than other teachers. Eighty percent of general

education or core content teachers reported feeling “highly competent” or “good” in this area, versus 67% of other teachers; a difference that is statistically significant.<sup>15</sup>

As might be expected, finding appropriate assessments and evidence of student growth can be particularly challenging for non-core or specialist teachers. Nearly half of non-core or specialist teachers (49%) reported that they “definitely” or “probably” will use performance assessments as evidence of student growth, which is significantly higher than the general education and core content teachers (22%).<sup>16</sup> These teachers reported that pre-post unit tests, department, school or district assessments, and state benchmark data were not useful, would not be used, or were not applicable, for informing their goal setting for student growth in proportions that were significantly higher when compared with general education and core content teachers.

The case study districts provided some illustrative examples of how specialist teachers have been supported with TPEP implementation. In one district, specific committees were created for job-alike specialists across the district to meet on a regular basis and to share their work in goal setting and the collection of evidence. In several case study schools, PLCs were organized in such a way as to facilitate collaboration among specialists so they could obtain necessary supports. One district reported using the Teaching Channel as a resource for its specialist teachers, as the director of teaching and learning explained:

If you were to think about one area that's a hard area to sell or to support, [it] would be those niches of teaching. I think about high school EBD program, Emotional Behavior Disorder Program. I think about Life Skills teachers that just have 9 in the room and how do they even dive in to some of this stuff when it comes to student talk and non-verbal students or non-ambulatory students? Some of those pieces with the Teaching Channel allow teachers to connect with other teachers across the country, not just the state.

Another common strategy for differentiating professional development support was to group teachers with their counterparts within and across schools whenever possible. A TPEP coordinator in a smaller district explained:

We tried to always tailor it to the audience. I offered elementary sessions separate from the secondary But I always grouped them, maybe K-2 would sit together, elementary specialists, they really have a hard time sometimes, so I have at least a couple of music teachers together I was fortunate to have special ed teachers join .That would be a hope for the future, that we'd have special ed support or CTE support. How do these frameworks look and apply to those folks who have real specific jobs?

A mid-size district with the capacity to facilitate professional development in cross-district staff meetings explained their approach:

---

<sup>15</sup>  $p = .015$   
<sup>16</sup>  $p < 0.001$

We facilitate trainings with PE teachers, district-wide. So we'll go to the PE department meetings that occur Wednesday afternoons and we'll facilitate those meetings for the curriculum developed. We'll go to the art meetings. The ones that are unique, we'll go to special education meetings and work with those teachers at different levels.

While meeting the needs of non-core and specialist teachers continues to be a major concern with respect to TPEP, these case study districts offer a few approaches that could be used to better support this group of teachers.

*Additional Supports for Teachers*

Despite the overall concern that professional development may take away from critical time spent in the classroom, nearly two-thirds of all teachers surveyed agreed that additional training would be useful in a variety of areas, including writing student growth goals (74%), identifying assessments that can be used to determine student growth (78%), and developing strategies to collect evidence of student learning (82%). In comparison to other topics, teachers were least interested in training on the instructional framework and how it relates to the evaluation process. Table 22 presents a summary on teacher views of the usefulness of additional training.

Table 22: Teacher Views on Usefulness of Additional Training (n=465)			
<i>The following topics would be useful:</i>	Strongly Agree	Somewhat Agree	Somewhat or Strongly Disagree
Instructional framework and how it relates to the evaluation process	17%	47%	33%
Writing student growth goals	27%	47%	26%
Writing student growth goals for sub-populations of students	35%	41%	23%
Assessments that can be used to determine student growth	38%	40%	22%
Strategies for collecting different forms of evidence of student learning	43%	39%	13%

The case study districts provided examples of professional development strategies that their teachers have found helpful. For example, an instructional framework specialist in a smaller district explained how instructional rounds with teachers had proved particularly beneficial to teachers:

[One thing] our teachers really find successful are instructional rounds I support all of our buildings K-12, and I can facilitate instructional rounds So mine is teacher level, teachers observing teachers. I have used the Marzano framework to organize those rounds, so staff select a goal area that they're interested in seeing more of. The Marzano framework has three major chunks, this kind of section about classroom routines, one that's all about content strategies, and then the third is really enacted on the spot, those kinds of teacher things, really the art of what we do, so a lot of classroom management

engagement falls into there Once I have my volunteers, the principal helps me identify classrooms to go visit.

Many teachers and building administrators have also requested more professional development videos, which is a topic that we explore in subsequent section of this report.

**Supporting Principals and Assistant Principals**

Building administrators carry much of the load in the implementation of TPEP, which has meant both directing the process and learning it while TPEP has been under development. Among principals and assistant principals participating in the survey, the majority (87%) have been evaluating teachers on TPEP for two or more years, and over a quarter of them (27%) have done so for three or more years. However, these statistics mask important differences between principals and assistant principals, and the length of time they have worked as a school administrator.

A somewhat unanticipated consequence of changes to the statewide teacher evaluation system has been the need for greater administrative support to conduct the teacher evaluations. In some cases this has resulted in more part-time and full-time assistant principals in schools, particularly at the elementary level where some may be new to the role. As a point of comparison, only 12% of the principals surveyed reported having worked as a school administrator for three years or less, compared with 46% of assistant principals, a difference that is statistically significant.<sup>17</sup> Over a quarter of assistant principals (27%) evaluated teachers for the first time in the 2014-15 school year,<sup>18</sup> and 51% are in their second year as teacher evaluators on TPEP (see Table 23 for corresponding percentages with principals).<sup>19</sup> The transition to TPEP can be particularly challenging for inexperienced administrators, as they are becoming familiar with not only the new evaluation system, but an entirely new set of job responsibilities as well. Thus, along with such a large influx of new administrators comes the need to adequately support them in their work.

Table 23: Number of Years Principals and Assistant Principals have Evaluated Teachers on TPEP (Principals = 161, Assistant Principals = 99)			
	First Year	Second Year	Three or More Years (e.g., RIG)
Principals	8%	63%	30%
Assistant Principals	27%	51%	22%

<sup>17</sup>  $p < 0.001$

<sup>18</sup> The finding comparing first year evaluators as assistant principals (27%) and principals (8%) is a statistically significant difference ( $p < 0.001$ ).

<sup>19</sup> Lower poverty schools (<50% FRPL) are more likely to have an administrator who has been evaluating on TPEP for 3+ years (33%) compared to higher poverty schools (17% of administrators in schools >50% FRPL) a difference that is statistically significant ( $p = 0.007$ ).

### *Knowledge of How to Support Teachers*

The revised evaluation system has placed a sharp focus on the instructional leadership skills of principals. Indeed, 84% of school administrators agreed either somewhat or strongly that implementing TPEP has allowed them to focus more on instructional leadership. A similar proportion indicated that implementing TPEP has helped them to better support teachers who are in need of improvement. In many districts, the principal has been the primary person responsible for facilitating training and communicating the TPEP process to the teachers in their building. As part of the survey, principals and assistant principals were asked to rate themselves on TPEP-related skills. Approximately two-thirds of principals and assistant principals rated themselves as highly competent or good, in areas such as helping teachers identify measures of student growth, and interpreting results of assessments. Compared to other TPEP tasks, school administrators rated themselves less highly on their ability to support teachers in writing student growth goals (Table 24 provides additional detail).

Table 24: Principal and Assistant Principal Self-Rating of Ability to Support Teachers with TPEP Tasks (n=263)

	Highly competent	Good	Fair	Needs Improvement
Support teachers in writing student growth goals	15%	56%	22%	7%
Help teachers identify appropriate forms of evidence to measure student growth	23%	52%	19%	5%
Help teachers interpret results of the assessments used to measure student growth	25%	53%	17%	5%
Support teachers in using assessment results to modify their instruction	22%	51%	20%	6%

Nearly all principals and assistant principals agreed (39% strongly and 45% somewhat) that their district provided ongoing training for them to continue their growth as a teacher evaluator. In the past year, nearly 40% of building administrators reported receiving three or more days of training related to TPEP, and 31% reported receiving between two and three days. Only 8% indicated that they received no TPEP-related training this year. However, over half (56%) of school administrators, and 41% of district administrators considered evaluator training to be a major or moderate obstacle to TPEP implementation.

Principals and assistant principals were also asked to rate the usefulness of supports they received to conduct teacher evaluations. School administrators rated as “very useful,” the time to collaborate with other administrators on TPEP issues (45%), and training provided by their district (35%). Sixty-one percent also indicated that time to work on rater reliability was somewhat or very useful, though 16% reported that they didn’t have this opportunity (see Table 25).

Table 25: School Administrators Ratings of the Usefulness of Supports for Teacher Evaluations (n=261)

	Very useful	Somewhat useful	A little useful	Not useful	Did not participate	Not Available
TPEP training provided by my district	35%	45%	15%	2%	0%	3%
TPEP training provided by my ESD	14%	33%	21%	5%	23%	5%
Time to collaborate with other administrators on TPEP issues	45%	28%	12%	2%	1%	12%
Time to work on rater reliability	28%	33%	16%	3%	3%	16%
Training in the use of assessments to support the TPEP process	16%	29%	14%	2%	10%	30%

The open-ended survey items provided a rich source of data about training and support that school administrators would like to receive. Their comments strongly indicated the need for additional training, particularly around goal setting, data use and assessments, and rater reliability for consistency and calibration. They expressed a desire for more collaboration time with other administrators, and opportunities for mentoring with experienced senior staff. Principals and assistant principals also had questions about how to evaluate non-core teachers, and requested support in how to have difficult conversations and work with struggling teachers.

District administrators agree that TPEP poses some challenges for their principals. Indeed, a majority of superintendents and TPEP leads report that lack of time for collaboration with others in setting goals for student growth (70%) and principal ability to assist teachers in developing measures of student learning (53%) are moderate or great challenges faced by principals. Most district administrators do not consider “principal willingness to learn the evaluation system” to be much of a challenge (see Table 26).

Table 26: District Administrators Perceptions of the Challenges Faced By Principals with Regard to TPEP (Superintendents n=91, TPEP Leads n=31)

	Not a challenge	A small challenge	A moderate challenge	A great challenge
Principal knowledge of the instructional framework	22%	48%	27%	2%
Principal willingness to learn the new evaluation system	58%	33%	8%	1%
Principal knowledge about goal setting for student growth	11%	43%	39%	7%
Principal ability to assist teachers in developing measures of student learning	9%	38%	43%	11%
Time for collaboration with others in setting goals for student growth	8%	21%	33%	37%



District administrators in the case study districts also emphasized the need for differentiated support for principals and assistant principals, and especially for those who are new to the role. A new principal's comments illustrate the challenges in learning the teacher evaluation process, especially in a rural context:

As a new principal this has been overwhelming to take on – since not all my teachers are on the new system yet, I have had to learn two systems. The most recent training for evaluations from AWSP [Association of Washington School Principals] was meant for *teams* of administrators, which didn't really work for a rural district of three, since it is difficult for all of us to be out of the district at one time. It feels like the cart before the horse at times.

Some district administrators went a step further to suggest that the TPEP training should have focused first on school administrators, and later on teachers. A district administrator in a large district explained:

it's actually more about the professional development with the evaluators than it is the teaching core. The teaching core absolutely needs to understand what is in the framework, but the key lever is the evaluator. The focus needs to be on the principals, around their calibration, and around their soft skills with how you talk to teachers about what you're seeing in the classroom and the growth mindset or the lack of growth mindset.

### *Workload for Principals*

Arguably, the greatest challenges to effectively implementing TPEP are time and human resources. The workload can be overwhelming for some building administrators. Washington educators have estimated that principals will spend on average 10 to 14 hours conducting each comprehensive teacher evaluation. On average, principals in the survey reported evaluating 10 teachers on a comprehensive, and 10 on a focused plan during the 2014-15 school year. Assistant principals, on average, evaluated eight teachers on a comprehensive and nine on a focused plan. However, the workload for principals varied by school level, with elementary principals on average evaluating 11 teachers on a comprehensive plan, compared with 7 for middle school principals, and 8 for high school principals (see Table 27).

Table 27: Mean Number of Teachers that Principals and Assistant Principals Reported Evaluating on Focused and Comprehensive Plans in 2014-15 School Year (Principals n= 161, Assistant Principals n = 99)

	Principals		Assistant Principals	
	# Comprehensive	# Focused	# Comprehensive	# Focused
All School levels	10	10	8	9
Elementary School	11	10	7	7
Middle School	7	9	8	8
High School	8	9	8	10

In many districts, TPEP implementation has differentially impacted elementary and secondary school administrators. It has been suggested that TPEP implementation is more challenging at the elementary level because of the workload on the principal. Elementary teachers typically teach every subject, and the elementary principal is often expected to be the instructional leader in every subject at the school. It is not uncommon for a principal to be responsible for evaluating 30 teachers, in addition to evaluating the non-instructional staff in the building. At the secondary level, while there are often more teachers, there are typically more administrative staff to share the responsibilities. In addition, secondary principals often have other administrators in the building with whom they can collaborate and discuss TPEP issues, which is not necessarily the case for elementary principals. Although staffing depends in part on school size, until recently, the elementary principal was often the only administrator in the building. It should be noted however, that differential impact on administrators isn't always related to the building level. Differences in implementation may also be due to principal leadership and skill as an instructional leader.

One goal of this study was to develop a greater understanding of the impact that TPEP has had on principal and assistant principal work responsibilities. Conversations with principals in the case study districts suggest that while the teacher evaluation is quite time consuming, they also believe it is the right work for them to be engaged in as instructional leaders. An experienced secondary principal explains to the interviewer:

As I've been more steeped in TPEP and Danielson, it feels like I can manage the load better, but it doesn't feel like it gets easier. I get better at doing the work, but it's not like the load lightens at all, and I just recognize that I was not doing so great a job before, and I'm moving more towards being more proficient at it . It's really helped me in terms of the depth of conversation I can have with the teacher and the specificity. It hasn't lessened hours in any way, shape, or form. I try to keep the conversation and the writing and the write-ups and all that kind of stuff, I really try to keep it focused around teaching and learning.

Similarly, the sole principal of an elementary school with about 20 teachers described the workload surrounding the TPEP process: "I think its good work. I actually like it. It gets busy at times, trying to get everybody's schedule aligned. Especially the video reflection piece takes a little bit and then, just completing the paperwork part. It's much more comprehensive now as well. But like I said, I feel good about it because I think it's the right kind of work."

Survey data suggests that most of school principals' time is focused on conducting formal teacher evaluations and writing post-observation summaries. Table 28 provides a synopsis of time spent on various TPEP-related activities by building administrators during a typical week.

Table 28: Principal & Assistant Principal Time Spent on TPEP Related Activities Per Week (Principal n=162, Asst. Principal n=101)

	< 1 hour		1-2 hours		3-5 hours		6-9 hours		10 or more hours	
	Principal	AP	Principal	AP	Principal	AP	Principal	AP	Principal	AP
Formal teacher observation (including pre and post-conferences)	7%	6%	30%	39%	46%	44%	14%	10%	3%	1%
Writing post-observation summaries	14%	13%	40%	50%	34%	32%	9%	4%	3%	2%
Assisting teachers with student growth goals and use of assessments	45%	50%	45%	39%	9%	11%	0	0	0	0
Discussing with teachers how assessment data can be used to inform teaching practice	28%	37%	49%	49%	17%	14%	1%	1%	3%	0
Discussing evaluation results with individual teachers	27%	21%	48%	63%	22%	13%	2%	2%	1%	0

Information gathered from principal and assistant principals' open-ended responses to the survey reveal that the actual time spent on TPEP-related tasks is much more complex, and difficult to quantify in this format. There is also considerable variation by district in terms of specific expectations for the evaluation process. One assistant principal writes, "This process goes in waves. During a cycle or near a contractual deadline, TPEP can consume most of the day, week, etc. The process is cyclical. Other TPEP activities are the endless scripting, coding, and recording of scores, all behind the scenes." Similarly, a principal writes, "I wish it was that easy to answer the questions above. There is no way to quantify this in hours per week. I can tell you last year I evaluated 34 teachers by myself with the new TPEP; that is 9-10 instances per teacher in either meetings or observations. That's 340 instances of at a minimum 30 minutes. Evals take about 1 hour each to talk about. This doesn't even count the number of hours to prepare the post observation notes and/or the evaluation write-up."

Some schools and districts have developed strategies to maximize their time to support TPEP activities. One case study district described how the due dates for TPEP-related tasks are determined based on the school year workflow. A K-8 principal explained,

This year we were able to be more intentional about these due dates. Here's where the different kinds of workload crunches are going to hit for teachers and for principals, so let's schedule the due dates for TPEP around that. This year, we were able to start right from the get-go and think about if you teach only first semester, only second semester, you'd have these due dates and deadlines. If you teach over the year, here's what makes sense in terms of thinking about the workload over the year and how the instructional flow goes, so where it would naturally fall in that, you would be looking for student growth measures.

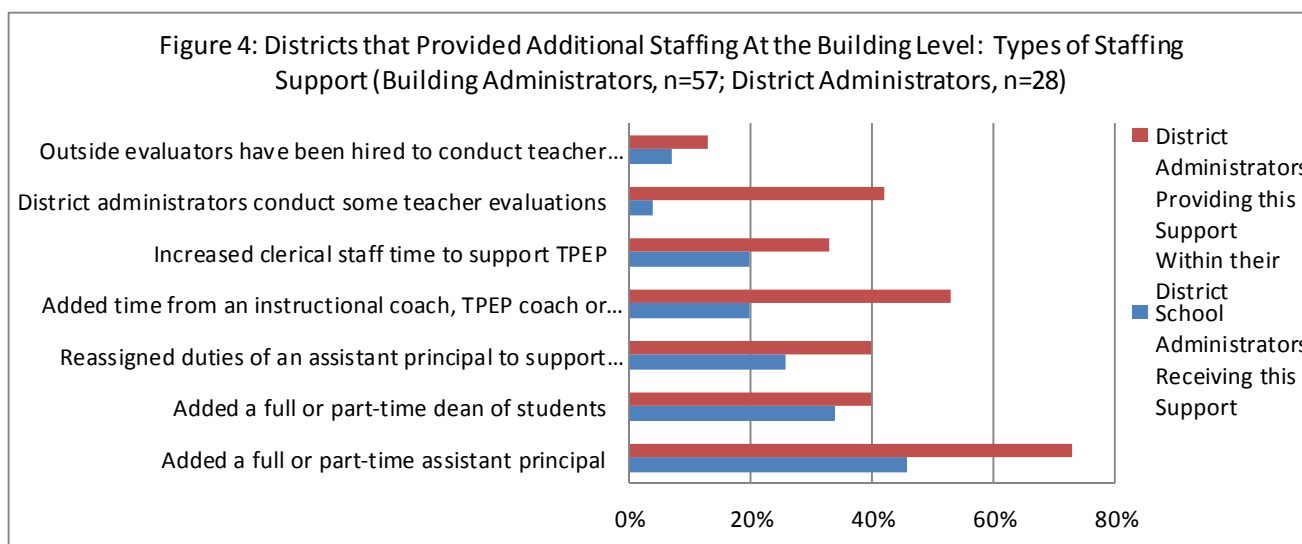
Supporting principals is complicated due to the nature of the work and by virtue of the fact that some school leaders struggle with delegating aspects of what they perceive to be core responsibilities to others in the building. In the next section, we focus on specific kinds of

supports that districts have provided for school administrative staff, and for supporting the process in general.

### **Restructuring Human Resources**

Given the notable time commitment that the TPEP process has required of building-level, as well as district-level administrators, the survey explored options that districts have pursued to support TPEP implementation. Among district administrators participating in the survey, 39% reported providing additional staff at the building level to assist principals with the teacher evaluation. These district administrators represented districts that were predominantly in Western Washington outside of the Central Puget Sound area (57%), with school enrollments between 1,000 and 5,000 (46%), while only 21% of districts that provided this resource were located in Central Puget Sound or Eastern Washington. Among principals and assistant principals, 22% indicated that their building had received additional staff support, or had staff duties reallocated to help with TPEP evaluations.

Among districts that did provide additional staff support at the building level, the most frequently mentioned was another full- or part-time assistant principal. Nearly three-quarters of these district administrators (73%) reported that this type of support had been provided within their district, and 46% of school administrators reported the addition of another administrator in their building. Adding a full or part-time dean of students was mentioned by 40% of district administrators, and 34% of building principals indicated that their school had added this position. Forty percent of district administrators also mentioned reassigning the duties of an assistant principal to support TPEP evaluations, while 26% of building administrators reported this was the case within their building (see Figure 4). More than half of district administrators (51%) reported adding time from an instructional coach, TPEP coach or department head at the building-level to support TPEP implementation, but only 20% of building administrators reported this staffing change.



Among principals and assistant principals who reported receiving additional staffing support in their building, survey responses show that these individuals performed a variety of duties. Sixty percent of school administrators indicated that these staff mentored novice teachers, 51% helped develop classroom based assessments, 50% provided training and support around goal setting or evidence collection, 50% helped teachers learn to use electronic tools, and 45% provided training around the instructional framework.

When asked about the usefulness of available supports, the majority of principals and assistant principals who had these supports indicated that additional administrative staff in their building were very useful (67%) or somewhat useful (21%). A smaller percentage felt that an instructional coach in their building was very useful (51%) or somewhat useful (22%), and a lower percentage found that teacher leader support with TPEP was very useful (36%) or somewhat useful (34%) (see Table 29).

Table 29: Principals' Ratings of the Usefulness of Staff Support in Their School with TPEP Implementation, if the Staff Support was Available (n=263)			
	Very useful	Somewhat useful	Little useful or Not useful
Additional administrative staff in my building	67%	21%	12%
Instructional coach in my building	51%	22%	28%
Teacher leaders' support with TPEP implementation	36%	34%	29%

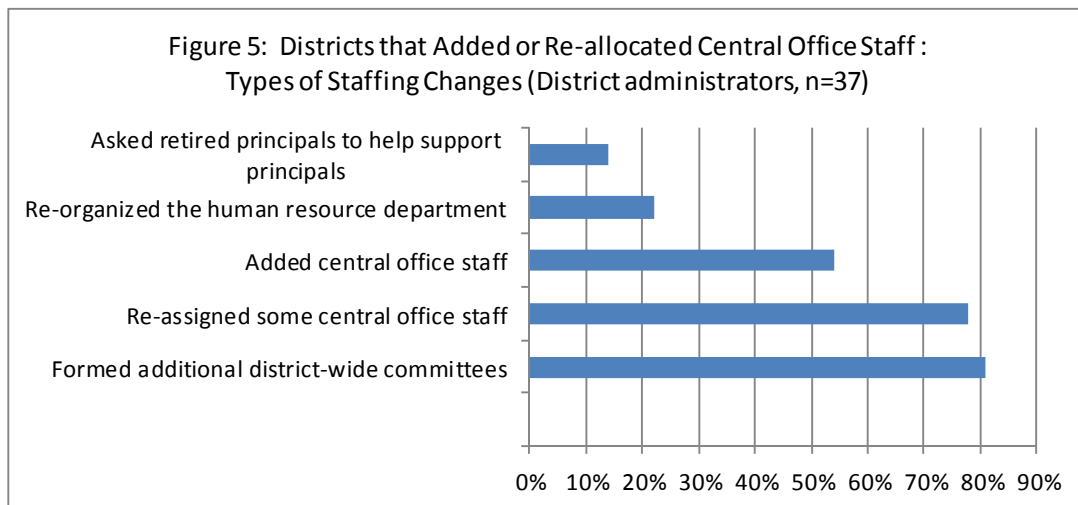
According to district administrators, the assistance that these staff provided included relieving the administrators of other duties so they could have more time to spend on teacher evaluations (87%), meeting with PLCs, grade level groups or departments (83%), providing professional development support to teachers (75%), helping the principal to conduct formal teacher evaluations (57%), or helping the principal with paperwork and scheduling associated teacher evaluations (34%). In a mid-size district, a TPEP lead described adding more staff in their elementary schools district-wide as a result of TPEP implementation:

We used to only have two assistant principals and we have now, only five schools that don't have assistant principals. We brought that many on this year to help in this arena at elementary [schools] ... We're anticipating adding additional [assistant principals] at some of those other schools, and it's so that people can do the depth and breadth of work that's necessary to improve professional practice, because the teachers are the ones closest to the point of implementation with their kids and we've got to continue to build their capacity.

An assistant principal responding to the survey reported how their district used teacher leaders:

My district has effectively used teacher leaders to help lead the charge for TPEP and effectively train on the Marzano Framework. These leaders help with developing professional development opportunities and are available to consult with teachers. For this reason, I believe the implementation has gone rather smoothly this year. Student growth goals remain a teacher concern, but as the year begins to wind down, I believe all teachers have seen the power of the evidence and understand that their students are growing and thus it becomes a valuable concept and meaningful work.

In addition to building-level changes in staffing, 30% of superintendents and TPEP leads reported adding or re-allocating staff at the district level to support TPEP implementation (see Figure 5). These district administrators reported the following changes: formation of additional district-wide committees to support TPEP implementation (81%), re-assigning central office staff (57%), adding central office staff (54%), re-organizing the human resource department (22%) or asking retired principals to help support principals on teacher evaluation (14%). A superintendent provided the following example, “We use a cadre of guest principals that are available as needed by principals and assistant principals to be able to focus on their TPEP observations and evaluation write-ups.”



As mentioned earlier, some school leaders have discovered ways to use teacher leaders, coaches and others to build staff capacity. School and district leaders in the case study districts acknowledged the strengths of their staff and found ways to capitalize on them. Additionally, some principals are learning how to share leadership responsibilities in ways that further support or deepen the learning improvement agenda for the school, thereby creating coherence between the work of TPEP and the work of improving teaching and learning. Opportunities for collaboration among staff are an important part of that effort.

**Role of Collaboration**

In many educational settings TPEP has prompted collaborative work between the principal and individual teacher, in groups of teachers working together, and among educators at various levels of the system. For teachers, professional learning communities (PLCs) and grade level or

department teams are often natural places to work together on TPEP-related issues. Collaborative efforts have included goal setting, collecting evidence of student growth, designing assessments, and analyzing student growth data together with colleagues.

### *Teacher Collaboration*

To gain a better understanding of the extent to which teachers have been collaborating around these activities, we included several survey items on this topic. Table 30 shows that less than half of teachers reported working on these activities primarily with others. In particular, the vast majority of teachers collect evidence of student growth mostly by themselves (87%). Open-ended responses suggest that many teachers see the value in collaboration, but may not have time to fully engage in it. One teacher shares, “With new curriculum in both ELA and math in addition to the new SBAC, there is little time during our infrequent collaboration to implement the strategies and have the data driven dialogue that TPEP needs to be an effective tool.”

Table 30: Teacher Collaboration on Activities Related to Evaluation (n=465)		
	Mostly with others	Mostly by myself
Goal setting for student growth	34%	66%
Collecting evidence of student growth	13%	87%
Designing classroom-based assessments	41%	59%
Analyzing student growth data	34%	65%

Further analyses showed that non-core content teachers (e.g., physical education, art, music) and those in specialist roles such as ELL teacher, special education or teachers on special assignment, were significantly more likely to work by themselves on goal setting (80%)<sup>20</sup> and designing classroom-based assessments (79%),<sup>21</sup> as compared to general education and core content teachers (61% and 51%, respectively). This finding is expected, as these teachers may not have counterparts in their building to collaborate with. In addition, elementary school teachers were significantly more likely than high school teachers to work with their colleagues on all of these activities, namely: goal setting for student growth,<sup>22</sup> collecting evidence of student growth,<sup>23</sup> designing classroom-based assessments,<sup>24</sup> and analyzing student growth data.<sup>25</sup>

Teachers were also asked about their participation in collaborative teams in their buildings. Overall, 89% of teachers report that they are part of a grade level, department or subject matter team, or PLC that meets on a regular basis. Over half of these teachers meet with each other weekly (50%) or every two weeks (22%), while the remainder meet once a month or every couple of months. A significant difference was found by grade level, as more than half (59%) of elementary school teachers reported meeting on a weekly basis with grade level, department or

<sup>20</sup> p < .001

<sup>21</sup> p < .001

<sup>22</sup> p = .002

<sup>23</sup> p = .022

<sup>24</sup> p = .001

<sup>25</sup> p < .001

subject matter teams or PLCs, and this percentage declined as grade level increased, with 48% of teachers at the middle grades and 25% of teachers at the high school grades reporting weekly team meetings.<sup>26</sup> When considering which teachers reported meeting at least once every two weeks, results for elementary and middle school teachers were similar (75% of the elementary sample and 76% of the middle school sample), while 61% of the high school sample reported the same.

Of those teachers who do meet regularly with colleagues, we asked about the extent to which they worked on various activities in their PLCs, grade level or subject matter teams. As detailed in Table 31, the findings indicate that a majority of teachers worked together either somewhat or very often on discussing effective instructional strategies (84%) and identifying assessments to measure student growth (74%). A slightly smaller percentage of teachers collaborated on developing their own assessments to measure student growth (65%), analyzing student work (60%), analyzing student growth data (58%), and writing student growth goals (54%).

Table 31: Extent of Teacher Collaboration on Activities Related to Evaluation with Grade Level, Department or PLC (n=411)				
	Very often	Somewhat often	Not often	Never
Discuss effective instructional strategies	38%	46%	13%	2%
Analyze student work together	19%	41%	31%	9%
Work together on writing student growth goals	18%	36%	35%	11%
Identify assessments that can be used to measure student growth	27%	48%	19%	5%
Develop assessments that can be used to measure student growth	25%	40%	27%	8%
Collectively analyze student growth data	21%	37%	33%	9%

Similar to above findings, there were significant differences between school levels in the extent of collaboration on many of these activities. In particular, elementary school teachers were significantly more likely than middle school and high school teachers to discuss effective instructional strategies collaboratively,<sup>27</sup> and more likely than high school teachers to analyze student work<sup>28</sup> and student growth collaboratively.<sup>29</sup> Conversely, high school teachers were significantly less likely than their counterparts to work together in identifying assessments for student growth.<sup>30</sup>

Some districts chose to focus more of their energy on the collaborative aspects of TPEP than others, because it aligned with existing initiatives. One district instructional framework specialist explained:

<sup>26</sup> p < .001  
<sup>27</sup> p = .001  
<sup>28</sup> p < .001  
<sup>29</sup> p < .001  
<sup>30</sup> p = .008



I would guess 80% or more of our staff on focused [evaluation plans] chose Criterion 8, which is all around collaboration. Because for us, PLC's, professional learning communities is a big initiative So I think staff were drawn to that because it matched district work that we were already doing. I also think that for those folks new to TPEP this year, who were new to a focused [plan], looking at a student growth piece of 8 and knowing they could do that collaboratively and with a team felt like a safe place to start.

We also asked school administrators about collaboration around the collection of student evidence in their schools. Findings are summarized in Table 32. According to principals and assistant principals, the highest percentage of teachers worked to a great extent with their colleagues to collect and identify forms of evidence of student growth (43%). Yet most principals and assistant principals also worked with teachers to collect and identify evidence, to some extent (52%) or to a great extent (37%).

	To a great extent	To some extent	A little	Not at all
I am working with teachers to collect and identify forms of evidence	37%	52%	10%	1%
Teachers are working with PLC or others in building to collect and identify forms of evidence	43%	41%	15%	2%
Teachers collect and identify forms of evidence by themselves	30%	46%	19%	5%

Despite the value teachers and principals see in collaborating on TPEP activities, these findings suggest that realistically, some staff may not have as many opportunities for this work. In particular, challenges may exist for secondary teachers, and those who work in specialized roles.

*Collaboration with Other Districts*

Although the survey did not explore the topic of collaboration with other districts, this theme arose in many of the conversations we had with case study districts, as well as in the open-response items. Numerous teachers and administrators shared that they have greatly appreciated learning about what other districts are doing. As one TPEP lead stated,

One of the things that I feel is most helpful is hearing from other districts and learning about best practices and finding out things that have worked and haven't worked. I feel like just personally, I always get a lot from that approach because it kind of triggers things in my memory or, "Oh we could do this," or it helps me be creative and I feel like, why reinvent the wheel when so many other people are doing this work and doing it well.

Several districts placed such a high value on cross-district collaboration that it was a factor they considered when selecting an instructional framework for TPEP. One superintendent shared, “We also looked at what the other school districts in the valley were looking to do because we thought down the road, we’re figuring that perhaps we could team together to do those type of things.” Similarly, an assistant superintendent in another district described their decision-making process:

We were kind of leaning towards Danielson, then when [two neighboring districts] went with Danielson, we all agreed that that's good for all of us. We can combine training, we have teachers going back and forth all the time. It kind of landed us in a good spot for training down the road.

Collaborating with other districts has been particularly valuable for smaller districts because of geographic limitations as well as small numbers of staff. Combining efforts can be beneficial financially and professionally, as districts can share costs and also learn from others. One teacher writes, “The biggest problem in my area is that there is only one person in my department. This is true of all our departments because small schools are the ones who have to do things mostly on their own. Collegial working with others in small schools on a regular basis would be extremely helpful.” Several case study sites described the innovative ways that they have nurtured these partnerships, particularly around professional development efforts. One superintendent of a small rural district describes how they have worked with two nearby districts that use the same framework:

We've done a ton of stuff with them that's really helped in professional development. Actually, the three districts this spring have paid for one employee out of [the larger] school district to become a trainer in the CEL, and now we have access to a person that can come in and train administration, can come in and train new teachers, and meet those standards. And instead of having each district have to pay the full amount, we're all paying a third. If I were to recommend to other rural districts is, you may have a preference for one [framework] or the other, but I would look around at the schools closest to you and say, "Let's create some partnerships here," and pick one that the four or five districts could possibly agree on.

In a slightly larger case study district, an administrator explained how they reached out to smaller local districts by inviting them to participate in trainings that they were already providing to their own teachers, free of charge. The only thing they asked the other districts to do was purchase the books and supplies for the teachers they were sending. She recalls:

When we did bring in the instructional frameworks for all our all-in launch for two days we said, “Any district by us who is a Danielson framework, let your people come.” I know [district X] was a Danielson framework district. They've only got about 11 teachers total in their whole district and we said, “These are the three sessions that we're offering and you're more than welcome for your people to attend ” We're training

100 people, what's 11 more?...Some of the other districts around us are not Danielson so they were unable to benefit, but we said “Anybody who is Danielson, come.”

Many principals and teachers affirmed the richness of conversations about instructional practice that have resulted from collaborative efforts, and considered them to be among the most beneficial outcomes of the entire process. The challenge is to find the time for collaborative activities that are central to the work of instructional improvement.

**Use of Electronic Tools**

A wide range of electronic data management systems have been developed specifically to support instructional improvement and professional growth. Broadly speaking, these software tools can be used to facilitate the teacher evaluation process by enabling educators to keep track of classroom observations, supplement teacher training, manage student and teacher data, organize documents and generate reports. eVAL is one tool that was locally developed for use in Washington state and has been widely used.

While some survey respondents use eVAL, others may use software tools that are available for purchase or tools that has been developed by their district. Additionally, some people use more than one electronic tool while others do not use any at all. Overall, the greatest percentage of school administrators use a tool other than eVAL to support their TPEP work, while the greatest percentage of teachers do not use any electronic tool. Table 33 summarizes the usage of eVAL and other software tools.

Table 33: Individual Use of eVAL and Other Electronic Tools		
	Teachers (n=459)	Principals/Assistant Principals (n=263)
eVAL only	29%	29%
eVAL and another electronic tool	4%	9%
Another electronic tool only	23%	37%
Not using any electronic tools	44%	26%

Further analysis shows that while the majority of teacher respondents report that they had not used eVAL during the 2014-15 school year, a statistically significant difference across framework type emerged: a higher proportion of Danielson users (39%) than Marzano (31%) or CEL 5D+ (25%) users report using this web-based tool during the past year.<sup>31</sup> Similarly, 47% of building administrators on the Danielson framework reported using eVAL, as compared to smaller percentages in Marzano (32%) and CEL 5D+ (24%) districts.

Of respondents who use only one electronic tool, the vast majority of educators report using eVAL. Table 34 provides a summary of the particular software tools that respondents are using. Examination of the open-ended “Other” survey responses show that most respondents who do not use eVAL either use Pivot or a district-developed tool. Other tools mentioned include

<sup>31</sup>  $p = .016$

Evernote, GoogleDrive or GoogleDocs, and Standards for Success. Examination of usage by framework shows that, outside of eVAL, CEL 5D+ administrators are more likely to use GoObserve or another tool not listed, while Danielson administrators use Teachscape more often, and Marzano administrators use iObservation.

Table 34: Choice of Electronic Tool*		
	Teachers (n=237)	Principals/Assistant Principals (n=171)
eVAL	55%	44%
iObservation	8%	6%
GoObserve	3%	8%
HomeRoom for Educators	12%	8%
Teachscape	9%	7%
eWALK	3%	3%
Other	10%	24%

\* For people who report using only one electronic tool

Of the teachers and principals who use eVAL, a majority feel that the tool is relatively easy to use, as shown in Table 35. Over half also indicate that they had received at least some eVAL training, although more administrators had this support than teachers. Almost three-fourths of teachers who use eVAL use it to share information with their administrators, but only 59% indicate that their principals send them feedback using eVAL.

Interestingly, teachers' perceptions of the ease of use of eVAL (or another electronic tool) differed by both school level and years of experience. A higher proportion of elementary teachers (73%) agreed with the statement, "The eVAL tool is relatively easy to use," as compared to slightly more than half of high school teachers (53%) and less than half of middle school teachers (44%).<sup>32</sup> More than three out of every four beginning teachers (0-4 years of experience) (79%) felt that eVAL was relatively easy to use, and slightly more than six out of every ten (62%) of the most experienced teachers (more than 15 years of experience), also agreed with the statement. Teachers with 5 to 14 years of experience were the most mixed in their levels of agreement, with only 52% agreeing with this statement.<sup>33</sup>

Conversely, 67% of principals and assistant principals who use eVAL say that they use it to share information with their teachers. Eighty-seven percent of them use eVAL to create a final summary record of the evaluation, and 60% feel that eVAL saves them time in the evaluation process.

<sup>32</sup>  $p = .016$

<sup>33</sup>  $p = .023$

Table 35: Teacher and Principal/Assistant Principal Views About eVAL		
	<i>Somewhat or Strongly Agree</i>	
	Teachers (n=156)	Principals/Assistant Principals (n=98)
The eVAL tool is relatively easy to use	62%	65%
I have received professional development or support to use eVAL	55%	72%
I use eVAL to share documents or information with my teachers/administrators	72%	67%

At the district level, about half of the superintendents in our sample (51%) reported that their districts are using eVAL, either by itself or in conjunction with another tool, to support the evaluation this year. Table 36 shows that 30% of districts only use another electronic tool, while 20% do not use any electronic tool.

Table 36: District Use of eVAL and Other Electronic Tools	
	Superintendents (n=91)
eVAL only	29%
eVAL and another electronic tool	18%
Another electronic tool only	30%
Not using any electronic tools	20%

The use of eVAL was more commonly reported for districts in Western Washington outside the Central Puget Sound, than in the Eastern or Central Puget Sound regions of the state; it was more common in smaller districts than in those with intermediate or large student enrollments, and more common in districts with high and intermediate poverty levels than in those with low proportions of students who qualify for free or reduced price lunch.

About two-thirds of the superintendents in our sample who use eVAL (66%) strongly or somewhat agree that the eVAL tool is relatively easy to use. In addition, a high percentage of the superintendents in our sample (87%) strongly or somewhat agree that they've received professional development or support to use eVAL. There are notable differences by the region of the state and district poverty level. For example, 100% of the superintendents from districts in the Central Puget Sound region of the state reported receiving professional training or support to use eVAL, as compared to 89% of the superintendents in the Western Washington outside the Central Puget Sound and 79% of those in Eastern Washington. A higher percentage of superintendents from high-poverty districts (91%) reported receiving training, in contrast with only 67% of superintendents from districts with low poverty levels.

A large majority of superintendents (92%) strongly or somewhat agree that eVAL is useful in creating a final summary record of the evaluation, and 85% strongly or somewhat agree that

eVAL is useful as a platform for sharing information or documents. However, only a slight majority of superintendents (55%) strongly or somewhat agree that eVAL saves time in the evaluation process.

Case study findings indicate there was a wide degree of flexibility regarding the use of electronic tools. Of the 11 districts we visited, 8 report at least some of their staff using eVAL but only one required all principals to use it. Many of these districts intended to move more of their staff onto eVAL over time, but felt like they needed to provide more support and training before they could do so. In addition, they wanted to wait until the software had been improved. Districts that did not use eVAL reported using iObservation, Homeroom, or GoogleDocs. Regardless of the primary tool that was used, the vast majority of case study districts did not require the use of any electronic tool because the technology learning curve would be a barrier for some staff. One district administrator expressed an interest in having everyone use eVAL, but acknowledged that “Right now, it’s more of a cultural issue with our principals and teachers that there would be overwhelming push back if we just said, ‘Use it.’ We’d have to really go through a change process on that.” Instead, principals and teachers often had the discretion to decide how they would collect and present evidence. A deputy superintendent in another district explains their reasoning for this decision:

We didn't want to be in the position where we're telling teachers that they have to do something that they're uncomfortable with when they're already uncomfortable with starting something new. Some principals are using [eVAL] – we've told them they are welcome to use it, but only if you have a teacher who feels cheerful about it.

Other interview data suggests that many teachers still choose to use binders and paper folders, either because the electronic tools were too time-consuming and cumbersome to use, or because they had not yet received enough training to use them effectively.

A number of district administrators eventually hoped to use eVAL district-wide, and spoke to the potential that this tool had for their work. One district-level leader felt that eVAL could help with the translation between the instructional framework and the State 8 criteria “because you can collect evidence in the domains and in the components, and it will just translate it over to the criteria which is really smart. eVAL might be the answer here, in some ways, and might really help us.” Others wanted to use district-wide data to inform their professional development but indicated that the tool did not currently have that capability. An administrator in a very large district stated:

In order to take all of the TPEP information from paper, we have to have someone literally go through [thousands of reports] and put into a database where every teacher is on each criterion ... eVAL is really going to be the saving grace for us in that. I think it will, if you can get that implemented well. I really think that they should focus effort and time and money on really building out eVAL, because it could help inform the professional development piece. Individual principals use it to inform the professional

development of their teachers and staff because it's just a much smaller level, but for us to look at district wide trends, it's too manual right now to do.

Technological tools have played a role in the initial implementation of TPEP, but many districts have chosen to focus on other aspects of the teacher evaluation to give time for further support and refinement of the tools.

## **Factors Impacting Implementation**

In this section of the report, we discuss a variety of factors that have influenced the way that TPEP has been implemented in different schools and districts across the state. These factors range from implementation schedules and frameworks to district size and regional location, as well as school size and level. This list is by no means exhaustive, but instead summarizes the main themes that arose from the data.

### ***Contextual Factors***

Not surprisingly, a number of geographic and district or building level factors appear to have a substantial influence on the implementation of the teacher evaluation system. These factors are summarized below.

#### ***District Size and Location***

The size and location of districts has played a significant role in how the policy was implemented on the ground. Analyses of superintendent and TPEP lead survey data, as well as case study data, suggest that districts with very small or much larger student enrollment numbers face distinct challenges when trying to implement the evaluation system.<sup>34</sup> Time was the main challenge that small districts faced, as compared to their larger counterparts. For instance, when asked about whether time for collaboration in setting student growth goals was a challenge for teachers in their districts, 58% of superintendents and TPEP leads in small districts reported it was a significant challenge, as compared to only 24% of those in large districts – a difference that was statistically significant.<sup>35</sup> A similar question was asked about principals, and 50% of administrators in small districts indicated that time for collaboration was a great challenge for principals, while only 14% of those in large districts felt it was a great challenge.

This finding may be expected, because small districts have fewer staff among which to distribute the workload. To illustrate, 88% of superintendents in small districts indicate that they are the primary person responsible for evaluating principals in their districts, as compared to 81% of those in medium sized districts, and only 22% of those in larger districts. In medium and large districts, there are often other administrators to help with this responsibility, although there is certainly variation within medium-sized districts, in particular. Along those lines, a higher

---

<sup>34</sup> For this set of analyses, a “small” Washington district was defined having a total enrollment of 1,000 students or less (n=40), a “medium” size district enrolled between 1,001-10,000 students (n=61), and a “larger” district enrolled 10,001 or more students (n=21).

<sup>35</sup>  $p = .026$

percentage of administrators from small districts (85%) either somewhat or strongly agreed that they had increased the amount of time they spent on TPEP implementation this past year, as compared to those from medium-sized (77%) and large districts (53%). Additionally, only 10% of administrators from small districts reported providing additional staffing to assist principals with teacher evaluation, as opposed to 54% of those in medium sized districts and 52% of large districts. (A more detailed analysis of staffing was provided earlier in this report). The struggle of smaller districts is highlighted in the following survey response from an assistant principal:

Small districts (like mine) are often isolated and have less money/time to allocate to PD for administrators. This means that most of us are left to figure everything out on our own. It would be nice if the legislature would consider professional development time and money for the successful implementation of something like TPEP, especially for small, rural districts. TPEP can be a powerful tool, but proper training for administrators is essential if it is to be fully realized.

Larger districts also face their own challenges, particularly with collecting and managing data, as well as providing professional development to large numbers of staff. One administrator in a medium-size district described a training that they had previously provided:

One of the pieces of feedback we had from year one was, we had like 100 people in the room at a time with two [instructional framework trainers]. People obviously were saying, "We'd prefer to be in smaller groups." It was great, but it was really, really big. Could we do it smaller?

Finding a sustainable model to deliver professional development can be particularly difficult for very large districts. While districts with fewer staff can hire trainers to train building staff, this strategy may not work with districts above a certain size. One administrator elaborated:

The train the trainer model is not effective when you have so many people that need to be trained and those numbers are constantly shifting. We're dealing with 100 schools and people move within a district this size pretty frequently, and the training they received in one building from a trainer may have been okay but they needed more and now they're in a new building, and that building doesn't have a trainer because there just wasn't the bandwidth. So I think that [there needs to be] flexibility for a larger district like this, in determining what is the best way to access teachers.

Geographic location can also clearly dictate how implementation plays out, particularly when considering professional development. Rural remote districts often have a much harder time accessing ESD resources and trainings, and districts in these locations find it more difficult to collaborate with other districts on professional development opportunities because they may be located several hours away from each other. One case study district, that was too small to be able to afford a state-approved trainer and too far to be able to send its teachers to regular ESD trainings, began collaborating with neighboring districts in order to access high-quality professional development.



### *School Size and Level*

In addition to district size, school size also has an impact on the challenges that administrators face in TPEP implementation, with respect to administrator workload, opportunities for collaboration, and other resources. In small schools, the main issues that were described centered around the lack of opportunity to collaborate. One teacher commented in the survey, “As a teacher at a very small school there isn’t team support with grade levels. I feel out of the loop and on my own quite a bit.” Another teacher, who faces the same issue, suggests collaborating with other nearby schools:

My school is small...one class of each grade. It would really be beneficial to be able to collaborate on these things with other teachers who are teaching the same grade level I am teaching. I haven’t had much opportunity to do that. Maybe my school could get together with another small school who is working with the same model.

In larger schools, the primary issue seems to be the higher number of teachers who need to be evaluated. As one principal writes, “My district has offered no support for TPEP evaluations other than trainings offered by ESD. Staff of 50 to 1.5 admin isn’t realistic.” In some cases, schools have been able to hire additional staff to help with the added responsibilities, but the above data suggests that only half of medium and larger districts have been able to provide this resource, thus far. One principal in a large school describes her experience:

We launched ALL teachers the first year with minimal additional support for principals. I was allocated some paraeducator hours to help with student discipline and was able to hire someone who was very competent, which helped, but still, it was overwhelming. I evaluated 31 teachers on a new system, with additional bargained requirements. I did little but evaluation most of the year, which was very difficult for the school and for me personally.

School level is yet another factor that determines how various aspects of the evaluation system are enacted in the school and classroom, which in turn impacts professional development needs. For evaluators, the difference in curriculum leads to issues of calibration, as one principal explains:

[We need] more work on rater reliability but split between secondary and elementary levels. It is very apparent during trainings that administrators at the different levels view the same lessons very differently, which can create frustration on the part of some administrators. It also causes some people to discount the idea that we can be consistent in recording and evaluating what we are seeing during an observation connected to the frameworks.

One administrator in a case study site discussed this difference, and how their district has encouraged collaboration across principals at the same school level. She shares, “One of the things we found too with this work is that there are real differences between the levels in terms

of how TPEP needs to be implemented. In our principal meetings, we meet with the whole group and we work in levels and we focus a lot on calibrating.” A deputy superintendent in another district provides more specific examples of the difference in needs, within the context of having enough resources to do what is necessary:

The elementary principal is different than the secondary principal, so using TPEP iGrant funds to free up sub-time so that elementary principals can have growth conversations with teachers - that's important at elementary. At secondary, where I have multiple administrators at the building, and they have prep periods, it's not quite as important. Looking at what the need is and trying to differentiate for that, our challenge is the resources. It is like, "Okay, do I add more administrators? That would be a simple fix, but I don't really have the money to do that."

Teachers in various school levels also bring different perspectives on TPEP. When conducting detailed analyses of teacher survey responses, statistically significant differences across respondents' school levels (elementary, middle, high) emerged most frequently, as compared to differences across years of experience, school poverty level, and region of the state. These differences are described in earlier parts of this report. Broadly speaking however, elementary school teachers were more likely than secondary teachers to report positive and productive TPEP-related experiences. For instance, when compared to their middle and high school counterparts, a higher proportion, and often a majority, of elementary school teachers reported the following concerning their TPEP-related work: 1) a higher degree of usefulness of department/grade level/PLC, school, district, and state-developed assessments, 2) adequate time, opportunity, and shared interest around collaborating with their peers on student growth goals, assessments, and related instruction, 3) a positive perception of school and/or district-level TPEP support and training, 4) more comfort with electronic tools like eVAL, and 5) a positive perception of TPEP's influence on high expectations for student learning.

#### *Poverty level*

The poverty level of a school is inevitably related to other complex factors and issues, many of which likely contribute to differences in the practice of evaluating teachers. Survey data was examined by poverty level, and findings suggest that there are some differences between high and low poverty districts and schools. While specific statistics are described throughout the report, the main themes suggest that a higher percentage of superintendents from high-poverty districts report positive impacts as a result of TPEP, in areas such as the professional growth of teachers, the focus on relevant instructional issues, and their understanding of the quality of instruction in their districts.

At the school level, data suggests that low poverty schools are more likely to have administrators who have been evaluating on TPEP for three or more years, as compared to high poverty schools. This difference in level of evaluator familiarity with TPEP could have an impact on the evaluation experience of teachers. Additionally, findings suggest that higher percentages of teachers in high poverty schools would find additional training in writing student growth goals

and student growth assessments useful. There are other external issues to consider as well, that cannot necessarily be remedied with more training, as one teacher shares:

Generally I think TPEP has had a positive impact on improving teaching practices and assessments. I also believe that it has placed immense stress on schools that haven't met AYP. Our schools are on an Indian reservation with students from broken families and high poverty situations. I understand that teachers must be held accountable for student learning but in our schools' situation there has to be a place for the understanding of our students' families dealing with historical trauma.

### *Instructional Framework*

Very few statistical differences were found in principal and teacher survey responses across different instructional frameworks, and those that were are presented elsewhere in this report. Examination of the superintendent and TPEP lead data show that virtually 100% of respondents either strongly or somewhat agreed that their instructional framework was a good model for effective teaching, although a slightly higher percentage of those using Danielson strongly agreed (88%) as compared to those using CEL 5D+ (79%) or Marzano (65%). Overall, the data suggests that administrators and teachers feel positively about the instructional frameworks that their districts are using.

Case study data suggests that the use of different frameworks does have an impact on implementation of the teacher evaluation system, primarily in the way that the evaluations are conducted, thereby influencing professional development content. While this does not necessarily pose any problems within one particular school or district, the issue arises when administrators and teachers move to different districts around the state. An administrator in a case study district reflected:

Another thing I've learned is, Marzano and Danielson - it's totally different. It's not just a different framework, it is a different process. We've run into issues with principal development, teachers who are learning to be principals. One this year, who was hired as an assistant principal for our program you need to do a pre, an observation, and a post. She's like, "But that's not what we do." There's been some kind of confusion about [that].

The concern for district staff is that this type of turnover is constant, which thus requires consistent and differentiated framework training every year, and not just at the beginning of the TPEP implementation process. This quote from another district level administrator illustrates the challenge:

When we started the all-in roll out, it was a whole new system for everybody. Now, with our third year into this statewide [process] we're getting a new principal from a neighboring district. They were Marzano. Now, yes, the state criteria is constant, but the framework is different. Now, that person was trained Marzano, they need to be trained Danielson. We're getting teachers in we're going to have our brand newbies out of

college who have never been on a framework introduction and then we're going to have people who are coming to us from other areas who have maybe been on a framework different than Danielson and then those coming to us from a previous Danielson. So how are we going to differentiate, adapt, and be proactive for that?

The difference in frameworks also poses a challenge when districts try to collaborate with neighboring districts on professional development opportunities. One administrator in a smaller district shared,

We were the only Marzano district besides [district X], which is very small here. We had hopes, maybe, that we would be able to collaborate with some other districts we could have tied on to [other larger district] trainings if we were [using the same framework].

### ***Nature of Relationship with Professional Associations***

Given the critical role that teachers' associations play in the teacher evaluation process, superintendents and TPEP leads were asked about the impact that the revised evaluation system has had on the relationship between their district and the teachers' association. Almost half of respondents indicated that TPEP has had a very positive or somewhat positive impact on this relationship (47%). Thirty-six percent reported that it has had no impact, 16% stated it has had a somewhat negative impact, and no participants stated that it has had a very negative impact on the relationship. While relatively few open comments mentioned the professional associations, one TPEP lead wrote, "For the most part this has been a positive and collaborative process between the district and the teacher union. This will only continue if we build trust and focus our approach as a growth development model – not a "got you" model. We emphasize that this is to help us become better instructors and leaders to increase student growth and achievement." Along the same lines, a principal felt that "the collaborative approach between our association and administration has been very beneficial in a smoother transition to the new system."

Case study findings also suggest that, for most districts, early conversations with teachers' associations proved critical to productive engagement in the TPEP implementation process. As one deputy superintendent shared, "Last year we also worked very closely with our union people. I think that, that was a big, big, big win. As we rolled it out, we agreed with our union people that this is all about learning. Made a huge deal out of that." An administrator from another district explains why this partnership was so critical to the success of their implementation effort:

We made a strategic decision on both sides of the table to begin our bargain with a discussion of our teacher evaluation language. In retrospect now, it probably was the very best decision we made heading into the bargain, because what it did was it got us conceptually on the same page, both parties, about what we cared about with regard to teacher growth and development, what we cared about in terms of what we were going to privilege in the language and the practice of the evaluation.

In addition to initial implementation, administrators stressed the importance of maintaining a positive working relationship over time. Here an administrator in another district describes how they are working with their association to create a common set of training materials, to ensure consistency in messaging across the district:

My counterpart at the association who works mostly with TPEP there, she and I are going to be working together this summer, both with feedback from our constituents to build a handbook that is given to all staff, teachers, principals, everyone. Created in conjunction with [the district] and the [teachers association] and it'll have sections in there for all the processes. Everyone can have the same tool and resource that they use and then we really focus on them delving into the true intent of the instructional framework.

### ***Integration with Other Initiatives and Resources***

One of Linda Darling-Hammond's (2013) five key elements for a teacher evaluation system is adoption of common statewide teaching standards that are aligned with student learning objectives. Washington state has adopted the Common Core State Standards (CCSS) and the question now becomes, to what extent can these initiatives be aligned?

All survey participants were asked whether their districts had provided information about the connection between the teacher evaluation and CCSS. Responses across groups are summarized in Table 37. Overall, a smaller percentage of teachers (49%) felt that their districts had provided this information as compared to building administrators (60%), superintendents (75%), and TPEP leads (78%). In addition, differences by teacher grade level were significant.<sup>36</sup> Examination of open-response items indicates that many teachers were interested in more training to better understand this connection. As one teacher writes,

Even after 3 years, it feels as though the evaluation/TPEP process is separate from my work as a teacher. I'd like to know how/why to integrate these processes to help me as I also implement all of the other mandates such as CCSS and SBAC. The process of TPEP is manageable, but I still don't find it to be useful.

---

<sup>36</sup> While more than half of elementary teachers (55%) agreed with this statement, smaller proportions of middle (41%) and high school (42%) teachers felt the same way. Correspondingly, more than half of secondary teachers (59% of middle school teachers and 58% of high school teachers) felt that their districts had not provided enough information concerning the alignment between TPEP and Common Core Standards ( $p = .017$ ).

Table 37: My district has provided information on how the teacher evaluation is connected to Common Core State Standards

	Teachers (n=465)	Assistant Principals* (n=262)	Superintendents (n=91)	TPEP Leads (n=31)
Strongly Agree	11%	13%	20%	23%
Somewhat Agree	38%	47%	55%	55%
Somewhat Disagree	33%	27%	18%	13%
Strongly Disagree	17%	12%	7%	3%
Did Not Respond	0%	1%	1%	6%

*\*Principals as defined by duty roots 21 and 23, and Assistant Principals as defined by duty roots 22 and 24 in 2014-15 Preliminary S275.*

Some of the case study districts indicated that they have sought to integrate these two initiatives and that, while many staff are making connections between them, some still struggle to understand the bigger picture. One district level administrator describes the way her district has tried to show the connectedness of everything they do:

Our most effective strategy that we've utilized on the integration of [Common Core and TPEP] is working very closely side by side with our curriculum developers. So, when they're planning their lessons and their curriculum meetings and so on, we use a common template...we tie, each time, parts of the Danielson framework that align to the work. So, people just see this We've been explicit about a collaborative approach to the work so that it doesn't seem like all separate silos. Like, today, we're going to learn about Common Core. Tomorrow, we're going to learn about TPEP, we're going to work on the new testing, right? No, it's just like all so natural, it seems seamless That being said, we still have people that go, "How does this all fit?"

It is clear that introducing a revised teacher and principal evaluation system concurrently with other major statewide initiatives, such as the Common Core State Standards and new assessments under the Smarter Balanced Assessment Consortium (SBAC) has been challenging for many districts. In addition, many districts have other local initiatives underway to improve teaching and learning. As one administrator shared, "This year has been a pretty significant bottleneck of initiatives in our district. Some of it coming externally and some, for whatever reason, we did to ourselves. Just all happening at the same time - new math curriculum, Common Core, new writing curriculum, TPEP, SIOP - we had so many things hitting at the same time. We about drove our teachers batty, frankly, I think. It was really difficult to be able to support them in everything that they were expected to do." Within the context of all these new efforts, districts are trying to be creative in how they integrate everything. In another case study district, a deputy superintendent described the way that they incorporated a new math curriculum with the teacher evaluation:

Almost all of our elementary principals and all of our elementary teachers used math as their goal area for every area this year, which has been a big huge help. Then they've

also done training at the district level and at the building level on the use of data around the new...math curriculum. At this minute, I think that our elementary teachers are on fire about math. They're on fire about data in a way they've never been interested in the past. I think it's worked kind of perfectly. We've had new curriculum and all the pieces of the State 8 fit into using the district approved curriculum. Which we had a number of folks not interested in, but when they realized that was a part of their evaluation it was kind of a perfect folding in for us.

For some districts, while the initiatives were implemented at the same time, the work has been compartmentalized among the specialized district staff who hold responsibilities for specific initiatives. A district administrator explained that messages were getting crossed, creating confusion for staff. As he sees it, district-level staff may need to give up some turf and become more intentional and unified so that educators can make the linkages between the improvement of instruction, the revised evaluation system and the Common Core State Standards. A TPEP lead in another district shared that they would like to strengthen collaboration in this area:

[The teaching and learning office] is upstairs, and even though it doesn't seem like it's that far away, we don't do as many conversations as we should to try and marry the two, to make sure that administrators and staff understand. You teach Common Core Standards and the vehicle through which you do that is this instructional framework. It's good teaching. If you do good teaching, it doesn't matter what it is you are teaching – kids are going to be learning. I just don't think we have that tightly connected yet. Not as tightly connected as I would like.

In order to explore this issue from the teachers' perspective, teachers were asked whether they believed TPEP would better align instructional improvement activities in their schools and districts. Slightly more than half of teachers either somewhat (44%) or strongly agreed (11%) that it would do so, while 32% somewhat disagreed and 12% strongly disagreed. In addition, 64% of principals and assistant principals, and 74% of superintendents and TPEP leads felt that teachers' capacity to link student growth goals to school or district improvement initiatives would be a moderate or great challenge for teachers in their districts.

Open-response items and case study findings suggest that the convergence of multiple initiatives in the last several years have made TPEP more difficult to implement than it might have been, if it had been the sole new initiative being introduced to the system. One superintendent explains the logistical challenges that many districts face:

We seem to be drowning in a sea of initiatives requiring implementation. We are all struggling to stay afloat. When teachers are only paid to be here 180 days, the exact same number of days students are here, there is no time to provide the professional development demanded of these implementations. When teachers have a few minutes before students arrive and even fewer after they leave, there is precious little time for addressing all of these issues. Between TPEP, Common Core and Smarter Balanced assessments, the needs are great and there simply is no time to address these needs

UNLESS the district uses its own financial capacity to do so. This is inherently the problem with adding on more and more.

At the building level, the introduction of multiple initiatives has also impacted the ability of administrators and teachers to implement TPEP. As one principal writes, "I think that I would be able to do a much better job except that the new evaluation system has come on at the same time as new learning standards and new testing tools. I will need some time and consistency to become a proficient evaluator." And while many respondents appreciated the intent behind adding such initiatives, they felt it was not realistic to believe that everything could be implemented a high-quality way, all at the same time. Expressing the views of many administrator survey responses, a principal writes:

It is nearly impossible to implement such a massive change while at the same time expecting us to implement new standards, new assessments using only computers and closing the achievement gap. My staff and I welcome standards that guide us to ensure students are learning what they should be, when they should be. However, leadership at the state level as well as on the federal level have failed to understand the impact of their decisions on the children and in the classrooms.

### ***Consistency and Messaging***

The lack of consistency in communication about TPEP was cited as a considerable challenge for many districts, both at a broad conceptual level and at a detailed, procedural level. Because the evaluation system has many complex levels and components, there are multiple opportunities for miscommunication or confusion. As one teacher wrote in the survey, "The TPEP process has been unclear from the beginning. From the teacher's perspective, it feels like the district has a plan but isn't quite sure about where they are going with it. It trickles down to the principals and then the teachers and by the time it hits us teachers, it feels very convoluted."

Survey findings show that 58% of principals, 55% of superintendents, and 48% of TPEP leads felt that the lack of clarity with regard to district expectations for the evaluation process was either a moderate or major concern. Interestingly, only 37% of teachers feel that their districts have not provided clarity about their expectations for the evaluation process, while 21% of teachers feel strongly that their districts have provided clarity and 40% somewhat agree. In other words, administrators perceive the lack of clarity as a bigger problem than teachers do.

One part of the problem appears to arise from the fact that the TPEP policy is interpreted differently between districts. Survey comments point to a "learn as you go" approach in many districts, where no one (not even those in leadership positions) is yet a TPEP expert. This approach has led to an inconsistency in how different individuals interpret the TPEP requirements and process, and in how teachers are scored. The inconsistency, in turn, can lead to confusion, frustration, and demoralization among teachers, as these teachers' comments illustrate:



I think the idea behind TPEP is a good one. However, my observations of this system is somewhat negative. I feel great teachers are killing themselves to try to obtain 4's, when in fact, that is almost impossible in the building I work in. We hear of other schools getting 4's easily. This causes a lot of negative vibes and comments in the great school that I work in.

My principal is a very professional, caring leader. She cares greatly about the learning of our students and the well-being and support of the staff. She has made a significant effort to not allow teachers to feel intimidated nor stressed by this evaluation process. However, there are many questions posed by teachers that she is not able to provide clear, definitive statements in response. I believe that she is well prepared but that there are many aspects of this process that are not yet clarified.

When the above statistics and anecdotes are examined together, these findings suggest that administrators may be more aware of the inconsistency problem than teachers, because they are receiving the message from one group and delivering it to another. A number of case study districts recognized this problem in their own districts and have explored ways to address the inconsistency. In one smaller district, the instructional coach collaborates with principals in providing trainings. Here, she explains the reason for this strategy:

Offering professional development in collaboration with the principal has been really positive. I think that knowing that the principal is standing side-by-side with me, and when I'm saying, "Hey, your student growth goals are a draft. We want to keep working on them until they're proficient. Let's take a stab at it, show me your baseline data, what's an appropriate aim?" And the principal is standing right there as I'm saying these things - it feels safe for staff. If I go meet with a PLC, [and the] principal's not present, then they'd still have to take it to their evaluator and see, "Does this really jive with what she's saying? Is this safe? Is he going to allow this goal?" So that's another lesson for me in terms of the support that works well – it's often when it can be in collaboration with whoever is evaluating the staff members. Because they want to know that we're on the same page.

While this approach can work well in smaller districts with a few schools, it might not be possible in districts with a high number of schools. Instead, several larger case study districts are hoping to standardize some of their communication around TPEP, primarily through the use of technology. For example, one district that has instructional coaches in each school has created a set of modules that all coaches use when delivering professional development. Changes to these modules are not permitted unless everyone on the team agrees to them. A district administrator explains:

[The coaches] are all using the common PowerPoint and then we post all the materials for the activities [online] as well, so they have those readily available and they access those. We don't want mixed messages going out because that is concerning –

specifically because it's also their evaluation system, in addition to an instructional framework.

Other districts reported using similar tools in order to maintain consistency. One administrator shared, "Many of our initial PowerPoints were voiceover So you couldn't really deviate from the voiceover. We just didn't want confusion." Another district used the same strategy to introduce TPEP to their entire staff, as one deputy superintendent described: "We kicked it off that spring we had this guided PowerPoint. [We] did a voice-over to make sure that everything was said correctly and presented to every school in our system, so that every teacher in the system got a little appetizer of what was to come." One very large district is also planning on developing an extensive set of online modules to be used in the schools, and a district staff person explains why:

The reason we wanted to do online PD modules is because what [we] found quite frequently was, even if we were consistent in our messaging, it was not always consistently received I know we're completely aligned, but still, we would have teachers who ... It becomes a telephone game. [My colleague] would go deliver her workshop, teachers would hear it, they would take it back to their building, they would tell their principals, and the intentionality and modality, and conversation shifted I knew it was not a matter of the trainers deliveries - it was really about how people were hearing it. I wanted to have a consistent referable message where we can go, "Here, this is what it says."

Review of the survey open-response items indicates that a number of teachers and principals have used videos for training or calibration purposes already and found them to be very helpful, and that more people would be interested in accessing this type of resource.

## **Educators Views of the Evaluation System**

A majority of educators participating in this study agree that the revised evaluation system has a number of benefits, but there are significant concerns about time and workload issues. In particular, educators emphasize the positive impact on professional conversations about what constitutes effective teaching and how to better support student learning. However, nearly all teachers and administrators agree that TPEP increases their workload, and that they need additional training and support. In this section, we review the perspectives of educators statewide and include voices from the case study districts.

### ***Teachers***

In the survey, teachers were asked about the impact that TPEP had on various aspects of their work. Findings are presented in Table 38. Overall teachers were somewhat pessimistic in their opinions about TPEP. Despite the fact that a primary goal of the evaluation system is to improve instruction, only slightly more than half of teachers (56%) felt that TPEP would have a positive impact on the quality of their instruction. However, closer examination by years of experience indicates that new teachers were significantly more likely to feel that TPEP would improve their

instruction, with 65.6% of beginning teachers (0-4 years of experience), 55.5% of teachers with 15 years or more of experience, and 51.1% of teachers with 5-14 years of experience indicating agreement.<sup>37</sup>

Less than half of teachers (48%) felt that the evaluation system would improve student learning in their own classrooms. However, there were significant differences by school level, as slightly more than half of elementary school teachers (53.1%) agreed with the statement, “TPEP will improve student learning in my classroom,” as compared to less than half of middle school teachers (47.6%), and approximately a third of high school teachers (35.2%).<sup>38</sup>

Table 38: Teacher Views of Evaluation System (n=503)				
<i>The teacher evaluation system will</i>	Strongly agree	Somewhat agree	Somewhat disagree	Strongly disagree
improve the quality of my instruction	12%	44%	28%	16%
improve student learning in my classroom	9%	39%	35%	16%
better align instructional improvement activities in my school/district	11%	44%	32%	12%
increase my workload	66%	28%	5%	1%
primarily be a compliance mechanism of limited professional benefit	42%	30%	24%	5%

Conversely, almost all teachers indicated that TPEP would increase their workload (94%). The majority of teachers also felt that TPEP was just a mechanism for compliance (72%). However, the degree of agreement with this perspective significantly increased with grade level; while slightly more than two out of every three elementary teachers (68%) held this view, this proportion increased to three out of every four middle school teachers (76%) and 81% of high school teachers.<sup>39</sup>

### **School Administrators**

Principals and assistant principals were asked similar questions about the impact that TPEP has had on their schools. Table 39 shows that school administrators held more positive views of the evaluation system than teachers. With respect to instructional improvement, 81% of principals and 89% of assistant principals felt that TPEP has enabled them to increase their focus on instructional leadership, while 83% of principals and 86% of assistant principals felt that it has helped them to support teachers who need improvement. Additionally, 73% of principals and 76% of assistant principals reported that TPEP has helped improve the quality of professional collaboration in their buildings.

<sup>37</sup>  $p = .041$

<sup>38</sup>  $p = .008$

<sup>39</sup>  $p = .018$

Table 39: School Administrator Views on Evaluation System (Principal n=162, Assistant Principal n=101)

<i>Implementing TPEP in my school has</i>	Strongly Agree		Somewhat Agree		Somewhat Disagree		Strongly Disagree	
	Principal	Assistant Principal	Principal	Assistant Principal	Principal	Assistant Principal	Principal	Assistant Principal
allowed me to focus more on instructional leadership	32%	24%	49%	65%	16%	8%	3%	3%
improved the quality of professional collaboration in my building	17%	16%	56%	60%	22%	20%	5%	4%
helped me to better support teachers who are in need of improvement	35%	34%	48%	52%	16%	14%	1%	1%
reduced my ability to perform other essential duties as a principal or assistant principal	48%	32%	43%	42%	7%	21%	1%	5%
reduced the amount of time I spend interacting with students	44%	30%	36%	42%	14%	22%	6%	7%

Although these administrators found the evaluation system to be helpful in a variety of ways, they acknowledged some of the negative impacts as well. A large majority of principals (91%) indicated that their evaluation responsibilities have limited their ability to engage in other essential duties, and a slightly lower percentage of assistant principals agreed (74%). Closer examination of these items indicates that 94% of principals and assistant principals in districts that use the CEL 5D+ framework reported that implementing TPEP has reduced their ability to perform other essential duties, as compared to 75% of those using the Danielson framework.

Similarly, 80% of principals and 72% of assistant principals report that they spend less time interacting with students because of TPEP. A principal from one of the case study districts describes the tension, but also a hesitation to let go of traditionally understood notions of the principalship:

I have a lot of energy and I like the innovation [but] until we globally talk more about what high school principals do it's not like I don't have dances to supervise or playoff games to go to or all of the more traditional, lunch-duty, visibility tasks. At the same time, I'm doing 43 pages per teacher and it's a workload issue... I think that's the piece that got missed when we were talking about TPEP implementation. And I'm not complaining - I love being a high school principal I really like the job, but it's significantly different. It just takes more time if you have a band concert, there's just not a substitute for the high school principal, right? I have to go to the band concert. I have to go to the playoff game. It's not like you can send a delegate that carries the same sort of [weight].

### **Views on Student Learning**

All survey respondents were asked about what impact they thought TPEP would have on student learning, overall. TPEP leads were most optimistic about these outcomes, while over half of teachers felt that it would either have no impact, or have a negative impact in these

areas. While 88% of TPEP leads and 80% of superintendents thought that TPEP would have a somewhat or very positive impact on high expectations for student learning, only 44% of teachers felt the same way. And while the vast majority of TPEP leads (90%) also felt that TPEP would have a somewhat or very positive impact on actual student learning, less than half of teachers (46%) felt that it would have any positive impact. Table 40 summarizes these findings.

	Very positive impact				Somewhat positive impact				No impact				Somewhat or very negative impact			
	T	P	S	TL	T	P	S	TL	T	P	S	TL	T	P	S	TL
High expectations for student learning	10%	19%	23%	23%	34%	58%	57%	65%	50%	21%	18%	13%	7%	1%	0%	0%
Student learning	7%	14%	15%	13%	39%	61%	55%	77%	46%	25%	27%	10%	8%	0%	1%	0%

*T = Teachers, P = Principals & Assistant Principals, S = Superintendents, TL = TPEP Leads*

Significant differences were found between teachers by grade level with respect to high expectations for student learning, as half of elementary teachers (50%) indicated that TPEP had a somewhat or very positive impact in this area. This contrasts with approximately a third of middle school (37%) and high school (33%) teachers who felt the same way. A large proportion of elementary teachers (45%) and a majority of both middle (51%) and high school (60%) teachers reported TPEP’s implementation had no impact on student learning at their school. Middle school teachers were significantly more likely than teachers at other school levels (12%) to report that TPEP had a somewhat or very negative impact on their school’s student learning expectations.<sup>40</sup>

Although not shown in the table, 83% of principals and assistant principals either somewhat or strongly agreed that the teacher evaluation has focused on instructional issues that are relevant to the student population in their schools, while 87% of superintendents and 96% of TPEP lead administrators responded the same way about students in their districts. For superintendents, the widest disparity in this survey item appears between low-poverty districts – where only 79% of superintendents felt that TPEP focused on relevant instructional issues – and high-poverty districts, where 100% of superintendents felt this way.

### **Professional Growth**

As evidenced throughout this report, professional growth is a primary goal of the teacher evaluation system, because it is directly tied to instructional improvement. Thus, teachers, as well as building and district administrators, were asked about the impact that TPEP has had on various aspects of professional growth. Similar to other survey items, TPEP leads held the most positive views in this area while teachers held the least positive views, as shown in Table 40.

For instance, 93% of TPEP leads, 88% of superintendents, and 75% of principals and assistant principals felt that TPEP had a somewhat or very positive impact on teacher collaboration. In contrast, only 43% of teachers responded positively, and 13% felt that it had a negative impact

<sup>40</sup>  $p = .039$

on their professional collaboration. With respect to the professional growth of teachers, 96% of TPEP leads, 84% of superintendents, and 88% of principals believed that TPEP had a positive impact in this area. However, only 47% of teachers believed that the teacher evaluation system had a positive impact on their professional growth while 10% felt it had a negative impact. A teacher provides a possible explanation for the high percentage of “no impact” responses: “I wish to explain that that my “no impact” score on the question # 24 is because I teach at a fantastic school. We are all extremely committed to student growth and high achievement We have been extremely dedicated to student learning, our own professional growth and collaboration for years.”

Table 41: Perceived Impact of TPEP Implementation on Professional Growth  
(Teachers n=503, Principals/Assistant Principals n=262, Superintendents n=91, TPEP Leads n=31)

	Very positive impact				Somewhat positive impact				No impact				Somewhat or very negative impact			
	T	P	S	TL	T	P	S	TL	T	P	S	TL	T	P	S	TL
Quality of professional collaboration among teachers	8%	14%	25%	19%	35%	61%	63%	74%	44%	22%	10%	6%	13%	2%	1%	0%
Quality of interaction with principal about teaching	15%	--	--	--	36%	--	--	--	35%	--	--	--	14%	--	--	--
Professional growth of teachers	8%	20%	25%	35%	39%	68%	59%	61%	43%	11%	12%	3%	10%	0%	2%	0%
Professional growth of administrators	--	--	36%	45%	--	--	52%	52%	--	--	8%	3%	--	--	3%	0%
Professional conversations about what constitutes effective teaching	NA	29%	40%	61%	NA	58%	53%	39%	NA	13%	3%	0%	NA	1%	2%	0%

T = Teachers, P = Principals & Assistant Principals, S = Superintendents, TL = TPEP Leads

"--" indicates that this item was not available to this group

A slightly greater percentage of teachers (51%) felt positive about the impact that TPEP had on interactions with their principals about teaching; however, another 14% reported that it had a somewhat or very negative impact on these conversations. Conversely, 87% of principals, 93% of superintendents, and 100% of TPEP leads reported that TPEP had a somewhat or very positive impact on professional conversations about what constitutes effective teaching. School administrator analysis by instructional framework shows that 90% of CEL 5D+ administrators report a somewhat or very positive impact on professional conversations about effective teaching, as compared to 87% of those using Danielson and 75% using Marzano, a difference that was statistically significant.<sup>41</sup> The large discrepancy between teacher and administrator views on this item is perhaps not surprising, given that it is principals who are evaluating teachers.

Case study findings corroborate the survey data from principals, assistant principals, and district administrators, who feel that TPEP has had a very positive impact on both professional collaboration (which was discussed earlier in the report), and on professional conversations about teaching and instructional improvement. Although there are certainly issues with the new evaluation system, all of the school and district administrators who were interviewed agreed that this system is better than the previous one. A deputy superintendent explains:

<sup>41</sup>  $p = .040$

Having an evaluation system that's centered on growth, that's providing meaningful feedback, that's grounded in some research, that's a good thing for kids. I think back to when I taught - I never got any kind of feedback about the instruction - and it wasn't that long ago. I've often quoted my first evaluation and it was like one sentence: "[Teacher X] has done a really good job this year." How does that make a difference?

Many people expressed appreciation for the evaluation's focus on an instructional framework because it provides a common language and structured space to talk about how to improve one's teaching. While these conversations have already been taking place in some schools and districts, the evaluation system, in theory, encourages these types of conversations with all teachers, in all districts. The deputy superintendent continues:

When things are happening how they're supposed to, it encourages the conversation between evaluator and a teacher that's focused on learning and teacher practice in a way that is different than it was before in our district... I've had really good people as my evaluators over the years but I never had a really good evaluation until this system because often, it was a perfunctory - you come in, go ahead and sign right here, and then we talk about other stuff. We don't talk about my practice, we don't talk about how to improve, we talk about department issues. It was never about, "How can I improve?"

From a broader perspective, building and district administrators were also asked about whether the teacher evaluation system has helped them to develop a better understanding of instructional quality in their schools and districts. Survey data indicate that 91% of principals and assistant principals felt that TPEP has improved their understanding of the quality of instruction in their buildings. Similarly, 87% of superintendents and 97% of TPEP leads either somewhat or strongly agreed that TPEP has improved their understanding of instructional quality in their districts. For superintendents in particular, this percentage is greatest among those from high-poverty districts (100%) and lowest among low-poverty districts (79%). Ideally, the teacher and principal data gathered from these evaluations can then be used to help guide professional development and support for teachers and principals, which is discussed in the following section.

### ***Use of Data for Professional Development and Employment Decisions***

Another theme that was explored in this study involves the use of data to inform decisions about staffing and professional development, both at the school and district levels. Survey findings show that for 55% of principals and assistant principals, TPEP has prompted them to make different staffing decisions in some way.

Similarly, 52% of superintendents strongly or somewhat agreed that the teacher evaluation has prompted their districts to make different staffing decisions. However, this percentage varies noticeably according to the district's poverty level. For instance, 68% of superintendents from high-poverty districts agreed, while only 47% of superintendents from low- and intermediate-poverty districts agreed.

Findings from the case studies provide a clearer picture of what some of these decisions can look like in practice. For instance, a secondary school principal explained how she uses TPEP data in her year-end conferences with teachers. Previously she might have asked teachers to review highlights and challenges of the past year. However, she shared:

That changed with TPEP, especially for people going from comprehensive to focused – it became a conversation on a continuum. Instead of saying "What did do this year? Tie up with a bow, put it aside," it became much more about, "We're on a continuum. You did all this work this year on a rubric where do you want to continue that? Where do you want to focus in on that?" So...my end-of-year conferences have really become more planning for next year.

At the central office level, one district administrator explained that TPEP has had an impact on their hiring processes, as they have changed some of their hiring criteria and interview questions:

We've put some new procedures in place to help us to vet candidates better and to a new hire process that allows us, for our big picture, to take a better look at candidates before they get to the building hiring team. We definitely have done that and it really has been focused to our core principles and the skills necessary to be a highly effective teacher or principal.

But beyond hiring, a majority of case study districts have indicated that they are using a wide variety of teacher evaluation data to inform design of the professional development they offer, in particular. For example, many administrators have described the use of learning walks as an important tool in their work with principals and teachers. One district-level teaching and learning director describes how she uses this type of data to focus her training:

What I do is when I'm done with the learning walks I actually take the Danielson framework out for domains two and three and I lay it out and I look at all of my anecdotal notes and I start highlighting where we live as a district - and it's not about anybody specifically. Sometimes I can even quantify it to, "I've walked 100 classrooms and I saw this 93 out of 100 times."

She creates a quarterly summary of this data to share with principals, and if they agree with her observations, they then discuss next steps for supporting staff. This data is also shared with district coaches in the teaching and learning department: "they meet together and they look at that information and say oh gosh, we need to do more in, you know... When I'm doing training on our elementary reading curriculum, I need to focus on these two areas because of what I'm seeing in this data."



Other district staff talked about the ways that they used data from the actual teacher evaluations to inform their work as well. In smaller districts, administrators at the central office have found ways to manage this data, as in this district:

We gather anonymous data from our evaluations and looked at which components our teachers were rating highest in, and had conversations about the data with our principals. That is used to inform professional development we'll provide through our principals, and hopefully out to schools to address those areas.

Although administrators in larger districts would also like to use teacher evaluation data in this way, it is much more difficult to compile the necessary data because it is not being collected in a centralized location, and because there is too much data to enter manually. This issue points to the larger question of whether to use a common electronic tool for this process. One director of teaching and learning explains, "One of the things we were hoping for was being able to pull system wide data at any given time that helps us guide our instruction, our PD. When I think about why do we want to have a common tool, it would be for that and then also so we can have support." An administrator in another large district described how she might use this type of data, if it were available:

If eVAL were fully implemented in this district or throughout the state, at the push of a button, you would be able to say where all your teachers are in Criterion one, for instance, or if you wanted to look at it by domain or component. You could look and see where the areas of strength are for your district, where the area of weaknesses are. If we could get all those scores into eVAL, you could look at it from a human resources, human capital strategy perspective, you could look at it from a curriculum instruction perspective. We could disaggregate new teachers from veteran teachers and ask, "Do new teachers have different needs than veteran teachers?" which of course they do.

However, as discussed previously in the section on the use of electronic tools, it appears that uniform use of such tools in some districts has been a lower priority, because there are so many other aspects of the teacher evaluation process to learn.

### ***Concerns about Implementation***

As the report has demonstrated, educators have voiced a wide variety of concerns about the teacher evaluation system. In the survey, school and district administrators were asked about certain issues that could serve as obstacles to TPEP implementation, and how concerned they were about these obstacles. Generally speaking, open-ended comments mirrored the pattern in the survey data, as teacher comments about TPEP tended to be more negative, superintendent and TPEP lead comments tended to be more positive, and principal comments fell somewhere in the middle. Case study participants were also asked to share their concerns about TPEP. The following section synthesizes quantitative and open-ended response items from the survey along with case study data, and present major themes. Table 42 provides a summary of responses to the survey items.

Table 42: Perceived Obstacles to TPEP Implementation  
(Principals/Assistant Principals n=262, Superintendents n=91, TPEP Leads n=31)

	Not a concern			Small concern			Moderate concern			Major concern		
	P	S	TL	P	S	TL	P	S	TL	P	S	TL
Evaluator training	13%	18%	10%	31%	43%	39%	41%	27%	26%	15%	9%	26%
Confidence in the fairness of the new system	21%	21%	19%	35%	40%	35%	31%	24%	39%	14%	13%	6%
Opportunities for input regarding implementation	19%	23%	19%	41%	44%	55%	30%	26%	26%	11%	4%	0%
Time spent on evaluations	3%	2%	0%	9%	3%	3%	25%	22%	19%	62%	70%	77%
Clarity with regard to district expectations for the evaluation process	13%	12%	10%	29%	31%	39%	36%	48%	42%	22%	7%	6%
Rater reliability	8%	12%	10%	27%	40%	19%	36%	33%	48%	28%	13%	23%
Perceived authenticity of the evaluation	16%	16%	19%	32%	40%	29%	35%	33%	35%	17%	9%	16%
Changes to the evaluation system from the legislature or state agencies	3%	4%	3%	18%	13%	13%	29%	29%	26%	50%	52%	58%

P = Principals & Assistant Principals, S = Superintendents, TL = TPEP Leads

### Time

The data show that, by far, the most significant concern about this process was the amount of time spent on evaluations, as 87% of principals and assistant principals, 92% of superintendents, and 96% of TPEP leads identified it as either a moderate or major concern. Analysis of open-ended survey responses echoed this finding, as the vast majority of comments from teachers and administrators cited lack of time as the greatest barrier to this process. In particular, educators cited the amount of time that TPEP requires of teachers and evaluators, because they are writing growth goals, collecting and analyzing evidence, reflecting, conducting pre and post conferences, scripting, writing evaluations, and completing other related activities. Although engaging in these activities was perceived as worthwhile by some, they may detract from the time teachers need and want to spend on teaching and helping their students. While many feel that the concept and goals of TPEP are valuable, they also express concern that the original intent of the policy is not being realized, because of these time requirements. As one assistant principal writes, “TPEP and the instructional frameworks are sound and form a great basis for professional development and authentic conversations about instruction within buildings. However, some of the implementation choices have spread administrators so thin in terms of time demands that it loses much of its effectiveness.”

Many school administrators are hoping that certain aspects of the evaluation system can be “narrowed down to essentials,” so that unnecessary tasks can be reduced and important activities can be retained. A principal expresses this sentiment, which was shared by many in the survey:

I believe that we will end up with better instruction through the use of an improved evaluation and support system. This iteration is much too cumbersome and time consuming for teachers and principals. In addition to the time it has added to my work week, it is very difficult for teachers to give up 2 or 3 hours in a week for planning and

conferencing with me on a regular basis. I am not sure that is in our students' best interest. I am hopeful that as time goes on, the tool will be refined and streamlined to something a bit easier to use.

Teachers also cite the time demands on principals, and how that impacts their own work. One elementary school teacher writes, "We used to be able to find our principal almost any time we needed to talk to him, now we have a difficult time finding him...because of the length and demands of the TPEP evaluation. We have to have an appointment if we want to make sure he is available."

Hundreds of other similar comments highlight the conflict for educators who are dedicated to the profession and yet cannot manage to do all the work that is needed in a given day. The essence of this problem is summarized in this question from a principal: "*How do we make such an important and impactful process/practice efficient enough that it is manageable?*" The answer could be critical to the eventual success of this policy.

#### *Legislative Changes to the System*

The second highest concern across all groups was that the state legislature or state agencies would make broad policy changes to the evaluation system, which could disrupt the extensive work that many districts have already invested in this process. Seventy-nine percent of principals and assistant principals, 81% of superintendents, and 84% of TPEP leads felt that the possibility of such changes were either a moderate or major concern. One administrator who has been working on TPEP implementation for several years recalled, "The first year we worked, we threw our entire year of work in the garbage because it no longer applied. Now that we are at the point of full implementation, if they again continue to make significant changes to the law, we're never going to get beyond that hurdle. Another central office staff person, who enjoyed his work and felt proud of his district's progress and success, shared his concern that, "our lawmakers won't see that. I worry that they're just going to make some other big decisions thinking that nothing has changed." Survey respondents shared similar views, as one principal wrote:

The state needs to leave TPEP alone so we can get good at what we are doing, instead of changing things every time we turn around. Every time we overhaul what we are doing, it needs to be for very transparent and obvious reasons so that we can look our teachers and students in the eyes and honestly tell them that the change is for the better to help with teaching and learning. I'm not afraid of change. I welcome change if it is good for my staff and my kids. It should always be that simple.

Related to this issue of policy changes is the possibility of using state tests to measure student growth, and whether the Smarter Balanced Assessment Consortium (SBAC) tests will be included as a component of teacher evaluation in the future. School and district level administrators were asked whether they would support the use of the Smarter Balanced Assessment Consortium (SBAC) tests for evaluation purposes, once student growth percentiles can be calculated in 2017. Findings are outlined in Table 43. Overall, the vast majority of

administrators were either undecided or against using the SBAC as a measure of student growth for the purposes of the evaluation. Moreover, only 15% of principals and 17% of assistant principals supported this idea, which was far less than the percentage of superintendents (27%) and TPEP leads (29%) who supported it. The large percentage of “undecided” responses is likely due to the fact that the test is so new, and many administrators are still waiting to see how it works in practice.

Table 43: Administrator Views on Use of SBAC for Evaluation			
	Support Use	Do Not Support Use	Not sure/Undecided
Principals (n=162)	15%	45%	40%
Assistant Principals (n=101)	17%	44%	40%
TPEP Leads (n=31)	29%	35%	35%
Superintendents (n=91)	27%	34%	38%

A closer look at these groups shows that middle school principals and assistant principals were significantly less likely to support the use of SBAC than those in elementary or high schools.<sup>42</sup> In addition, a far higher percentage of superintendents from large districts (50%) opposed the use of SBAC as compared to those from medium-sized (36%) or small districts (25%), and a far higher percentage of superintendents from Central Puget Sound (50%) supported the use of SBAC as did those from Eastern Washington (22%) and Western Washington outside the Central Puget Sound (28%).

Interview and open-response item data also show that while a few administrators support the use of standardized tests as part of the criteria to evaluate teachers, the overwhelming majority do not. One principal in a high-poverty school shares:

We have students who come to school abused, hungry, tired, kids who are raising themselves, kids who need medication but don't get it. Our teachers work very hard to help students overcome these huge hurdles and make progress, and we see significant growth, but maybe not at the level the state is looking for. We are not giving up on these kids or their parents, but feel being held accountable for outside influences and life situations we cannot control is not "fair." We are already facing a teacher shortage because the state has made it much more difficult to become and stay a teacher. I have some extremely dedicated and talented teachers who have said they will leave the profession before their standardized assessment scores will be used as an evaluation component.

In short, educators are hoping that policymakers will step back and allow enough time for the TPEP implementation process to unfold, such that teachers and administrators can become proficient in utilizing the evaluation system. As one principal states, “The biggest gift the

<sup>42</sup>  $p = .035$

legislature could give us in education is to stick with what we have and not abandon or add on new mandates right now. In this political environment, I am fearful that that is a dream and not likely.”

### *Evaluator Consistency*

Table 42 shows that rater or evaluator reliability was the third greatest issue that was identified as a moderate or major concern for TPEP leads (71%) and principals/assistant principals (64%). Open-ended response items confirm this problem, as rater reliability and calibration were among the most often cited areas in which principals and assistant principals wanted more training. An assistant principal wrote, “There needs to be more rater reliability among administrators in the district. [I’m] still not sure if I would rate a teacher the same way that an administrator from another building would.”

More broadly speaking, 41% of principals and assistant principals felt that evaluator training was at least a moderate concern and 15% felt that it was a major concern. In other words, at least 56% of them felt that they needed additional training to be better evaluators. As one principal stated clearly in the survey, “I do not feel equipped to lead my staff in the professional development of the evaluation.” In particular, administrators asked for on-going training, rather than one-time trainings on this issue. The topic of evaluator training is discussed more thoroughly in an earlier section of the report.

Perceived authenticity of the evaluation was a moderate or major concern for just over half of principals/assistant principals (52%) and TPEP leads (51%), and slightly less than half of superintendents (42%). Similarly, 45% of principals and TPEP leads, and 37% of superintendents felt that confidence (or lack of) in the fairness of the new system was a moderate or major concern. The issue of evaluator expertise is clearly linked to perceptions of the evaluation system. This is evident in various responses from teachers and administrators, who express concern about “the fairness of evaluations due to a wide disparity in evaluator skill.” A teacher comment provides a clearer understanding of this issue:

Principals are not consistent with their evaluations and support of evidence when looking at focused or comprehensive goals. Each level of the rubric (basic, proficient, distinguished, etc.) is interpreted differently at each school. Therefore teacher evaluations are not consistent or fairly evaluated. For teachers who have moved schools, they don't feel that they are evaluated fairly. Principals are moved throughout our district to different buildings year to year. So having three principals in five years has made it difficult to be evaluated in a continuous and fair way.

### *Impact on the Profession*

Although this issue was not explored in the survey, one major theme that arose from coding of open-response items is that many educators believe TPEP is a well-intentioned idea and could lead to positive results in teaching and learning, but that there are currently too many obstacles to implement the policy in a way that achieves the intended goals. Some teachers felt that

TPEP, as currently designed, did not inform their daily practice in any truly relevant or interconnected manner.

Numerous comments by respondents spoke to TPEP's broader influence on the teaching profession and the state's teacher work force. Responses connected teachers' everyday experiences with TPEP to larger issues of morale, retention, and recruitment. For instance, several comments described how more teachers were beginning to doubt their own abilities. As one teacher writes, "I really think that TPEP has had a negative effect on the mindset of some of my colleagues. Amazing, wonderful, incredible and successful teachers are second guessing themselves in their work."

Time away from students and the practice of teaching was another common issue that teachers wrote about, as this comment exemplifies: "The time needed to do an effective job of the evaluation process, collect data, upload data, plan growth goals, prove growth goals, etc. takes away from the time that should be used to improve instruction and review student understanding, as well as plan effective lessons. This is the greatest complaint in our building and is causing great teachers to leave the profession." Many veteran teachers and administrators echoed these worries about the effect TPEP might be having on driving current teachers to leave the profession, as well as discouraging would-be teachers from entering:

It requires a great deal of extra time...not sure how much it directly impacts student growth. Some of the younger teachers feel a great deal of anxiety about it. I have noticed that with the increase demands on teachers and the lower level of support from the state, that fewer young people from our graduating class are intending to pursue teaching degrees. The combination of low pay, high cost of education and now increasing pressure in the classroom has dissuaded many.

In addition to teacher retention, many administrators were concerned about principal burnout as well. One superintendent provided this response: "I have major concerns about the workload of our building principals. Eventually, nobody will want to be a principal due to the insane workload. We have to provide support for principals who have a big burden to evaluate and be evaluated under the new system. TPEP made being a principal an unattractive position."

On the other hand, some teacher respondents expressed satisfaction and enthusiasm about TPEP, noting how it has or would improve their practice, the practice of other teachers in their school or district, and/or their students' learning outcomes. Importantly, many of the more positive comments about TPEP were paired with positive comments about teacher-administrator relationships, as was discussed earlier in this report.

I have found that TPEP makes me focus my attention more purposefully on certain groups of kids that require intervention. Student growth goals give me a timeframe and framework to work within, although I have been establishing goals for students long before TPEP. I feel the increased workload is due more to the uploading of artifacts, and

the tedious writing of student growth goals, but the end result is student growth and that makes it worthwhile.

TPEP is only as good a tool as the working relationship between administrator and staff, and staff to staff is in any given building. When those relationships are strong, trust to risk and grow is powerful. It works very well in my building, but not as well in others. Our district is working very hard to train administrators and teachers.

### *Sustainability*

A final concern that arose consistently during case study interviews, but was not examined in the survey, was the issue of sustainability. Two themes were prevalent within this area: the first involves district philosophy and messaging, while the second involves funding and support.

A district's philosophy around teacher evaluation seems to make a difference in how the policy is received and implemented. Many interview participants emphasized the need to keep the primary focus on the instructional framework, as one deputy superintendent explained:

We're down the road a ways with this, but we still have a long ways to go, and anything we do with curriculum, anything we do with pedagogy, anything we do with other training needs to be married to the framework in a real intentional way. For example, now when we bring in people to do training, we expect them to use the language of the 5Ds and to make the cross walk happen for teachers, so that the language of the framework is really the driver for everything else that we're doing and people are able to make those connections. I think the extent to which districts can center their work around the core definition, which is in the framework of what quality instruction is, and align the other efforts to that core work, that's really the recipe for sustainability. To the extent that it continues to sit outside and be a compliance activity, it's not going to get there. So it has to be integrated.

In short, this administrator makes the argument that the long-term sustainability and success of this evaluation policy is linked to the way that districts think and talk about teaching. He, and others feel strongly that the conversation needs to center around instruction and professional growth, rather than scoring and "checking off a box." In an open-ended survey response, an assistant principal confirms that this approach has worked:

I feel supported by my district with TPEP because of the time we have spent working with the Danielson framework. This framework has been at the heart of how we work with teachers on professional development for over a decade in [my district]. Because of this sustained approach, I feel more confident about my understanding of the TPEP evaluation and how we use it as a tool to work with teachers.

The need for a continued focus on professional growth, in turn, has implications for what the term "implementation" means, as one administrator states:

Just because it's implemented, doesn't mean it's done. We're talking about an evaluation system implementation, which we're saying is a professional growth model. If you're saying it's a professional growth model - professional growth doesn't end with the implementation of the system. I think there needs to be a much longer-term perspective on the whole part of it, and that doesn't mean fiddling with it and changing parameters and doing that or the other, but letting people make that mindset change and use it in a way that really gets at the essence of moving students forward.

In order to effectively promote this kind of professional growth model, school administrators need to believe in the benefit of this approach, and also need continued professional development on how to best support and mentor teachers. When asked about his biggest worry with respect to TPEP, one deputy superintendent answered:

[I worry] about sustainability with administrators. You get the right person facilitating those conversations and 90% of the teachers are going to be like, "Yeah, this is good. This is helpful. I'm actually getting something out of this process." If you have people who are facilitating those conversations that don't have time, feel like there's other things that are priorities, then the conversation is going to [be lacking] and then you're going to start to erode the buy-in around it.

With the need to maintain a focus on instructional improvement, it is becoming clear that continued support for TPEP professional development and resources will be vital to sustaining this evaluation system. Yet many case study participants were concerned that state funding to support TPEP may not be available in the future. One administrator shares:

We've said several times, TPEP isn't something we did once and can put on the shelf. It's an ongoing training, it's an ongoing support and we're going to have to constantly be refining and retuning. We have already hired 44 new teachers for next year and it's May 27th. We will have a whole new crew coming onboard between growth and retirements and the movement around the state with teachers right now... That doesn't go away for districts.

The issue of diminished funding is of particularly great concern now, as all teachers in the state will be required to transition to TPEP by next year. Although this is less of a dilemma for districts that participated in the pilot or RIG process, next year may be the most difficult for other districts, because they still have a large proportion of staff who will be making the transition next year. A number of teachers expressed concern about the reduction in TPEP training at their schools, as this teacher describes:

Last year there were quite a few TPEP trainings; but, since TPEP only involved a small handful of teachers, I think many may have tuned it out. This year, over half of our building's teachers (and a substantially greater number of teachers district wide) are involved in TPEP, but there have been no trainings. Another example of a strong start of



an initiative but lack of sustainment. There needs to be additional trainings and supports as more teachers transition to this evaluation system.

In summary, the sustainability of the teacher evaluation process is dependent upon securing the resources necessary to do this work. As one superintendent shared, “Support at the district and building level is key to implementing TPEP for teachers and principals. The work is the right work and has led to great conversations and professional development for both teachers and administrators. Support structures are still lacking to do a great job with TPEP and still do all of the other duties/responsibilities that are required of the evaluators.”

## **Conclusions and Implications for Supporting TPEP Implementation**

---

Most educational leaders in Washington state would agree that teacher evaluation needed an overhaul. The old system rarely helped teachers improve nor did it distinguish between those who were highly effective in specific areas and those who were not. Educators in this study reflect a variety of views on the revised evaluation system, but most share the belief that it should promote a conception of teaching and learning that supports continuous improvement over the long haul. Moreover, many agree that incorporation of the instructional frameworks has been among the most valuable aspects of the evaluation process, because it has provided coherence in ongoing instructional improvement efforts.

The fundamental tension between evaluation for accountability and evaluation for continuous improvement is evident in educators’ efforts to implement this policy. Study findings suggest that many school and district leaders have been very deliberate and intentional about the kinds of messages they send to staff, particularly regarding the connection between professional growth and the evaluation system. These leaders have attempted to frame the conversation in ways that could contribute to the improvement of teaching and learning, while also fulfilling the requirements of evaluation.

At the same time, this study points to indicators of stress on the education system and areas of concern. Nearly all educators reported a significant increase in their workload that they attributed to the revised evaluation system, and administrators worry about state policy changes that may disrupt the work that is already underway. There is also evidence of disconnections between the views of teachers and administrators on certain aspects of the evaluation system, such as staff capacity to set appropriate student learning goals and collect evidence that can be used for evaluation purposes, as well as the capacity of building administrators to lead these efforts, and the need for ongoing, differentiated support and professional development. Additionally teachers believe that there has been little impact on student learning and professional growth, while administrators indicate a positive impact as a result of the evaluation system.

Based upon these challenges, we suggest six ways to support and sustain the efforts of schools and districts as they continue their transition to the revised evaluation system:

***Allow greater flexibility in the use of state funded professional development***

Given the wide range of districts in Washington state, a high degree of flexibility in the use of state funding is necessary for them to be able to take full advantage of these resources. Districts face substantially different implementation challenges based on their enrollment size, regional location, capacity, and other contextual factors. In order for them to most effectively meet the needs of their staff, they need greater discretion in how they choose to provide professional development, and who they provide it to.

***Provide continued support for ongoing and integrated professional development***

TPEP is a complex evaluation system, and school and district staff will require ongoing training and support beyond the statewide implementation period. Understanding the content of the specific framework adopted by the district, district-specific implementation strategies, as well as the requirements for a comprehensive and focused evaluation mean continuing professional development is needed for both new hires, and staff transitioning from one plan to another. Differentiated supports should be provided for both principals and teachers.

***Promote greater communication and collaboration between districts***

Many educators place great value on the lessons they learn from their colleagues. In particular, they hoped for more opportunities to collaborate with those in other districts, so they could seek out new ideas and share best practices. Helping districts to connect with each other – particularly smaller districts – is a strategy that could prove beneficial for all those involved. As one person put it, “Why reinvent the wheel when so many other people are doing this work and doing it well?”

***Invest in capacity building for long term sustainability***

TPEP is a resource-intensive process that can strain school and district systems, especially when multiple initiatives converge. Some districts have restructured their staffing and human resources in order to meet these demands, but many districts with fewer resources have not been able to adopt this strategy. Instead, long-term solutions for streamlining this work should be considered, such as training district staff as framework specialists. Districts will vary in their approach, but some have integrated TPEP with other improvement initiatives such that coaches and instructional staff are able to provide additional support on multiple initiatives simultaneously. The more districts are able to consolidate these efforts, the greater the likelihood that evaluation work can become more manageable.

***Provide additional training and supports for principals***

As one administrator put it, we need to “Put the P back in TPEP.” The long-term sustainability of this evaluation system is critically dependent on supporting the administrators who are doing the work. Principals and others who are evaluating teachers require additional professional development to become skilled and consistent. New administrators who have been hired to support this process need even more support as they grow into their leadership roles.

***Keep the policy but streamline the process***

In general, teachers and administrators support the idea of an evaluation system that is based upon principles of instructional improvement. However, they are also clear about the practical challenges of implementing this system on the ground. While educators have voiced clear opposition to further changes to this policy, they have also tried to come up with ways to streamline the logistics of this work so that it is manageable on a long-term basis. Continuing to explore strategies for improving efficiency of the evaluation process could support long-term sustainability.

To conclude, TPEP has resulted in a complex change in school policy and practice in Washington state. Most educators are taking the implementation effort very seriously, but a change of this magnitude can take years, as it touches on many aspects of schooling. Nevertheless, many school and district leaders consider TPEP to be the best option available at the present time for teacher evaluation, and they would encourage state policymakers to stay the course. An ongoing challenge will be how to support and sustain the efforts of schools and districts to productively engage staff in the process.

## References

- Accomplished California Teachers (2015). A coherent system of teacher evaluation for quality teaching. *Education Policy Analysis Archive*, 23(17), 1-23.
- Ballou, D., & Springer, M. G. (2015). Using student test scores to measure teacher performance: Some problems in the design and implementation of evaluation systems. *Educational Researcher*, 44(2), 77-86.
- Bill and Melinda Gates Foundation (2013). *Ensuring fair and reliable measures of effective teaching*. Seattle, WA: Author.
- Braun, H. (2015). The value in value-added depends on the ecology. *Educational Researcher*, 44(2), 127-131.
- Cohen, D. & Hill, H. (2008). *Learning policy: When state education reform works*. Yale University Press.
- Creswell, J. W., & Plano Clark, V. L. (2011). *Designing and conducting mixed methods research*. 2nd Edition. Thousand Oaks CA: Sage.
- Danielson, C. (2011). Evaluations that help teachers learn. *Educational Leadership* 68 (4): 35-39.
- Darling-Hammond, L. Amrein-Beardsley, A., Haertel, E. & Rothstein, J. (2012). Evaluating teacher evaluation. *Kappan* 93 (6): 8-15.
- Darling-Hammond, L. (2013). *Getting teacher evaluation right: What really matters for effectiveness and improvement*. New York: Teachers College Press.
- Darling-Hammond, L. (2015). Can value added add value to teacher evaluation? *Educational Researcher*, 44(2), 132-137.
- Gitomer, D., Bell, C., Qi, Y., McCaffrey, D., Hamre, B., & Pianta, R. (2014). The instructional challenge in improving teaching quality: Lessons from a classroom observation tool. *Teachers College Record*, 116, 1-32.
- Goe, L., Biggers, K., & Croft, A. (2012). *Linking teacher evaluation to professional development: Focusing on improving teaching and learning*. National Comprehensive Center for Teacher Quality. Washington, DC: Author.
- Goe, L. & Holdheide, L. (2011). *Measuring teachers' contributions to student learning growth for nontested grades and subjects*. National Comprehensive Center for Teacher Quality. Washington, DC: Author.
- Hargreaves, A., & Braun, H. (2013). *Data-driven improvement and accountability*. Boulder, CO: National Education Policy Center. Retrieved from <http://nepc.colorado.edu/publication/data-driven-improvement-accountability>
- Harris, D. (2011). *Value-added measures in education: What every educator needs to know*. Boston, MA: Harvard Educational Press.

- Harris, D. (2009). Would accountability based on teacher value-added be smart policy? An examination of the statistical properties and policy alternatives. *Education Finance and Policy* 4 (4): 319-350.
- Heneman III, H., & Milanowski, A. (2003). Continuing assessment of teacher reactions to a standards-based teacher evaluation system. *Journal of Personnel Evaluation in Education*, 17(2), 173-195.
- Herlihy, C., Karger, E., Pollard, C., Hill, H., Kraft, M., Williams, M., & Howard, S. (2014). State and local efforts to investigate the validity and reliability of scores from teacher evaluation systems. *Teachers College Record* 116 (1): p.- <http://www.tcrecord.org/library> ID Number: 17292.
- Isore, M. (2009). *Teacher evaluation: Current practices in OECD countries and a literature review*. OECD Education Working Paper. Paris: OECD.
- Jiang, J. Y., Spote, S. E., & Luppescu, S. (2015). Teacher perspectives on evaluation reform: Chicago's REACH students. *Educational Researcher*, 44(2), 105-116.
- Kersting, N., Chen, M., & Stigler, J. (2012). Value-added teacher estimates as part of teacher evaluations: Exploring the effects of data and model specifications on the stability of teacher value-added scores. *Educational Policy Analysis Archives* 21 (7). <http://epaa.asu.edu/ojs/article/view/1167>.
- Humphrey, D., Koppich, J., Bland, J., & Bosetti, K. (2011). Peer review: Getting serious about teacher support and evaluation. Menlo Park, CA: SRI International
- Lavigne, A. (2014). Exploring the intended and unintended consequences of high-stakes teacher evaluation on schools, teachers, and students. *Teachers College Record* 116 (1): <http://www.tcrecord.org/library> ID Number: 17294.
- Looney, L. (2011). Developing high-quality teachers: Teacher evaluation for improvement. *European Journal of Education* 46 (4): 440-455.
- McCaffrey, D., Lockwood, J., Koretz, D., & Mihaly, K. (2009). The intertemporal variability of teacher effect estimates. *Education Finance and Policy* 4 (4): 572-606.
- McDonnell, L. & Elmore, R. (1987). Getting the job done: Alternative policy instruments. *Educational Evaluation and Policy Analysis* 9 (2): 133-152.
- McLaughlin, M. (1987). Learning from experience: Lessons from policy implementation. *Educational Evaluation and Policy Analysis* 9 (2): 171-178.
- Munson, B. (1998). Peers observing peers: The better way to observe teachers. *Contemporary Education* 69: 108-110.
- OECD (2005). *Teachers matter: Attracting, developing and retaining effective teachers*. Paris: Author.

OECD (2009). *Creating effective teaching and learning environments: First results from TALIS*. Paris: Author.

Papay, J. (2012) Refocusing the debate: Assessing the purposes and tools of teacher evaluation. *Harvard Educational Review* 82 (1): 123-141.

Reardon, S. & Raudenbush, S. (2009). Assumptions of value-added models for estimating school effects. *Education Finance and Policy* 4 (4): 492-519.

Taylor, E. & Tyler, J. (2011). *The effect of evaluation on performance: Evidence from longitudinal student achievement data of mid-career teachers*. NBER Working Paper 16877.

Toch, T. & Rothman, R. (2008). *Rush to judgment: Teacher evaluation in public education*. Washington, DC: Education Sector.

Spillane, J., Reiser, B. & Reimer, T. (2002). Policy implementation and cognition: Reframing and refocusing implementation research. *Review of Educational Research* 72 (3): 387-431.

Steele, J., Hamilton, L. & Stecher, B. (2010). *Incorporating student performance measures into teacher evaluation systems*. Santa Monica, CA: RAND Corporation.

Stronge, J., Ward, T., & Grant, L. (2011). What makes good teachers good? A cross-case analysis of the connection between teacher effectiveness and student achievement. *Journal of Teacher Education*, 62(4), 339-355.

Taylor, E. S., & Tyler, J. H. (2012). The effect of evaluation on teacher performance. *The American Economic Review*, 102(7), 3628-3651.

Weisberg, D. Sexton, S., Mulhern, J. & Keeling, D. (2009). *The widget effect: Our national failure to acknowledge and act on differences in teacher effectiveness*. The New Teacher Project. Brooklyn, NY: Author.

## Appendix A

### Sampling Frame

#### Teacher Sampling Frame

There were 58,306 teachers in the teacher sampling frame generated from state's personnel database (preliminary S-275) for the 2014-15 school year. In a certain number of cases, teachers may be located in multiple schools or hold more than one position. This creates duplicated cases, which if not addressed, will damage the randomization of the sampling process because teachers who have duplicated cases in the frame will have a higher probability of being drawn in the sample. The duplicated cases were eliminated by a standardized procedure: First, all duplicated cases were identified by their certificate number and ranked by highest FTE (full time equivalent). The case with highest FTE was retained and others were eliminated. Second, in cases where a teacher had equal FTE across different positions or schools, one position (case line) were randomly selected to represent that teacher. Besides the issue of duplication, missing value in the database were also addressed during preliminary data cleaning. To ensure the feasibility and integrity of the sampling frame, a case was eliminated if it contained a missing value in the variables used to create strata (e.g. years of experience, percentage of students in the school enrollment in the Free or Reduced Price Lunch program). The final cleaned sample frame for teacher includes 56,803 teachers in total, with an attrition rate of 2.58% missing values.

The sample frame for teachers was stratified by three factors: region of the state, experience level of teaching, and poverty level of the school in which they teach. In order to separate teachers evenly by region of the state, three broad regions were created based on Educational Service District (ESD): 1. Central Puget Sound (ESD 121), 2. Western Washington (ESDs 112, 113, 114, and 189), and 3. Eastern Washington (ESDs 101, 105, 123, and 171). Teachers were also grouped by their experience levels using year of teaching as the indicator. There were three categories: 1. Novice teacher (0-4 years of teaching experience), 2. Mid-level teacher (5-14 years of experience), and 3. Veteran teacher (more than 15 years of experience). Descriptive analysis indicated that this cut point produced an acceptable evenly distributed sample across the strata. The last stratifying factor was the school poverty level, which was measured by percentage of students in their school who were enrolled in the Free or Reduced Price Lunch program. Three categories were created including: 1. Low Poverty (0-35% of FRPL), 2. Moderate Poverty (36%-58% of FRPL), and 3. High Poverty (more than 59% of FRPL). Those cut-points are calculated by Visual Binning process using SPSS, to ensure there are abundant samples within each of the 27 cells in total (calculated by multiply the number of categories of Region, Experience Level, School Poverty Level, i.e.  $3 \times 3 \times 3 = 27$ ).

The actual sample size within each cell calculated by the proportionate allocation method for each group of teachers is provided in Tables A1 and A2.

Table A1. Sample size within cells for the teacher Sample

Regions	School Poverty Level	Experience Level of Teacher		
		Novice Teacher	Mid-Level Teacher	Veteran Teacher
Central Puget Sound	Low Poverty	22	35	33
	Moderate Poverty	12	18	20
	High Poverty	18	20	16
Western Washington	Low Poverty	10	22	26
	Moderate Poverty	15	29	34
	High Poverty	10	16	17
Eastern Washington	Low Poverty	3	8	10
	Moderate Poverty	7	15	19
	High Poverty	17	25	25

Table A2: Characteristics of the Teacher Sample (Stratification Variables)

Demographic	Category
Region*	Western Washington (outside of the Central Puget Sound)
	Central Puget Sound
	Eastern Washington
Teacher Experience Level	0-4 years
	5-14 years
	15 or more years
School Poverty Level	0 to 35 % enrolled in Free or Reduced Price Lunch program
	36 to 58 % enrolled in Free or Reduced Price Lunch program
	59 to 100 % enrolled in Free or Reduced Price Lunch program

\* Region as represented by Educational Service Districts. Puget Sound region is represented by ESD 121. Western WA (not including ESD 121) is represented by ESDs 112, 113, 114 and 189. Eastern Washington is represented by ESDs 101, 105, 123 and 171.

### Principal and Assistant Principals Sampling Frames

There were 3,154 principals and assistant principals in the draft of principal sampling frame generated from state's personnel database (preliminary S-275) for the 2014-15 school year. There were a certain number of duplicated cases for the same reason as described in the teacher sampling frame. The duplicated cases, as well as cases with missing values in any of the stratification factors, were eliminated following the same standardized procedure as explained above in the teacher sampling frame. The final cleaned sampling frame for principals includes 1,878 of principals and 1,079 of assistant principals, with an attrition rate of 6.25%.

Both of the sampling frames for principals and assistant principals were stratified by two factors: school enrollment, and school poverty level. In order to divide participants evenly by the stratification factors, possible cut-points for each stratification factor were estimated via Visual Binning Process using SPSS. Then the cut-points to be used in creating the sampling frame



were finalized during group discussion about the conceptual meaning of the possible cut-points. Descriptive analysis indicated that the cut points produced an acceptable sample evenly distributed across the strata. Although the principal and assistant principal sampling frame shared the same cut-point for school poverty level, the cut-point for school enrollment in the assistant principal sampling frame was different from that of the principal frame. The adoption of a different cut-point was to ensure assistant principals were evenly distributed across the strata, given the fact that the distribution of school enrollment of the assistant principal population was skewed towards larger schools (higher school enrollment).

The first stratifying factor was school enrollment. For principals, school enrollment was divided into two categories: 1. Small (enrollment equal or less than 500), and 2. Large (enrollment more than 500). For assistant principals, two categories were created with a cut-point of 800 which was different from the cut-point of 500 in the principal sampling frame. The other stratifying factor was school poverty level, which was measured by the percentage of students in the school who were enrolled in the Free or Reduced Price Lunch program. For both principals and assistant Principals, two categories were created including: 1. Low Poverty (0-50% of FRPL) and 2. High Poverty (more than 50% of FRPL). There were 4 strata rendered in total (calculated by multiplying the number of categories of school enrollment and that of school poverty level, i.e.  $2 * 2 = 4$ ).

The actual sample size within each stratum calculated by the proportionate allocation method for each group of principals and assistant principals is provided in the tables below.

Table A3. Sample size within strata for the Principals Sample		
<b>Stratification Factors</b>	<b>School Enrollment</b>	
<i>School Poverty Level</i>	<i>Small size</i>	<i>Large size</i>
Low Poverty	49	61
High Poverty	56	34

Table A4. Sample size within strata for the Assistant Principals Sample		
<b>Stratification Factors</b>	<b>School Enrollment</b>	
<i>School Poverty Level</i>	<i>Small size</i>	<i>Large size</i>
Low Poverty	27	35
High Poverty	24	15

Table A5: Characteristics of the Principal and Assistant Principal Sample  
(Stratification Variables)

Demographic	Category
School Enrollment (Principal)	Small size: equal or less than 500
	Large size: more than 500
School Enrollment (Assistant Principal)	Small size: equal or less than 800
	Large size: more than 800
School Poverty Level (Principal and Assistant Principal)	Low Poverty: 0 to 50 % Enrolled in Free or Reduced Price Lunch program
	High Poverty: 50 to 100 % Enrolled in Free or Reduced Price Lunch program

### Superintendents Sampling Frame

There were 277 superintendents in the superintendent sampling frame generated from state's personnel database (preliminary S-275) for the 2014-15 school year. There were a certain number of duplicated cases for the same reason as stated in the teacher sampling frame. The duplicated cases, as well as cases with missing values in any of the stratification factors, were eliminated following the same standardized procedure as in the teacher sampling frame. The final cleaned sampling frame for superintendents includes 275 of superintendents, with an attrition rate of 0.73%. Given the small size of the total population of superintendents, a sample of cases was randomly selected from the sampling frame without a stratifying process.

### TPEP Leads Sampling Frame

For the purposes of this study, TPEP leads are defined as district level staff who are primarily responsible for TPEP implementation in their district, and who are not superintendents. Typically, in smaller districts TPEP responsibilities are managed by the superintendent, while in larger districts, another administrator often leads TPEP-related activities. Staff at each of the state's nine Educational Service Districts (ESDs) were asked to provide a list of non-superintendent TPEP leads in their ESD. A total of 99 TPEP leads were identified from across the state. From this list, 30 participants were randomly selected for inclusion in the study.

## Appendix B

### i664 Grant Teacher Training Funds Application

#### Part A: Additional Analyses of the Teacher Training Funds Applications

##### *Proportion of Staff Evaluated on the Revised System based on iGrant 664 Applications*

Half of the districts applying for iGrants 664 funding report that all of their teachers are on either a comprehensive or focused evaluation plan during the 2014-15 year. Sixty-one percent of the districts in the Central Puget Sound (ESD 121) have 100% of their teachers on the revised evaluation system, compared with 50% of teachers in Western Washington outside of ESD 121, and 46% of teachers in Eastern Washington. Sixty percent of districts with an enrollment of less than 1,000 students have 100% of their teachers on the revised evaluation plan, compared with 45% of districts with an enrollment of 10,000 or more.

Forty-seven percent of the teachers in districts applying for iGrants 664 funding will reportedly be evaluated on a focused plan, 36% will be on a comprehensive and 17% will remain on the former system this year. Seventy percent of the participating districts have at least 33% of their teachers on the focused evaluation this year, and 16% have two-thirds or more. Approximately half of the districts reported that between 33% and 50% of their teachers are on a comprehensive evaluation this year.

Eighty-five percent of districts applying for funding report that 100% of their principals and assistant principals will be evaluated using the revised system in 2014-15. There is little variation by framework model or region of the state. However, there is some variation by enrollment. Proportionately fewer districts with an enrollment under 1,000 students report evaluating all of their principals or assistant principals on the revised system (75%), compared with districts over 10,000 students (87%). Nineteen percent of the smallest districts report that none of their principals or assistant principals will be evaluated on the revised system in the current year. However it should be noted that there are some discrepancies in the numbers reported by districts and these calculations may not be entirely reliable.

##### *Uses of TPEP Data for Employment Decisions*

Districts applying for iGrants 664 funding responded to several questions regarding their use of evaluation data to make decisions about granting continuous employment status to provisional teachers or principals. The application form included a “check all that apply” item with an option to provide additional information. Over half of the districts (58%) report using the evaluation data to make decisions about teaching assignments for teachers on a provisional contract (See Table B1). Over a third of the districts use the data to consider leadership opportunities for these teachers. When this data is examined by the districts’ instructional framework, we find that CEL 5D+ districts report using the data at proportionately higher rates across all the categories than districts using either the Danielson or Marzano frameworks. For example, 41% of CEL 5D+ districts report using the data to make decisions regarding teaching assignments compared with 33% of districts using the Danielson framework and 26% of districts using Marzano. Districts located outside the Central Puget Sound also report higher usage of this data for employment decisions than districts in ESD 121 across all categories. For example, half of the districts in Western Washington (outside of the Central Puget Sound) report using the evaluation data with regard to transfer rights, compared with 37% of districts in Eastern Washington and only 13% of districts in ESD 121.

**Table B1: Use of Evaluation Data to Make Employment Decisions for Provisional Teachers**

	All Participating Districts (n=236)		Instructional Framework			Region of the State		
	Number	Percent	CEL	DAN	MAR	Central	Western	Eastern
Teaching assignment	138	58%	41%	33%	26%	12%	47%	41%
Transfer rights	52	22%	44%	40%	15%	13%	50%	37%
Extra-curricular assignments	28	12%	46%	36%	18%	18%	50%	32%
Leadership opportunities	84	36%	42%	35%	24%	12%	46%	42%
None of the above	65	28%	25%	54%	22%	17%	42%	42%
Other, please describe	36	15%	33%	44%	22%	17%	53%	31%
No data	6	3%	33%	33%	33%	17%	50%	33%

*Checkbox answers in response to the question: "How does your district use evaluation data to make decisions about granting continuous employment status to provisional teachers? Check all that apply."*

In reviewing written responses from the “other, please describe” comments, it appears that districts may have been unclear with regard to how to answer the questions. For example, one district explained, “I am not sure that I understand how the responses correlate to the question. If provisional teachers reach Proficient (by the end of their provisional status) on their evaluations they receive a continuing contract and a continued teaching assignment. If they stay at Basic or Unsatisfactory they do not receive continuous employment status. I don't understand how granting continuous employment status has anything to do with the second, third, and fourth boxes so I may not be answering the question correctly. Our answer may be ‘none of the above.’ Another district wrote, “We use [the evaluation data] to determine whether the teacher receives a contract for the upcoming school year.” Another district responded, “The TPEP steering committee is actively discussing and addressing this issue in anticipation of an MOU.” Yet another district noted, “We do not have any provisional teachers.”

An Eastern Washington district described in some detail their use of the evaluation data for teachers: “Mentoring assignments and professional growth opportunities and requirements. In addition, we monitor student growth and support through content area coaches. Improvement plans are developed with support of union leadership and administration. We have implemented Student Growth in Educator Evaluation as presented in the OSPI training modules. Employment contracts follow state guidelines and negotiated agreements as well as board policy. These have been updated to support state evaluation criterion.”

Overall, we found fewer districts using the evaluation data to make employment decisions for provisional principals, based on the categories provided in the application. Of the districts applying for iGrants 664 funding, less than a third of the districts used the data for school assignment decisions, and only 37% used the evaluation data to consider leadership opportunities (see Table B2). As with teachers, in most cases a larger proportion of CEL 5D+ districts report using the evaluation data for principal employment decisions compared with districts using the Danielson or Marzano frameworks. Likewise, districts in Eastern Washington and Western Washington (outside the Central Puget Sound) were more likely to use the data for these employment purposes than districts in ESD 121. For example, 43% of districts in Eastern Washington, and 42% of districts in Western Washington (outside of ESD 121) used the data to

make school assignment decisions for provisional principals, compared with only 14% of districts in the ESD 121.

**Table B2: Use of Evaluation Data to Make Employment Decisions for Provisional Principals**

	All Participating Districts (n=236)		Instructional Framework			Region of the State		
	Number	Percent	CEL	DAN	MAR	Central	Western	Eastern
School assignment	76	32%	36%	36%	29%	14%	42%	43%
Transfer rights	27	11%	48%	37%	15%	22%	33%	44%
Leadership opportunities	88	37%	43%	30%	27%	13%	48%	40%
None of the above	89	38%	34%	46%	20%	12%	48%	39%
Other, please describe	42	18%	36%	45%	19%	17%	48%	36%
No data	5	2%	40%	20%	40%	20%	40%	40%

*Checkbox answers in response to the question: "How does your district use evaluation data to make employment decisions for provisional principals? Check all that apply."*

District responses to the “other, please describe” category included comments such as the following: “Evaluation data is one piece of data that is used in the coaching, assignment, and tenure decisions of our principals. The criteria and tiers are primarily used as conversations for accountability and professional growth.” Another district wrote, “The district looks at varied factors, to include summative scores on the AWSP framework to assess the level of proficiency of building leaders and contract renewal.” Another district responded, “We do not have provisional principals but the evaluation criteria is used to suggest additional learning opportunities.” A number of districts simply wrote “continuation of contract” or “continued employment.”

A Central Puget Sound district described in detail their process: “The district uses multiple sources of data for decisions impacting the retention of provisional principals. These include observations by School Improvement Officers assigned to work with specific school principals in our district. Provisional principals participate alongside continuing principals in professional development meetings focused on [Name] School District’s Strategic Goals: High Student Achievement, Culture of Shared Responsibility and Highly Effective Staff. Side by side learning includes understanding the essential components of the AWSP rubric for Closing the Achievement Gap (Criterion 8) as well as understanding the essential components of CEL 5D+ dimension of Assessment of Student Learning. Mentor Principals are paired with Provisional Principals to guide and inform instructional leadership best practices are implemented in their buildings. Regular, ongoing formative feedback is given to the Provisional Principal for how to reflect upon their practice and in identifying focus areas to improve.”

*Districts’ TPEP Learning Activities in 2014-15 based on teacher training funds application*  
 The application for iGrants 664 funding asked districts to identify what TPEP learning activities they planned for their teachers in 2014-15 school year. Based on this general question, we assumed that districts provided information about both their larger plan for professional development around TPEP, as well as the activities that would be funded through the iGrants application. The application also included several follow up questions in which districts were asked to describe these activities in greater detail. Based on this series of application questions,

we created a table which includes both the checkbox answers and districts' written responses to these questions. As can be seen in Table B3, there were professional development topics that were included in the written answers that were not part of the checkbox items and vice-versa.

<b>Table B3: Professional Development Content and Audience</b>				
	Checkbox Answers*		Written Answers**	
	# Districts	Percent	# Districts	Percent
Total	229	100%	215	100%
No data	8	3%	N/A	N/A
<b>Content:</b>				
Framework and rubrics	210	92%	179	83%
Evaluation process	211	92%	N/A	N/A
Evidence and artifacts	198	86%	70	33%
Student growth measures	213	93%	152	71%
Connections to CCSS	156	68%	55	26%
Formative Assessment	N/A	N/A	18	8%
Differentiation	N/A	N/A	16	7%
eVal	N/A	N/A	40	19%
State Criteria	N/A	N/A	35	16%
Other	28	12%	N/A	N/A
<b>Audience:</b>				
New employees	202	88%	106	49%
Transitioning Teachers	N/A	N/A	23	11%
All Teachers	N/A	N/A	49	23%
Grade Teams	128	56%	N/A	N/A
Department Teams	107	47%	N/A	N/A
Cross-district job alikes	60	26%	N/A	N/A
Cross-content teams	73	32%	N/A	N/A
Mixed audience	170	74%	N/A	N/A
*Checkbox answers in response to the question 3: "What TPEP learning activities are you planning for teachers during 2014-15? Select all that apply."				
**Content/audience explicitly mentioned in the TPEP training plans districts submitted.				

In the content section of Table B3, we note that 92% of the districts report planning professional development activities focusing on the instructional framework and rubrics (83% discussed this in their written responses), and 93% identified training in student growth measures (71% specifically reported this in written answers). Professional development around evidence and artifacts was reportedly planned by 86% of districts in the checkbox item, and discussed in written answers by 33% of districts. In the audience section of the table, new employees were identified for professional development by 88% of the districts (49% of districts mentioned this in their written responses). The majority of districts (74%) indicated a mixed audience for these forms of training. Fifty-six percent of districts identified grade level teams, and 47% department

teams. Further analyses are included in the body of the report under state support for TPEP implementation.

#### *Use of Funding from iGrant 664*

In this final section, we try to distinguish what districts were doing and what they planned to fund using iGrants 664 monies. There is a level of ambiguity in this analysis because it isn't explicitly clear where the "funding" is coming from. Most likely, the funding is coming from the iGrants 664 monies the districts are applying for. But other sources of funding are occasionally discussed by districts (most often local district funding), and it is not always clear what funding streams are funding which activities, and to what degree. If a district mentioned the 664 funding, or if the source of funding could be interpreted as from 664, we counted it as such. If a district said that local funds were supporting instructional framework training or some other, non-664 state or federal grant, we did not count this as being funded from iGrants 664. This leaves two potential sources of error: 1) vague sources of funding that we identified as iGrants 664 but which actually originated elsewhere; or 2) districts that planned to use 664 monies to provide that funding, but didn't explicitly say so in the application. With those caveats in mind, we proceed with describing the most commonly planned uses of funding from iGrants 664.

Next, we took a closer look at those districts that explicitly planned to use their iGrants 664 monies to fund external providers. Overall, the trends are similar to those previously mentioned for district TPEP training. Approximately a third of the districts planned to use their grant funding on training provided by an ESD (73 districts). Of those districts, most were located outside of the Central Puget Sound ESD (see Table 9). Forty-two percent of Eastern Washington districts, and 32% of districts in Western Washington (outside the Central Puget Sound) planned to use the funding on support from their ESD, compared with 19% in ESD 121. Forty-four percent of districts using the Marzano framework planned to use the funding for training from the ESD, compared districts using the Danielson framework (35%) or the CEL 5D+ framework (27%). Likewise, district enrollment reveals that a higher proportion of the smallest districts (under 1,000 students) (between 43 and 56%) plan to use the funding for training from an ESD, compared to districts with an enrollment over 10,000 (10%). Funding used for framework trainers is more frequently planned in the Central Puget Sound, in CEL 5D+ and Marzano districts, and in mid-size districts (student enrollment between 1,000 to 10,000). Other details regarding the use of funding for external providers can be found in Table B4.

Table B4: iGrant 664 Funding Usage for External Providers by Region, Framework, and Enrollment					
		Number of Districts	Training by External Providers		
			ESD	Framework Trainer	Others
		215	34%	18%	13%
Region	Central	31	19%	23%	16%
	Eastern	86	42%	16%	10%
	Western	98	32%	18%	15%
Instructional Framework	CEL	81	27%	23%	6%
	DAN	84	35%	12%	21%
	MAR	50	44%	20%	12%
Enrollment	<500	51	43%	6%	14%
	500-1,000	36	56%	14%	11%
	1,000-5,000	71	31%	23%	14%
	5,000-10,000	26	23%	35%	15%
	>10,000	31	10%	19%	13%

*Uses of funding explicitly cited in the TPEP teacher training plan submitted by districts.*

Finally, as we found more generally with districts' TPEP training plans for 2014-15, 114 districts (53%) explicitly said they would provide training in their chosen instructional framework with the funding they received. Forty-eight districts (22%) explicitly mentioned use of iGrant 664 monies to support training around student growth and evidence gathering, and 21 districts (10%) planned to support connections between TPEP and the Common Core. Other details are provided in Table B5.

Table B5: iGrant 664 Funding Usage by Training Topic, with Breakouts by Region, Framework, and Enrollment									
		Number of Districts	Training Topic						
			Instructional Framework	Common Core	Student Growth/Evidence Gathering	Differentiation	Formative Assessment	eVAL or other Electronic Tool	State Criteria
		215	53%	10%	22%	2%	2%	5%	5%
Region	Central	31	65%	16%	35%	3%	3%	10%	10%
	Eastern	86	48%	9%	29%	2%	2%	5%	3%
	Western	98	54%	8%	12%	1%	2%	4%	4%
Instructional Framework	CEL	81	49%	11%	23%	2%	1%	5%	1%
	DAN	84	54%	6%	23%	2%	1%	6%	7%
	MAR	50	58%	14%	20%	0	6%	4%	6%
Enrollment	<500	51	35%	12%	18%	0	0	6%	0
	500-1,000	36	47%	8%	25%	0	3%	8%	6%
	1,000-5,000	71	51%	10%	27%	4%	3%	4%	4%
	5,000-10,000	26	69%	12%	19%	4%	8%	4%	4%
	>10,000	31	81%	6%	19%	0	0	3%	13%

*Uses of funding explicitly cited in the TPEP teacher training plan submitted by districts.*



## Part B: Training Funds Application Questions

### ASSURANCES

Answers are **REQUIRED** for all questions on this page.

1. Have all evaluators of principals completed a two-day introduction to the district's chosen leadership framework?

[Dropdown box. Options: Yes, ?]

If no, those who have not been trained will attend a two-day framework introduction during the 2014-15 school year and prior to evaluating principals.

[Dropdown box. Options: Yes, ?]

2. Will administrators hired into your district for 2014-15 and assigned to evaluate teachers have completed an introduction to your district's evaluation procedures *for teachers* prior to the start of the evaluation process?

[Dropdown box. Options: Yes, ?]

3. Have administrators hired into your district for 2014-15 completed an introduction to your district's evaluation procedures *for administrators*?

[Dropdown box. Options: Yes, ?]

4. Have all teachers and principals hired into your district for 2014-15 completed an introduction to your district's *student growth procedures for teachers*?

[Dropdown box. Options: Yes, ?]

If no, those who have not yet been trained on *student growth procedures for teachers* will be trained by October 30, 2014.

[Dropdown box. Options: Yes, ?]

5. Have all principals and evaluators of principals hired into your district for 2014-15 completed an introduction to your district's *student growth procedures for principals*?

[Dropdown box. Options: Yes, ?]

If no, those who have not yet been trained on *student growth procedures for principals* will be trained by October 30, 2014.

[Dropdown box. Options: Yes, ?]

6. How does your district use evaluation data to make decisions about granting continuous employment status to provisional teachers?

Check all that apply:

- Teaching assignment
- Transfer rights
- Extra-curricular assignments
- Leadership opportunities
- None of the above
- Other, please describe:

[textbox]

7. How does your district use evaluation data to make employment decisions for provisional principals?

Check all that apply:

- School assignment
- Transfer rights
- Leadership opportunities
- None of the above
- Other, please describe:

[textbox]

## DEMOGRAPHICS

**Answers are REQUIRED for all questions on this page.**

1. How many classroom teachers (duty root 31, 32 and 33 headcount, not FTE) are currently employed in your district?

[textbox]

2. How many classroom teachers will have a Focused evaluation during 2014-15?

[textbox]

3. How many classroom teachers will remain on the former system for 2014-15?

[textbox]

4. How many classroom teachers are on probation for 2014-15?

[textbox]

5. How many principals and assistant principals (headcount, not FTE) are currently employed in your district?

[textbox]

6. How many principals and assistant principals will be evaluated using the revised system in 2014-15?

[textbox]

7. How many principals and assistant principals are on probation for 2014-15?

[textbox]

## LOCAL TRAINING

**Required: Check the box below to indicate you have read the linked document.**

### Training scenarios

With funding from OSPI, your ESD will offer opportunities to refine your understanding of the revised evaluation system and to connect the TPEP initiative with your work implementing Common Core standards. Contact your ESD for details or use this website: <http://tpep-wa.org/trainingpd/tpep-training-providers/>

### Prioritize Your Training Dollars

Priorities for this grant are:

- (1) teachers new to the district;
- (2) teachers being transitioned in 2014-15;
- (3) teachers transitioned in 2013-14; and
- (4) teachers who will transition in 2015-16.

Keep in mind teachers new to your district need:

- An introduction to the revised evaluation system and any local regulations or definitions that have been codified.
- A working knowledge of the district's chosen instructional framework.
- An opportunity to see how the rubrics connect to their work in the classrooms.
- An understanding about how the student growth components will be implemented in your district.

For teachers who transitioned previously, 2014-15 training should deepen knowledge of the framework and enhance opportunities for application.

A focus on evidence gathering, formative assessment, and student growth is encouraged.

1. How will you assure that all *new teachers* receive at least six hours of introduction to the instructional framework and at least two hours of introduction to the evaluation process during the fall of 2014?

[textbox]

2. How will you assure that *all teachers being transitioned to the revised system in 2014-15* receive at least six hours of introduction to the instructional framework and at least two hours of introduction to the evaluation process during the fall of 2014?

[textbox]

3. What TPEP learning activities are you planning for teachers during 2014-15? Select all that apply.

- a. Audience

- New employees
- Grade teams
- Department teams
- Cross-district job alikees
- Cross-content teams
- Mixed audience

- b. Content

- Framework and rubrics
- Evaluation process
- Evidence and artifacts
- Student growth measures
- Connections to CCSS
- Other

If "Other" is checked, please describe:

[textbox]

4. In detail, describe your TPEP learning plan for teachers during 2014-15?

[textbox]

5. Planned Expenditures – how do you plan to spend your district's share of the teacher training dollars?

[textbox]

6. Budget Narrative – describe how your planned expenditures support the implementation of your plan.

[textbox]

7. What assistance do you need?

[textbox]

## **Allowable and Excluded Expenses**

### **Allowable expenses (July 1, 2014 – June 30, 2015):**

- Release time and travel expenses for teachers to attend ESD-sponsored teacher trainings related to the implementation of the district's TPEP teacher training plan.
- Stipends or curriculum-rate pay for teachers to attend trainings related to the implementation of the district's TPEP teacher training plan.
- Substitute teachers so that teachers can attend trainings related to the implementation of the district's TPEP teacher training plan.
- Consulting contracts with the instructional framework authors, ESDs, or framework trainers listed as TPEP Training Providers on the TPEP website (<http://tpep-wa.org/trainingpd/tpep-training-providers/>).
- Copy and supply expenses to support local evaluation trainings for teachers.
- Publications from the instructional framework authors, such as Leading for Instructional Improvement (CEL 5D+), The 5D+™ Teacher Evaluation Guide: Using Inquiry to Analyze and Improve the Quality of Instruction for All Students (CEL 5D+), Enhancing Professional Practice: A Framework for Teaching 2<sup>nd</sup> Edition (Danielson), Art and Science of Teaching (Marzano), or Becoming a Reflective Teacher (Marzano) for teachers to gain a deep understanding of the framework and its application in the revised evaluation system.

### **Excluded Expenses:**

- Administrator training or materials
- Purchase of equipment, technology support, electronic licenses, DVDs, videos, online learning registration fees or software.
- Purchase of curriculum or assessment materials.
- Out-of-district registration fees or travel, except to attend ESD-sponsored events related to TPEP implementation.
- Consulting contracts, except with the instructional framework authors, ESDs, or framework trainers listed on the TPEP website (<http://tpep-wa.org/trainingpd/tpep-training-providers/>).
- Expenses before July 1, 2014 or after June 30, 2015.

## Teacher Training Scenarios

### Scenarios

- District hosts a series of voluntary sessions on evidence gathering or formative assessment.
- District offers after school or Saturday sessions aimed at specific topics such as “Introduction to Focused Evaluation” or “Student Measures in the Arts” and teachers submit that time on TRI (Time, Responsibility, and Incentive) forms.
- Districts participating in ESD work related to TPEP/CCSS coherence offers sessions for teachers based on information gleaned in regional work.
- A group of teachers on Comprehensive evaluations meet monthly to discuss various aspects of the process, share successes, and address common challenges.
- District plans and facilitates three release days for professional development, spaced throughout the year, and offered to all teachers who have transitioned to the revised process.
- District training focuses on a subset of teachers with particular needs, such as provisional teachers or those selecting a focus on Criterion 8.
- Team of teachers attends ESD open-enrollment learning opportunities focused on learning the instructional framework, the revised evaluation process, or measures of student growth.
- School hosts a day in August to review the framework and select areas of school-wide focus based on school improvement plan.
- Teachers meet in study groups regularly through the year – by grade level or content area – to discuss student growth goal setting, performance measures, and plan for collaborative monitoring.
- School or district sponsors book study for a group of teachers collaborating to learn more about a specific topic for Focused evaluations.