

New Mexico Effective Teaching Task Force

Final Report and Recommendations

August 26, 2011

Presented By:

Hanna Skandera, Santa Fe; Task Force Chair Public Education Department Secretary-designate

David Abbey, Santa Fe; Director of the Legislative Finance Committee

Frances Ramirez-Maestas, Santa Fe; Director of the Legislative Education Study Committee

Charles Bowyer, Albuquerque; Executive Director of the National Education Association – New Mexico

Lindsey Cross, Gallup; Managing Director, Teacher Leadership and Development at Teach For America

Tammy Davis, Artesia; Principal at Central Elementary School in Artesia

James Gallegos, Cimarron; Superintendent at Cimarron Municipal Schools

Nyeta Haines, Las Cruces; Principal at Las Cruces High School

Cherie Love, Las Cruces; Second grade general education teacher at Conlee Elementary School in Las Cruces

Lillian Montoya-Rael, Santa Fe; Principal at Flywheel Ventures

Dennis Roch, Texico; Assistant Superintendent at Texico Municipal Schools and Member of the New Mexico House of Representatives serving on the House Education Committee

Dr. Karen Sanchez-Griego, Albuquerque; Principal of Atrisco Heritage Academy High School in Albuquerque

Katherine Sandoval-Snider, Albuquerque; Director at Albuquerque Institute for Mathematics and Science

Dr. Suchint Sarangarm, Roswell; Assistant Superintendent for Assessment, Evaluation and Technology at Roswell Independent Schools

Carlotta Thode, Kirtland; Parent Representative, Legal Secretary at Farmington City Attorney's Office

Table of Contents

Executive Summary	4-8
Introduction	9-11
Section I: Teacher and School Leader Evaluation	12-19
Section II: Professional Development	20-25
Section III: Recruitment and Retention	26-32
Section IV: Compensation and Advancement	33-37
Section V: Next Steps	38-39
Appendix A: Meeting Dates and Topics	40-41
Appendix B: Works Cited and Works Reviewed	42-44
Appendix C: Fast Facts – Current NM System	45-51

Executive Summary

Overview

The impact of an effective teacher has great value not only to the school, the district, and the state, but most importantly an effective teacher reaches a student who then becomes the beneficiary of a new world of possibilities. Delivering on the promise of an excellent teacher is the key to lifting New Mexico's students out of poverty and closing the achievement gap which doesn't do justice to our state. Therefore, no one can overstate the importance of an effective teacher.

The professionals of the Effective Teaching Task Force place the highest importance on this opportunity. Their work is completed with the hope that these recommendations will benefit the teachers, students, and students of New Mexico for generations.

Purpose of the Effective Teacher Task Force

The Effective Teaching Task Force was formed by Executive Order in April 2011 with the purpose of delivering on the promise of recruiting, retaining and rewarding New Mexico's most effective teachers and school leaders. Over the course of 3 months, this 15 member Task Force representing teachers and school leaders across the state and with over 100 years of classroom experience, met 10 times for over 60 hours to deliver recommendations to Governor Martinez. The recommendations in this report are the product of the Teaching Task Force.

The current teacher recognition process in New Mexico places emphasis on years of experience and credentials obtained. Members of the Task Force recognize these factors are important; however, they fail to offer teachers any acknowledge of student achievement. Many New Mexico teachers see the growth of students in the classroom, but work in a system that does not recognize or reward them for it. The purpose of the Task Force was to find the most meaningful way to change this dynamic and place student achievement at the forefront of teacher excellence in order to change a system with 'qualified' teachers to classrooms full of effective teachers.

The sense of urgency in this process is essential. Every school day, nearly 330,000 New Mexico students enter the classroom with the expectation their educational leaders are doing all they can to support them. To send the message that important teacher reforms can wait is to fail those children who won't get a second chance at an education.

Recommendations

The Task Force has made recommendations in the areas related to Teacher and School Leader Evaluations, Professional Development, Recruitment and Retention, and Compensation and Advancement. With the exception of two recommendations, all were approved unanimously by the 15 member Task Force. The two that were not approved unanimously each received one no vote and are recommendations 3 (using the Standards Based Assessment to calculate a teachers value-add score) and 4 (bridge policy for teachers in non-tested grades and subjects) below. The full recommendations by the Task Force are:

1. New Mexico should replace its overly simplistic pass/fail teacher evaluation system with five effectiveness levels.
2. Effectiveness levels should only be assigned after careful consideration of multiple measures, including student achievement data, observations, and other proven measures selected by local districts from a list of options approved by New Mexico's Public Education Department (PED).
3. In order to reliably capture student achievement, we recommend the use of a value-added model of data analysis. Each teacher's value-added contribution would be calculated by PED staff, and after a data review procedure similar to that which occurs before the release of schoolwide student achievement data, this calculation would be disseminated to local districts for inclusion in the locally-adopted teacher evaluation process. In addition, each teacher should receive a copy of his or her value-added calculation in order to inform instruction. Teachers in tested grades and subjects will be evaluated in the following way:
 - a. 50% based on VAM of student achievement;
 - b. 25% based on observations; and
 - c. 25% based on locally adopted (and PED approved) multiple measures.
4. We recommend phasing in the use of value-added evaluations, first for teachers in tested grades and subjects and subsequently for teachers in non-tested grades and subjects, though both subsets of teachers will be evaluated through observations and other approved measures immediately. Until such time as other assessments are available and/or approved for use in calculating value-added measurements of student achievement in non-tested grades and subjects, teachers in non-tested grades and subjects will be evaluated in the following way:
 - a. 25% based on a schools A-F School Grade;
 - b. 25% based on observations; and
 - c. 50% based on locally adopted (and PED approved) multiple measures.
5. In addition to student achievement, we recommend the continued use of observations, with objective protocols, in the evaluation of each teacher's performance.

6. As local districts adopt research-driven, PED-approved measures for the remaining portion of a teacher's evaluation, it is important to ensure opportunity for key stakeholders (teachers, school leaders, parents, community members, etc.) to provide public input on the policy decision.
7. New Mexico's teacher evaluation system should utilize a matrix in which the multiple components of a teacher's evaluation combine to determine a teacher's overall effectiveness rating.
8. We recommend that a post-evaluation conference with the evaluator provide each teacher with actionable feedback, though we caution that this conference and the feedback delivered therein not be considered a "due process" requirement without which an ineffective teacher may not be terminated.
9. As with teachers, New Mexico should replace its overly simplistic pass/fail principal evaluation system with five effectiveness levels.
10. We recommend that the emphasis on student achievement in teacher evaluation also be reflected in the evaluation of the school leader.
11. The remaining 50% should be comprised of other measures, half of which must consider the fidelity with which the principal implements the teacher evaluation process.
12. Similar to that used in the teacher evaluation system, New Mexico's principal evaluation system should utilize a matrix in which the components of a teacher's evaluation combine to determine a principal's overall effectiveness rating.
13. Establishment of a Professional Development Committee by the PED to review research in the area of effective professional development and make recommendations on allowable, research-driven, proven professional development opportunities to be chosen by the state, districts, and administration. The purpose of the standing committee is to ensure that professional development is designed to enhance student learning and continuously improve the quality of teaching and educational leadership in New Mexico schools.
14. Redirect current established state and federal professional development funds toward approved professional development.
15. Professional Development approved by the Professional Development Committee must be implemented by districts and schools and individuals in a manner which has demonstrated positive student achievement impact.
16. Make STARS data available to individual schools, administrators, and teachers so that accurate data can be effectively utilized. Additionally, provide professional development on the use of data specific to the state, district, school, teacher, and student needs and goals.
17. In an effort to ensure fidelity and continuity of programs, professional development programs should total no less than 49 hours in a specific area of need.

18. Data should be collected quarterly to assure professional development techniques presented are implemented in the classroom. PED should keep records of individual teacher's professional development and professional intervention plan documentation.
19. Statewide professional development should be implemented annually across the state and it should be "frontloaded" prior to the beginning of the school year.
20. Principal professional development should align to teacher professional development. In conjunction with their direct supervisors, principals should be developing data-driven professional development plans that improve student outcomes for their building, increase their school grade, which accounts for 50% of their evaluation, and allow them to meet other measures of performance captured in the other 50% of their annual evaluation.
21. Create a diversified pay structure that is based on teacher effectiveness (outputs) as evidenced by student growth, observations, and other clear, multiple measures. As the New Mexico Teacher Evaluation System is refined, it is recommended that a task force is assembled to research incentive and compensation programs that have been implemented in recent years to determine the best practices within those programs that lead to improved student academic achievement and teacher retention and recruitment.
22. Create a system for incentive pay to teach in critical-shortage subject areas (i.e. math, science, special education classes, in rural areas and other hard to staff areas. This system could support incentives for teachers who work in Title I schools, as well as other at risk factors identified in each district's area (i.e. math and science, urban, rural, etc).
23. Provide academic scholarships in New Mexico for those going into education, including high-quality, alternative programs for mid-career recruits in exchange for teaching for at least four years in a high-need field or location.
24. Develop a program that offers an opportunity for an adjunct license for part time teaching.
25. Provide advancement and leadership opportunities for teachers. Utilize three tiered licensed teachers expertise by providing greater leadership capacity throughout schools, districts and in the state.
26. Adequately fund school budgets to give teachers time to plan and collaborate with their colleagues.
27. Provide state-generated principal support groups to provide training in the state's teacher evaluation methods, priority school requirements, and uniform interventions. New Mexico processes need to be uniform, transparent and implemented with fidelity. In addition, like principal groups should be allowed to share challenges, solutions, questions and concerns.
28. Beware of increasing paperwork and administrative burden for administrators. Be sure accountability processes are aligned within the state department, districts offices and schools.

29. Develop and implement research based recommendations for ways that central office administration, starting with the superintendent, can support principals in their instructional leadership roles.
30. Examine principal pay scales and remove disincentives to advancement for qualified school leaders moving from the classroom to the principal's office.
31. Require annual evaluations and professional development plans which are in alignment with the licensure system.
32. Incorporate teacher effectiveness into the licensure process.
33. Restructure the current 3-tier salaries/shift funding to results tied to annual evaluations and professional development plans.
34. Provide incentives to effective teachers and remove ineffective teachers from the classroom. Additionally, the Task Force recommends providing statutory due process rights to teachers after attaining level 2 licensure and receiving effective evaluations
35. Align the training and experience with the 3-tiered licensure system.
36. Require annual principal evaluations.
37. Evaluate the current 3-Tiered Licensure System and dossier to minimize administrative costs and determine effectiveness. This should occur within 3 months to a year.
38. Delay implementation of performance based compensation system until the 2013-2014 school year.

Introduction

Overview

While there is no silver bullet in education, research has clearly shown that one of the most important school-related factors influencing a child's academic achievement is the quality of his or her teacher (Sanders, 2003). President Obama and Secretary Duncan recognized the impact and prioritized teacher effectiveness as part of the Race to the Top competition. Further, multiple states are redesigning existing teacher and school leader evaluation systems to reflect the importance of student achievement.

Studies have shown that if we give the most at-risk students the most effective teachers, we could close the achievement gap. Conversely, the data show that if a student is placed in a classroom with a low performing teacher, the student will struggle to make up learning gains lost (Hanushek, 2011). For example, low performing teacher's students do not stay on grade level, but actually fall behind 13 percentile points from the beginning of the year, emphasizing the importance of removing low-performing teachers from the classroom (Sanders & Rivers, 1996).

Any redesigned teacher and school leader evaluation system *must* include multiple measures that prioritize student learning, as well as observations and other possible measures that effectively capture a true picture of teacher effectiveness. A rigorous and comprehensive system will not only provide a holistic view of a teacher's true impact on their students, but also encourage flexibility and buy-in at the local and school level.

The purpose of this report is to guide New Mexico in the development of a new teacher and school leader evaluation system that prioritizes student academic gains, recruits, recognizes, and retains "rock star" teachers, and provides for transparency and accountability to stakeholders in the use of taxpayer dollars.

Principles

The Task Force believes that there are many outstanding, effective, and hardworking teachers and school leaders throughout New Mexico, but the State does not have an effective system for recognizing and rewarding their achievements in the classroom. Further, the absence of an objective framework to fully and fairly assess teacher and school leader quality has resulted in the failure to effectively assess performance, in particular as it relates to measureable student achievement, and to reward excellence and establish real accountability.

Any new evaluation framework to measure teachers and school leaders must better enable districts to address and improve school personnel policies concerning professional development, promotion, compensation, performance pay and tenure. Further, the framework should identify teachers and school leaders who are most effective at helping students succeed, provide targeted assistance and professional

development opportunities for teachers and school leaders, inform the match between teacher assignments and student and school needs and inform incentives for effective teachers and school leaders

Finally, we believe that educators should be equipped with accurate and actionable data provided in a timely manner upon which they can improve the art and science of teaching and correspondingly prepare their students for success in college and career.

Process

On April 25, 2011, Governor Susana Martinez announced the establishment of the New Mexico Effective Teaching Task Force through an Executive Order (included in the Appendix). The Task Force was charged with making recommendations to the Governor in four key areas:

1. Identified measures of student achievement – representing at least 50 percent of the teacher evaluation – which shall be used for evaluating educator performance;
2. Identification of demonstrated best practices of effective teachers and teaching, which should comprise the remaining basis for such evaluation;
3. How these measures of effective practice should be weighted; and
4. How the State can transition to a performance-based compensation system, whereby acknowledging student growth and progress.

The Executive Order also established corresponding expectations for school leaders.

After receiving nearly 200 nominations to the Task Force, twelve members were appointed, in addition to Public Education Secretary-designate Hanna Skandera and staff from the Legislative Finance Committee and the Legislative Education Study Committee. Of the twelve appointed members, nine are current or former teachers, eight represent minority or special needs communities, seven are school administrators, and six are parents. Representatives from the business community and organized labor were also appointed. In total, more than 100 years of teaching experience are represented by the Task Force.

To complete its work, the Task Force, with support from Public Education Department staff, read and reviewed the latest research on teacher and school leader evaluations, compensation, observation protocols, professional development, licensure, advancement, and details related to the current New Mexico teacher and school leader evaluation system. The Task Force met 10 times as a full group between June 2011 and August 2011. Additionally, the Task Force divided into workgroups to develop proposed recommendations on specific topics.

A full list of resources utilized by the Task Force, including presenters and presentations, is included in the Appendix and can be found on the Public Education Department website at

<http://www.ped.state.nm.us/>.

Report Outline

The report is comprised of five sections. The **first section** makes recommendations specific to teacher and school leader evaluations and how to design an evaluation system that places a preponderance on student achievement gains, while balancing the need for multiple measures.

Section two focuses on professional development and makes recommendations as to how professional development offerings can be aligned to data yielded by a comprehensive evaluation section and ensure alignment throughout.

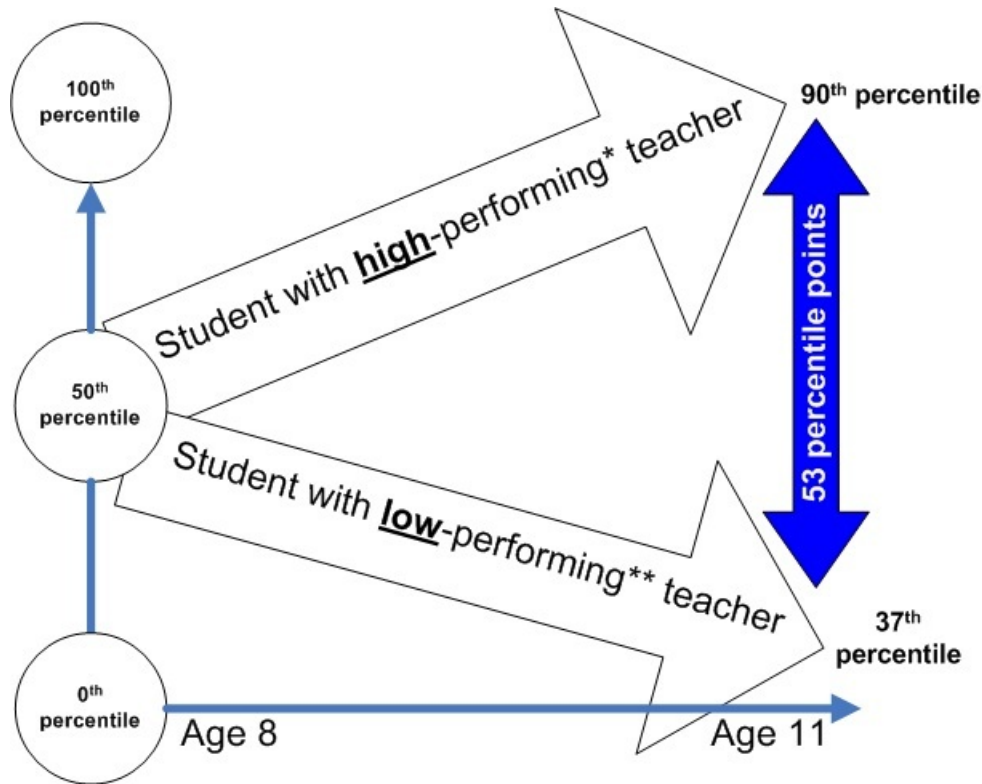
The **third section** focuses on the recruitment and retention of New Mexico teachers. **Section four** expands upon the recommendations in section three and delineates how to develop a compensation and advancement system that recognizes our most effective teachers and attracts new recruits to the field of teaching, while balancing the best way to exit those teachers who are shown to be ineffective after multiple evaluations and supported opportunities to improve.

Finally, **section five** proposes next steps that are related to the specific recommendations outlined. The Task Force has identified a number of activities and areas that should be explored to further the work outlined in this report.

Section I: Teacher and School Leader Evaluation

Overview

Research has clearly demonstrated the importance of the teacher in the classroom and the importance of leadership in each school. (Rivkin, Hanushek, & Kain, 2005) In fact, our teachers are our biggest “change agents” when it comes to improved student achievement. When it comes to student learning, the difference between an average teacher and an exemplary teacher is noteworthy. Further, the impact that an exemplary teacher can have on a student’s achievement over a three year period is remarkable. Data from NCTQ represents this tremendous impact:

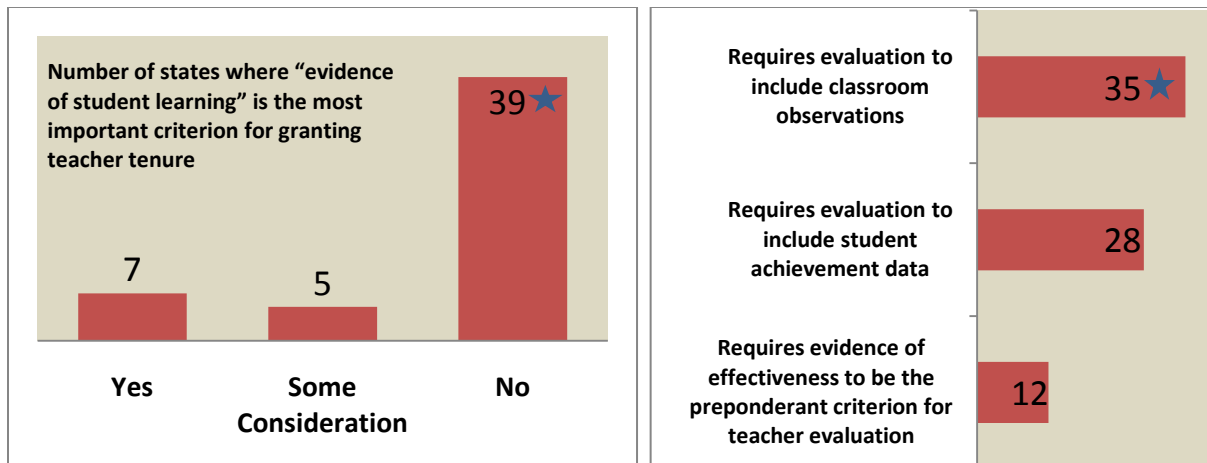


*Among the top 20% of teachers; **Among the bottom 20% of teachers

Hence, the New Mexico’s Effective Teaching Task Force has embarked on an endeavor to capture the importance of student learning in teacher and principal evaluations and differentiate the levels of effectiveness to inform professional development and compensation and advancement.

In a recent 2010 sample of twenty-five percent of New Mexico’s teachers, 99.998 percent of these teachers received a rating of “meets competency” on their evaluations (versus “does not meet competency”) (Public Education Department data, 2010). Yet we are not seeing proportional success in terms of New Mexico student achievement. This suggests a lack of alignment between the system that measures teacher performance and the system that measures student learning outcomes.

Furthermore, the NCTQ reports that New Mexico is not among the 12 states that have embraced the notion that evidence of student learning must be the most important criteria in teacher tenure and annual teacher evaluations. (NCTQ, 2010).



In both charts, ★ indicates that the data includes New Mexico (Source: NCTQ)

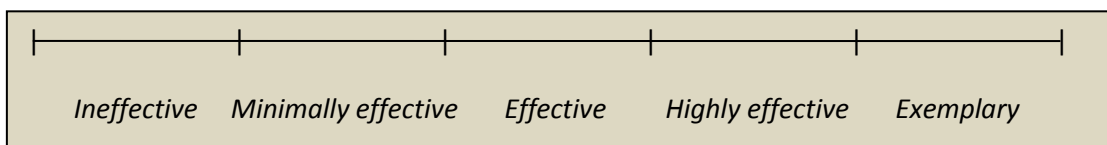
Measuring the effectiveness of teachers and principals means very little if we do not consider the extent, via multiple measures, to which students are making progress toward clear academic goals. New Mexico needs reform grounded in excellent teaching and leadership as evidenced by improved student achievement, classroom observations, and other proven multiple measures.

The workgroup makes the following recommendations:

Teacher Evaluation

Recommendation 1: New Mexico should replace its overly simplistic pass/fail teacher evaluation system with five effectiveness levels.

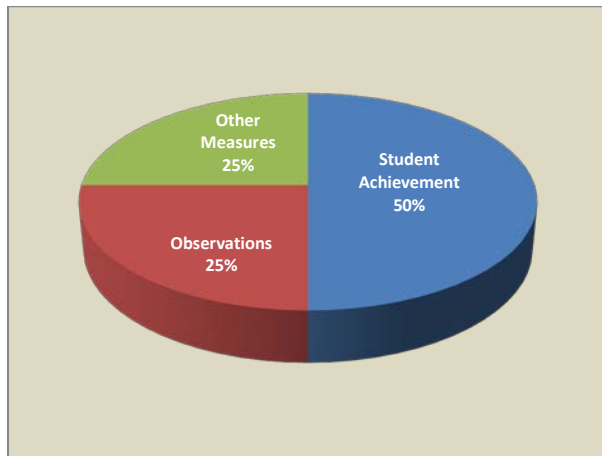
Rationale: The current binary system affords evaluators no opportunity to differentiate educator performance within the categories of “meets competencies” or “does not meet competencies.” Research indicates that multiple levels of effectiveness are needed in order to provide a mechanism for distinguishing average work performance from truly outstanding work performance (Weisberg, Sexton, Mulhern, & Keeling, 2007).



Recommendation 2: Effectiveness levels should only be assigned after careful consideration of multiple measures, including student achievement data, observations, and other proven measures selected by local districts from a list of options approved by New Mexico’s Public Education Department (PED).

Rationale: All three components are necessary to equitably measure teacher effectiveness. However, student achievement must constitute at least 50% of a teacher’s evaluation, with observations and other proven measures comprising the other half of the evaluation. Districts must weight observations at 25%, though they should retain local flexibility concerning the observation protocols (with PED approval).

Districts should also have autonomy (with PED approval) to select the “other measures” to be used for the remaining 25% of the evaluation.



Recommendation 3: In order to reliably capture student achievement, we recommend the use of a value-added model of data analysis. Each teacher’s value-added¹ contribution would be calculated by PED staff, and after a data review procedure similar to that which occurs before the release of schoolwide student achievement data, this calculation would be disseminated to local districts for inclusion in the locally-adopted teacher evaluation process. In addition, each teacher should receive a copy of his or her value-added calculation in order to inform instruction. Teachers in tested grades and subjects will be evaluated in the following way:

- 50% based on VAM of student achievement;
- 25% based on observations; and
- 25% based on locally adopted (and PED approved) multiple measures.

Rationale: Cutting-edge value-added methodologies are most able to isolate and measure the contribution of each teacher to student learning gains (Herman, Heritage, & Goldschmidt, 2011). Given New Mexico’s diverse student population, such a model also helps to control for demographic differences and level the playing field for teachers statewide. Consistent with Governor Martinez’s Executive Order, we also believe that this component should account for fully 50% of a teacher’s evaluation, as it is strongly tied to student outcomes. For those grades and subjects which are measured by the NM Standards Based Assessment (SBA), currently New Mexico’s most valid and reliable statewide assessment, it is recommended that the results of this assessment serve this purpose. For non-tested subjects and grades, other assessments (including PED-approved local assessments) should be used to measure the value added by an individual teacher to student achievement. However, research cautions that formative—or short-cycle—assessments should not be used for this purpose, because their inclusion as a component of

¹ A commonly referenced application of a growth model is a **value-added model**. VAMs are one type of growth model in which states or districts use student background characteristics and/or prior achievement and other data as statistical controls in order to isolate the specific effects of a particular school, program, or teacher on student academic progress. The main purpose of VAMs is to separate the effects of nonschool-related factors (such as family, peer, and individual influence) from a school’s performance at any point in time so that student performance can be attributed appropriately.

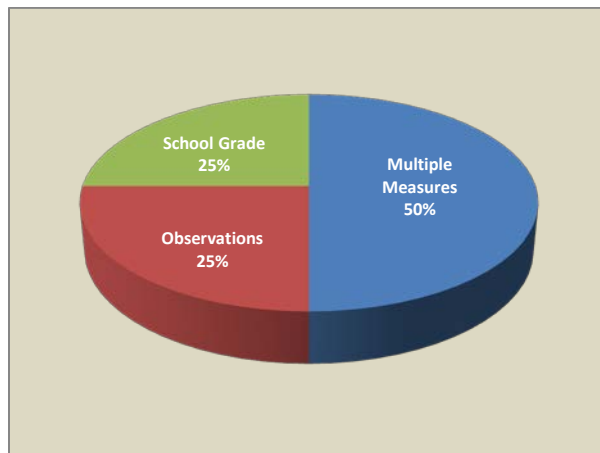
evaluation undermines their use as a tool to inform instruction and guide curricular decisions (Herman, et. al., 2011).

Recommendation 4: We recommend phasing in the use of value-added evaluations, first for teachers in tested grades and subjects and subsequently for teachers in non-tested grades and subjects, though both subsets of teachers will be evaluated through observations and other approved measures immediately. Until such time as other assessments are available and/or approved for use in calculating value-added measurements of student achievement in non-tested grades and subjects, teachers in non-tested grades and subjects will be evaluated in the following way:

- 25% based on a schools A-F School Grade;
- 25% based on observations; and
- 50% based on locally adopted (and PED approved) multiple measures.

This approach acknowledges the extent to which all teachers in a school building, both in tested and non-tested grades and subjects, contribute to the school’s overall student learning gains, while creating consistency within the system based on the use of observations and multiple measures. We anticipate that this protocol will be used as a bridge for no more than two school years.

Rationale: While we recognize that time will be needed to identify, develop, and approve assessments in non-tested grades and subjects that may be used to measure the student achievement portion of a teacher’s evaluation, we note the inadequacy of our current teacher evaluation system in this respect. This shortcoming must be remedied immediately. Further, regardless of the instruments used for this portion of teacher evaluations, decisions remain about which students count when calculating value-added measurements. (For example, how are students apportioned when they move between schools and districts during a school year? And to whom is student achievement attributed in classrooms utilizing team teaching strategies, including the use of inclusion special education teachers?) Other states have already begun to grapple with these questions, and we recommend researching their work as we seek to define who exactly should be the “Teacher of Record” in calculating value-added measurements.



Recommendation 5: In addition to student achievement, we recommend the continued use of observations, with objective protocols, in the evaluation of each teacher’s performance.

Rationale: Observations offer evaluators the opportunity to assess whether teachers are meeting competencies in practice, yet they also provide a mechanism by which teachers can reflect on their strengths and weaknesses to improve instruction. We recommend a minimum of four observations be conducted each year, with a minimum of 2 per year per teacher to be conducted by the school leader. Local districts may wish to have other personnel—including trained, PED-approved external evaluators—conduct the balance of these observations, though these additional reviews may not necessarily be evaluative. Indeed, some may be conducted by instructional coaches or peer mentors and may serve a more formative purpose for the ongoing development of the classroom teacher. Nonetheless, all observations (whether evaluative or formative) should utilize the same PED-approved, locally-adopted instrument and follow a uniform protocol to ensure inter-rater reliability (Sterbinsky, & Ross, 2003) and all observations should generate timely feedback to the teacher for the purpose of improving instruction.

Recommendation 6: As local districts adopt research-driven, PED-approved measures for the remaining portion of a teacher’s evaluation, it is important to ensure opportunity for key stakeholders (teachers, school leaders, parents, community members, etc.) to provide public input on the policy decision.

Rationale: These other measures offer evaluators alternate methods of capturing teacher effectiveness. They may include portfolios of teacher & student work, surveys of parents or students (or perhaps peers), or other research-based measures proven to demonstrate or correlate to student learning gains. In the interest of aligning multiple systems, local districts may also derive up to 10 percent of a teacher’s overall evaluation from the school’s grade under the A-F School Grading Act.

Recommendation 7: New Mexico’s teacher evaluation system should utilize a matrix in which the left and right halves of the chart above combine to determine a teacher’s overall effectiveness rating.

Rationale: A matrix demonstrates with transparency the convergence of both quantitative and qualitative data for each teacher being evaluated in this system. The matrix also ensures that no teacher whose student’s demonstrate the lowest level of achievement can earn a rating of “effective” or higher. Likewise, the mere presence of outstanding student achievement data does not guarantee a high overall rating if the teacher receives poor marks based upon observations or other proven measures included in the evaluation.

While rare, it is conceivable that a teacher could earn the highest rating on one axis of the matrix and the lowest rating on the other axis. (For example, one could receive poor ratings on observations and other measures but still demonstrate the highest possible student learning gains.) In such an event, we propose that such scoring trigger an automatic review, to be conducted by the PED or trained external evaluators, to provide for input into their final evaluation.

Professional Practice & Responsibility (Observations & Other Measures)	Student Learning Outcomes (Value Added)					
		Ineffective (1)	Minimally Effective (2)	Effective (3)	Highly Effective (4)	Exemplary (5)
	Ineffective (1)	I	I	M	M*	M*
	Minimally Effective (2)	I	M	E	E	E*
	Effective (3)	M	E	E	H	H
	Highly Effective (4)	M*	E	H	H	X
	Exemplary (5)	M*	E*	H	X	X

Key: I = Ineffective M = Minimally Effective E = Effective H = Highly Effective X = Exemplary
(Ratings in any of these cells marked with an * will trigger an automatic review.)

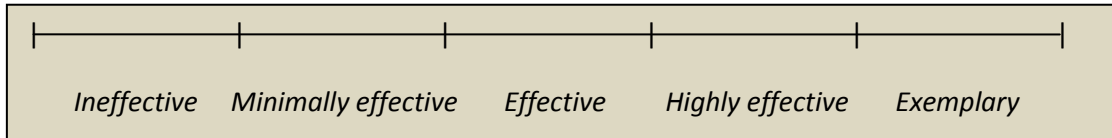
Recommendation 8: We recommend that a post-evaluation conference with the evaluator provide each teacher with actionable feedback, though we caution that this conference and the feedback delivered therein not be considered a “due process” requirement without which an ineffective teacher may not be terminated.

Rationale: Timely feedback, with action steps, helps to guide both the creation of each teacher’s professional development plan and the staff development program of the school or district. It focuses both teacher and evaluator on the actions necessary to help students reach established academic goals. We are also heartened by the imminent implementation of both “common core” standards and assessments, which together will offer New Mexico an opportunity to more clearly define learning expectations for our students and to shift to the most sophisticated assessment system available, both for the purpose of informing instruction and for measuring teacher effectiveness. Until then, teachers should receive regular reports containing classroom-level standardized test data which can be used to make meaningful improvements in instruction.

Principal Evaluation

Recommendation 1: As with teachers, New Mexico should replace its overly simplistic pass/fail principal evaluation system with five effectiveness levels.

Rationale: The current binary system affords evaluators no opportunity to differentiate educator performance within the categories of “meets competencies” or “does not meet competencies.” Research indicates that multiple levels of effectiveness are needed in order to provide a mechanism for distinguishing average work performance from truly outstanding work performance. (Weisberg, D., et. al. 2007).

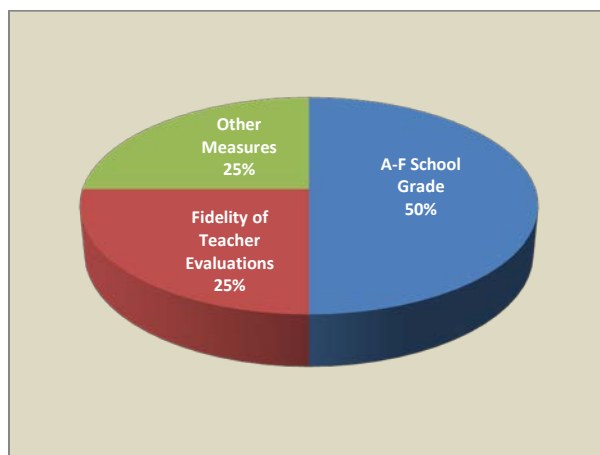


Recommendation 2: We recommend that the emphasis on student achievement in teacher evaluation also be reflected in the evaluation of the school leader.

Rationale: The A-F Schools Grading Act captures an entire school’s student learning status and gains, through measurements of both achievement and annual growth. The scope of this data reflects the schoolwide instructional leadership of the building principal. Because each New Mexico school will soon be assigned a grade under the A-F Schools Grading Act, derived from the proficiency and learning gains demonstrated by its students, we recommend linking our principal evaluation system to this new school grading system. Specifically, we recommend that fully 50% of a school principal’s evaluation be based on the school’s annual progress in the A-F Grading System.

Recommendation 3: The remaining 50% should be comprised of other measures, half of which must consider the fidelity with which the principal implements the teacher evaluation process.

Rationale: In addition to student achievement captured through the A-F School Grade, other measures should be included demonstrate a principal’s effectiveness. Because the implementation of teacher evaluations has heretofore varied widely between schools and districts, evaluations of principals must now weight the proper implementation of this process at 25%. Without fidelity, any new system will struggle. Districts will still retain autonomy (with PED approval) to select the “other measures” to be used for the remaining 25%. Such multiple measures, which should be linked to improved student achievement, may include the recruitment and retention of effective teachers, the use of surveys (of students, parents, and/or teachers), or other methods capable of demonstrating principal effectiveness.



Recommendation 4: Similar to that used in the teacher evaluation system, New Mexico’s principal evaluation system should utilize a matrix in which the left and right halves of the chart above combine to determine a principal’s overall effectiveness rating.

Rationale: A matrix demonstrates with transparency the convergence of both quantitative and qualitative data for each principal being evaluated in this system. The matrix also ensures that principals are held accountable for the year over year progress of their school under the A-F Schools Grading Act, combined with multiple additional measures of principal effectiveness.

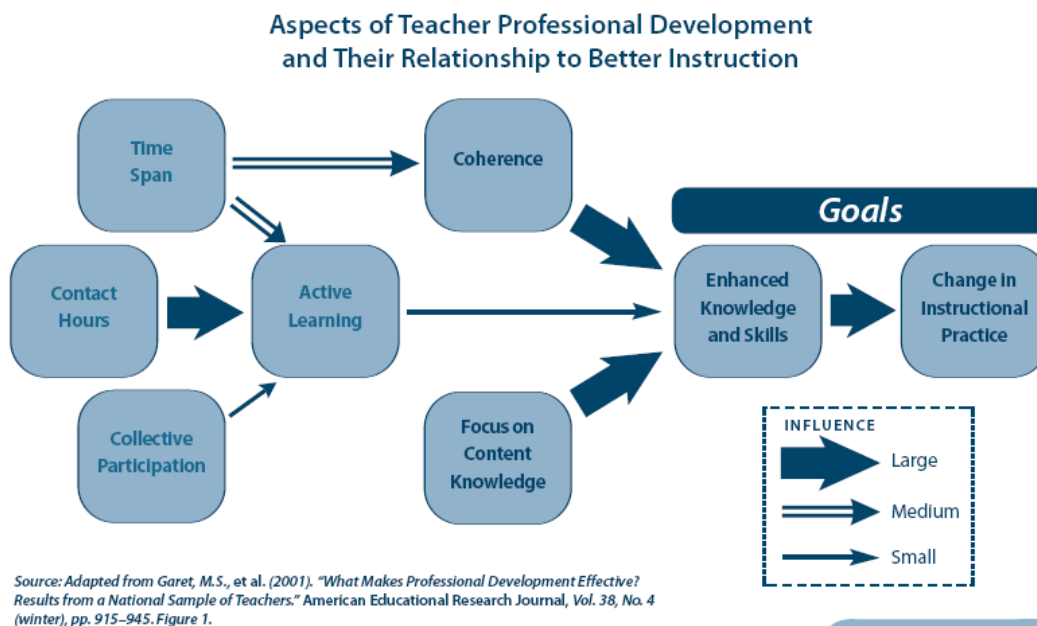
		A – F School Grading Progress (NOTE: Maintaining an “A” grade from one year to the next automatically places the principal in column #5)				
		-2 or more grades, or maintain F (1)	-1 grade, or maintain D (2)	Maintained grade of C or better (3)	+1 grade (4)	+2 or more grades (5)
Professional Practice & Responsibility	Ineffective (1)	I	I	M	M	M*
	Minimally Effective (2)	I	M	E	E	E
	Effective (3)	M	E	E	H	H
	Highly Effective (4)	M	E	H	H	X
	Exemplary (5)	M*	E	H	X	X

Key: I = Ineffective M = Minimally Effective E = Effective H = Highly Effective X = Exemplary
(Ratings in any of these cells marked with an * will trigger an automatic review.)

Section II: Professional Development

Overview

School based leaders and teachers provide the foundation for any successful school, and as such they are among the most important investments of time and funding that any school, district or state can make. Professional development is invaluable not only as an intervention for educational professionals struggling within the profession, but also as a tool for professional growth and continual improvement in classroom practice. However, not all professional development opportunities can demonstrate student improvement in the classroom. Variables differ in their eventual impact on an instructors' change in instructional practice, and therefore their influence on better instruction. (Garet, 2001).



For this reason, professional development should focus on the subject matter the teacher is teaching, align teachers' learning opportunities with their individual experiences, emphasize observing and analyzing students' understanding of subject matter, and be able to demonstrate its effects in the classroom on teachers' practices and student learning.

To this end, professional development will be an integral part of the evaluation process and fall into three broad categories: 1) systems training on the evaluation system, expectations and procedures, 2) professional learning targeted to state/district/school initiatives and priorities, 3) individualized, tailored, needs-based professional development.

Systems Training

The PED will annually provide training on the aligned evaluation/professional development system. Every administrator with evaluative responsibilities will complete a comprehensive training prior to evaluating teachers. All teachers should be provided training on the system upon entrance into the state's teaching corps.

State/District/Schoolwide Professional Development

Professional development targeted to state/district/school goals and initiatives will be developed with increased student achievement as the goal. Professional development must be based on research-based, proven strategies. As quickly as possible, a data-base should be established and maintained providing information on available quality professional development activities.

Individual Professional Development

Professional development will be student-centered, with design and implementation the shared responsibility of the administrator and the teacher. Administrators and district leaders will provide guidance and coaching to support the teacher in the completion of professional learning activities. All professional development will be informed by comprehensive data including, but not limited to, student achievement on standardized measures, results of informal assessments, observations, self-assessments, and surveys. All professional development will be designed and implemented with attention to the goal of increased student achievement, with clearly defined objectives, timelines, and expected outcomes clearly delineated at each level. Determination of success of the professional development must be partially determined by measurable increases in student achievement and professional reflection.

Progress on professional development will be monitored quarterly by both supervisor and instructor. The ultimate aim of professional development for both teachers and principals is to increase student learning by improving teacher and principal performance. Because 50% of a teacher's evaluation is based on student outcomes, teacher professional development will be driven by the goal of improved student learning at the classroom level; because 50% of a principal's evaluation is based on school grade, principal professional development will be driven by the goal of improved student learning at the building level. All the "other measures," including observations, that are used to evaluate teachers and principals will be incorporated into professional development plans to ensure alignment at all levels of the evaluation system.

Specifically, the workgroup makes the following recommendations:

Recommendation 1: Establishment of a Professional Development Committee by the PED to review research in the area of effective professional development and make recommendations on allowable,

research-driven, proven professional development opportunities to be chosen by the state, districts, and administration. The purpose of the standing committee is to ensure that professional development is designed to enhance student learning and continuously improve the quality of teaching and educational leadership in New Mexico schools.

Rationale: There has been an explosion of professional development opportunities currently available to schools and districts. The vast majority of these opportunities however have little or no data demonstrating enhancement of classroom performance. (Cohen & Hill, 2001). Rather these programs, many of them at a large cost to the school and district, have at best anecdotal evidence tying practice to classroom improvement. Additionally, administrators have little time to adequately research a professional development opportunity to determine its potential effectiveness in classroom instruction. A stringent review process at the state level, by the professional development committee would maintain an approved pool of providers and opportunities from which an administrator or district personnel could choose programs specific to the school/districts unique needs. The committee would develop procedures for identification and approval of professional development activities as well as identify specific professional skills and knowledge that are necessary for effective educators; both at the administrative and teaching level, and approve opportunities for the enhancement of these identified skills and knowledge.

Recommendation 2: Redirect current established state and federal professional development funds toward approved professional development.

Rationale: Currently a substantial investment of the states professional development is directed toward support of dossier and portfolio requirements for level III licensure. However, there is no evidence tying attainment of level II or level III licensure by teaching professionals to student improvement in the classroom. Additionally, there is limited evidence that number of years of experience teaching or degree level attained has any impact on student improvement in the classroom. There is evidence however that reform-oriented professional development has a positive relationship to classroom practice and student achievement. (SREB, 2009). State and federal dollars for professional development should be spent on the development of practices which demonstrate increases in student achievement. However, local districts may choose to incorporate the dossier process into professional development options, with the goal of incorporating best practices that are valuable to professional growth, such as reflection upon teaching practices, into professional development activities with proven positive impact in the classroom.

Recommendation 3: Professional Development approved by the Professional Development Committee must be implemented by districts and schools and individuals in a manner which has demonstrated positive student achievement impact.

Rationale: Research indicates a fairly narrow series of activities which have demonstrated a positive outcome in student performance. Specifically, effective delivery systems are those surrounding 1) higher-order thinking skills, 2) teaching different populations of students, and 3) hands on learning. Positive delivery systems included 1) conference and leading discussion, 2) summer institutes, 3) study group and receipt of classroom mentoring, and 4) classroom mentoring and development of assessments or review of student work. (Essential Information for Educational Policy, 2005). Of particular note is the specific effectiveness of frequent discussion of instruction with colleagues and principal with positive classroom achievement. Only activities and delivery stems which have demonstrated success in student performance should be approved.

Recommendation 4: Make STARS data available to individual schools, administrators, and teachers so that accurate data can be effectively utilized. Additionally, provide professional development on the use of data specific to the state, district, school, teacher, and student needs and goals.

Rationale: It can be argued that analysis of data is the single most powerful tool an instructor has in the support of student achievement. Examination of real time data allows for augmentation of classroom practice in and effort to intervene and support classroom achievement. Yet the vast majority of teachers do not have access to the very data that should drive their instruction. Often teachers can recite the performance of their school as a whole, but not their individual classrooms and students. Currently the State of New Mexico collects massive amounts of student data frequently throughout the school year. A system of analyzing this data, and making it available to individual teachers and administrators, would allow classroom practice to address issues throughout the school year, resulting in a more positive outcome at the end of the year. Access to this data for administrators would facilitate the development of a professional development plan with the instructor that would support this outcome and illuminate gaps in school curricula. If data drive performance and outcome, then the data should be available to the practitioner.

When the states data is drilled down to the district, school and teacher level, that data must then drive the professional development for the district, school, and individual. Research demonstrates that to be effective, professional development must be applicable to the individual classroom and teacher. Professional development must be precise, immediately applicable and unique to the given educational setting. Professional development that is general and not immediately germane to the current specific

instructional milieu is ineffective (Wenglinsky, 2002, and Blank & Alas, 2009). A professional development activity or program is more likely to be effective if it is: a) consistent with the teacher's school curriculum or learning goals for students and/or aligned with state or district standards for student learning or performance, b) congruent to the day-to-day operations of schools and teachers, and c) compatible with the instructional practices and knowledge needed for the teachers' specific assignments. Examination of teacher/student data will help identify the areas of need and therefore drive the professional development activity.

Recommendation 5: In an effort to ensure fidelity and continuity of programs, professional development programs should total no less than 49 hours in a specific area of need.

Rationale: Studies indicate that 49 hours or more of professional development is necessary for significant increase in student achievement. (REL Southwest, 2007). However, across New Mexico, districts vary widely in the number of professional development hours attained annually. This should be standardized across the state and aligned with the states standards and goals. Again, the four main areas of effective professional development are : 1) Focus on teacher behaviors applied generically across content, 2) Focus on teaching behaviors applied to specific content areas, 3) Focus on curriculum and pedagogy justified by how students learn, 4) Focus on how students learn and how to assess what they learn. Any less than 49 hours of professional development demonstrated diminishing returns on student performance gains.

Recommendation 6: Data should be collected quarterly to assure professional development techniques presented are implemented in the classroom. PED should keep records of individual teacher's professional development and professional intervention plan documentation.

Rationale: Record keeping and data collection by the PED would not only ensure that professional development is occurring in an efficient and approved manner, but it would also allow another layer of data to be utilized in analyzing student performance. The approved list for professional development activities should be a fluid one, with activities which do not translate into positive classroom performance being eliminated and new opportunities with proven performances added. Additionally, as professional development will be tied to annual performance evaluations of educational personnel, accurate record keeping by the PED is necessary. Professional development plans should include identification of area of growth as demonstrated by student performance, a timeline for achieving the improvement, the manner in which improvement will be assessed, predetermined benchmarks for measuring progress and differentiated activities and professional development to support the educator's improvement in those

areas. Professional development plans will be developed collaboratively between the teacher and the supervisor.

Recommendation 7: Statewide professional development should be implemented annually across the state and it should be “frontloaded” prior to the beginning of the school year.

Rationale: The PED should sponsor approved professional development at several locations around the state on the same day, differentiated according to content and professional position. This would allow for professional development opportunities to be delivered in a uniform manner. Additionally, it would allow educators from across the state to network and share best practices. However, it is important that this practice does not negatively impact classroom time. For this reason, statewide professional development should be offered outside of the school year, preferably prior to the beginning of school.

Recommendation 8: Principal professional development should align to teacher professional development. In conjunction with their direct supervisors, principals should be developing data-driven professional development plans that improve student outcomes for their building, increase their school grade, which accounts for 50% of their evaluation, and allow them to meet other measures of performance captured in the other 50% of their annual evaluation.

Rationale: The recognition that effective school reform rests in large part on sound principal professional development is well established (Peterson, 2001). In order to ensure all our systems are aligned, we expect our principals to be taking part in the same methods and amount of professional development in which teachers are taking part. The focus and rationale for principal professional development must be around an essential question concerning problems of practice, specifically to teaching and learning. As with teachers, the source of these essential questions to be addressed through professional development must be found in the data collected about students, school, district, and student achievement. As with teachers, professional development for principals must be on the approved list by the Professional Development Committee and shaped by the competencies of the principal evaluation system that constitute effective action by the principal in support of learning for all students. Professional development for principals should reflect the framework of the state, district and school professional development plan, and must include measureable outcome targets.

Section III: Recruitment and Retention

Overview

There are many issues to consider when addressing retention and recruitment, but most important to New Mexico business, community members, parents, students and educators is that of recruiting and retaining the best personnel from in and outside of New Mexico to provide the very best possible education for our students. Volumes have been written about the challenge of recruiting and retaining highly qualified teachers in general and, in particular, in special education and STEM fields. Shortages of qualified educators have long been a serious concern for school systems, especially in rural areas and in challenging/low-performing, high-need schools. As members of the New Mexico Effective Teaching Task Force, this workgroup has studied and reviewed literature that supports a strong evaluation system for teachers, retention and recruitment of teachers, and incentives for teachers within a strong evaluation system.

“Teacher retention is a persistent issue in school improvement. While it is true that some degree of teacher turnover in schools is both healthy and inevitable, the exodus of large numbers of teachers over time diminishes the overall capacity of a school to serve its students. In addition, it creates new problems related to recruiting and inducting new teachers. Statistics show that small schools, urban schools, and schools serving high-minority, high-poverty populations are particularly at risk of losing teachers (Marvel, Lyter, Peltola, Strizek, & Morton, 2007).

The workgroup makes the following recommendations:

Teachers

Recommendation 1: Create a diversified pay structure that is based on teacher effectiveness (outputs) as evidenced by student growth, observations, and other clear, multiple measures. As the New Mexico Teacher Evaluation System is refined, it is recommended that a task force is assembled to research incentive and compensation programs that have been implemented in recent years to determine the best practices within those programs that lead to improved student academic achievement and teacher retention and recruitment.

Rationale: Most recently, the National Center on Education and the Economy (NCEE), in its 2007 report on the skills of the American workforce, called for an overhaul of the education and training system and singled out the teacher compensation system as badly in need of reform, bluntly describing it as “designed to reward time in service, rather than to attract the best and brightest of our college students and reward the best of our teachers.”

A joint statement was issued in February 2011 by members of The American Association of School Administrators (AASA), The American Federation of Teachers (AFT), The National Education Association (NEA) and the National School Boards Association (NSBA). This statement was titled, “Guiding Principles for Teacher Incentive Compensation Plans”. In their recommendations for developing and implementing an incentive compensation plan, they include:

- “School boards, administrators and unions/associations should review various models of incentive compensation plans, including research about their effectiveness, before developing a plan at the local level;” and
- “The incentive compensation plan should be based on a multifactor approach (e.g. teacher evaluations, student performance growth, specific goals set by teachers and management, increased responsibilities, assessment of student learning) that is researched-based and improves student achievement.”

Recommendation 2: Create a system for incentive pay to teach in critical-shortage subject areas (i.e. math, science, special education classes, in rural areas and other hard to staff areas. This system could support incentives for teachers who work in Title I schools, as well as other at risk factors identified in each district’s area (i.e. math and science, urban, rural, etc).

Rationale: The quality of the teacher is the most important school-related factor in improving student learning. Although research is still limited on the impact of an incentive system, it is logical to assume that financial incentives will attract the best and brightest individuals to enter the classroom in critical need areas and in challenging schools. Specifically, we believe it will expand the pool of those attracted to the teaching profession.

States typically update critical-shortage subject areas each year, depending on staffing levels. Often hiring math and science teachers, as well as special education teachers, can be difficult. School districts also find difficulty in hiring adequate staff to teach primarily at-risk or disadvantaged students. Offering incentives in this area could attract a higher percentage of high quality teachers.

Recommendation 3: Provide academic scholarships in New Mexico for those going into education, including high-quality, alternative programs for mid-career recruits in exchange for teaching for at least four years in a high-need field or location.

Rationale: We know that good teachers make a difference in every American classroom. Studies show that for too long, our retention and recruitment has been oriented in the wrong direction with regards to this teacher quality shortage (Weisberg, et. al., 2007). Our inability to support high-quality teaching in

many of our schools is driven not necessarily by too few teachers coming in, but by too many going out, that is, by a staggering teacher turnover and attrition rate.

Recommendation 4: Develop a program that offers an opportunity for an adjunct license for part time teaching.

Rationale: Various states offer this type of license to increase a district's flexibility to staff certain subjects that are frequently hard to staff or may not have high enough enrollment to necessitate a full-time position. Most states require verification of content knowledge and current employment in the field which the candidate will teach. For example, Tennessee offers a one year adjunct license to candidates who hold at least a bachelor's degree and have verified knowledge of their teaching content area. Candidates are also required to complete a pre-service preparation program approved by the state. Arkansas allows adjuncts to teach up to two class periods a day in grades 7 – 12. Professional Teaching Permit candidates must have a bachelor's degree with a minimum of three years relevant work experience, and be currently employed in the content field related to their intended teaching assignments. In addition, applicants must pass a subject matter test.

Recommendation 5: Provide advancement and leadership opportunities for teachers. Utilize the expertise of Level 3 teachers, or proven "master" teachers, to provide greater leadership capacity throughout schools, districts and in the state.

Rationale: Research suggests that the greater the participation in decision making, the greater the job satisfaction of teachers (Ingersol, 2003). Such empowerment has been shown to be a key influence on whether teachers remain in school. Opportunities must be provided so that teachers do not feel that the only way to advance is to leave teaching and advance to administration. This recommendation involves utilizing Level III teachers in greater leadership capacities in the school, district, and state. Teacher's work in this area should also be a part of the evaluation process.

Recommendation 6: Adequately fund school budgets to give teachers time to plan and collaborate with their colleagues. Recent budget cuts have taken away opportunities for teachers to have this needed time for staff development, reflection and collaboration. In a push for more time in the classroom for students, budget shortfalls have resulted in less teacher planning time to ensure that the time students do spend in the classroom is productive. Going forward, it is critical that there is accountability for the dollars allocated and that their use is transparent to taxpayers.

Rationale: Teachers at all grade levels typically have less than an hour a day of designated planning time to prepare for multiple teaching periods. Elementary teachers have even less. The majority of teachers

surveyed in South Carolina report spending more than five hours per week outside the school day on school-related activities such as grading and parent conferences (Hirsch, 2005). Johnson (2006) writes that the lack of time to plan, teach, and assess not only creates stressful work conditions, it diminishes the quality of instruction.

By altering schedules, schools are finding creative ways to provide more instructional time for students and non-instructional time for teachers to plan and collaborate with their peers. Practices that ensure productive and focused use of this time should also be implemented.

Principal

Current research has highlighted the fact that the quality of school leaders has a significant impact on student achievement (Williams, et. al., 2010). Indeed, educational leadership is a critical component of student performance. Yet, currently the nation and New Mexico are experiencing a shortage of principal and superintendent candidates who are willing and able to take on the daily demands of the job. The following facts tell the story:

- Half of all district superintendents are 50 years old or older.
- Few leadership candidates are female and/or minority.
- The average time to fill a superintendent's job (~15 hours/day) has doubled in the last 10 years.
- The average tenure of big-city superintendents is less than three years, and for superintendents in rural districts, the tenure is even shorter.

Results of the recent study by Fuller and Young suggest:

- Elementary schools have the longest principal tenure and greatest retention rates;
- Less than 30 percent of newly hired high school principals stay at the same school at least five years;
- Principal retention rates are strongly influenced by the level of student achievement during the principal's first year of employment, with the lowest achieving schools having the highest principal turnover;
- The percentage of economically disadvantaged students in a school is a major determinant in how long a newly hired principal will stay, with principals in high-poverty schools having shorter tenure and lower retention rates;
- More than 20 percent of newly hired secondary school principals in the lowest achieving schools or highest-poverty schools leave after only one year on the job;
- Principal retention is somewhat higher in suburban school districts where most students are white and not economically disadvantaged; and
- Principals' age, race and gender appear to play only a small role in principal retention.

Today's principals must be able to manage the school culture so that staff, students, and parents feel supported and so the culture of the school is focused on teaching and learning. The challenge for the school leader today is highlighted by unparalleled complexity, as well as the demands of accountability.

The need for dynamic leaders in the school could not be greater. The way that principals are trained, recruited, retained and developed must be addressed. Research shows that an effective teacher in the classroom correlates to effective and supportive school leadership. (Williams, et. al., 2010).

Recommendation 1: Provide state-generated principal support groups to provide training in the state’s teacher evaluation methods, priority school requirements, and uniform interventions. New Mexico needs uniform and transparent processes implemented with fidelity. In addition, like principal groups should be allowed to share challenges, solutions, questions and concerns. Having state facilitated geographical/like groups should lead to the retention of educational leaders in New Mexico, as well as promote the implementation of best practices in classrooms across the state. Groups such as the New Mexico School Leadership Institute, which has experience facilitating such leadership support groups, could provide a model.

Rationale: In *Assessing the Effectiveness of School Leaders: New Directions and New Processes - The Wallace Perspective*, the authors state that “leading the learning work of schools for the future requires whole new sets of skills and attributes that imply continuous learning. A continuously learning organization, while not a new idea, is one that has increasing importance if our schools are to serve all students well to a high standard. In the end, it is about the core outcomes for schools – for learning, learning improvement, and educational opportunity.” Simply stated, it stands to reason that everyone, from the preschool student through the teacher to the principal (and on to the district) is a learner – and learning requires feedback and collaboration.

Additionally, if students are to achieve to high standards in New Mexico, the principal is one of the key players in implementing any of the programs initiatives recommended in this report. Principals must be supported, given a clear understanding of all process and allowed to collaborate in order to assure the retention of effective principals who can support and help retain effective teachers in the classroom.

Recommendation 2: Beware of increasing paperwork and administrative burden for administrators. Be sure accountability processes are aligned within the state department, districts offices, and schools.

Rationale: At present many of the reports or required for accountability are similar in many respects, but different enough to require hours of repetitive work. EPSS Peer Review documentation and accountability do not match the EPSS plan requirements. Schools are part of various other reviews such as North Central Accreditation (Advanc-ED), Blue Ribbon Schools, HSTW Technical Assistance Visits, and the like. These often duplicative requirements need to be streamlined in order to create an aligned,

comprehensive program for accountability that will support principals in achieving the goals of accountability reporting.

Recommendation 3: Develop and implement research based recommendations for ways that central office administration, starting with the superintendent, can support principals in their instructional leadership roles.

Rationale: Principals cite difficulties turning student achievement around without the strong support of the superintendent, human resources, and other central office personnel. Research shows that successful school turnaround depends on effective leadership at every level in the educational community.

Recommendation 4: Examine principal pay scales and remove disincentives to advancement for qualified school leaders moving from the classroom to the principal’s office.

Rationale: In some instances, teachers moving to assistant principal and principal positions face significant pay cuts. Incentivizing strong leadership in schools will allow for a more robust principal pipeline. Further, considerations need to be made in terms of allowing for higher salaries for principals that serve low-performing schools, as well as hard to staff schools.

<u>SUMMARY OF TEACHER RECOMMENDATIONS</u>
1. Create a diversified pay structure that is based on teacher effectiveness (outputs) as evidenced by student growth, observations, and other clear, measurable standards.
2. Create a system for incentive pay to teach in critical-shortage subject areas or at schools that serve disadvantaged children (i.e. special education, children in low economic areas).
3. Provide academic scholarships in New Mexico for those going into education, including high-quality alternative programs for mid-career recruits in exchange for teaching for at least four years in a high-need field or location.
4. Develop a program that provides an opportunity for an adjunct license for part time teaching.
5. Provide advancement and leadership opportunities for teachers. Utilize three tiered licensed teachers expertise by providing greater leadership capacity throughout schools, districts and in the state.
6. Provide legislation that will give teachers time to plan and collaborate. Recent legislation has taken away opportunities for teachers to have this needed time for staff development, reflection and collaboration. In a push for more time in the classroom for students, there has been a decrease in teacher planning time ensure that the time students spend in the classroom is productive.

7. Provide strong administrative leadership in schools to support student academic success.

SUMMARY OF PRINCIPAL RECOMMENDATIONS

1. Provide state generated principal support groups by geographical/like groups to provide training in the state's teacher evaluation methods, priority school requirements, and uniform development of EPSS plans. New Mexico processes need to be uniform, transparent and implemented with fidelity. In addition, like principal groups should be allowed to share challenges, solutions, questions and concerns

2. Beware of increasing paperwork and administrative burden for administrators. Be sure accountability processes are aligned within the state department, districts office and schools.

3. Develop and implement research based recommendations for ways that central office administration, starting with the superintendent, can support principals in their instructional leadership roles.

4. Examine principal pay scales and remove disincentives to advancement for qualified school leaders moving from the classroom to the principal's office.

Section IV: Compensation and Advancement

Overview

New Mexico has a modified pay for performance system for teachers and educational leaders; however, sufficient evidence of improved student achievement indicated by multiple measures is not reflected in the licensure process and teacher evaluations that differentiate who gets to move up a tier and earn an additional \$10 thousand. The 3-tiered licensure system, the annual evaluation process, and the required professional development plan (PDP) should be modified to include assessments of effective teaching tied to student academic growth in order to inform compensation decisions and advancement through the system. The Task Force also recognizes the importance of a streamlined system that avoids duplication and unnecessary paperwork. Key levers to raising student achievement include annual teacher evaluation and aligned professional development. As Russ Whitehurst from The Brookings Institute stated, we “need to balance what’s fair and equitable to teachers with what’s fair and equitable to students.”

At present New Mexico looks to teacher qualifications (education and experience) as the measure of the quality of teaching that occurs. Further, according to federal definitions under the Elementary and Secondary Education Act, 99.4 percent of New Mexico teachers are rated as highly qualified. However, only 53 percent of third graders are reading on or above grade level. It is important to make the distinction that the federal “highly qualified” status is an input that describes the coursework and certifications that a teacher has. It is not a measure of outcomes or teacher effectiveness.

According to the Legislative Finance Committee’s (LFC) FY12 Volume 1, “now that almost all New Mexico teachers are meeting the federal ‘highly qualified’ standard, policy considerations are turning to the issues of teacher effectiveness and whether teachers are providing instruction that will lead to high levels of student achievement.” The Task Force supports the LFC recommendation that annual teacher and principal evaluation systems and the licensure system be strengthened to require the use of student academic growth as a factor in determining overall teacher and principal effectiveness.

Recommendation 1: Require annual evaluations and professional development plans which are in alignment with the licensure system.

Rationale: Annual teacher evaluations should be tied to student achievement, including student achievement data, observations, and multiple measures. Annual teacher evaluations should also assess whether the teacher has a meaningful and relevant professional development plan that focuses on measuring student learning, which also decreases subjectivity in this process. The professional

development plan should be expanded to include evaluation of effectiveness tied to student achievement data.

Recommendation 2: Incorporate teacher effectiveness into the licensure process.

Rationale: Teacher licensure and advancement through the licensure system should be based on teacher effectiveness (outputs) as evidenced by student growth, observations, and other clear, measurable standards. Licensure decisions should be directly tied to student growth as it is less subjective than current practices. Should the dossier continue to be utilized, each dossier submission should require the inclusion of several years of cohort student achievement data as a component of teacher effectiveness.

Recommendation 3: Restructure the current 3-tier salaries/shift funding to results tied to annual evaluations and professional development plans.

Rationale: Advancement through the 3-tiered licensure system can currently happen very quickly, with large salary increases twice. Eligibility for salary increases are not contingent on showing effective teaching skills but rather a showing that the requisite number of years of service, educational attainment, and competencies have been met. Educators who advance through the system in the shortest period of time receive a 67 percent increase in base compensation in their 7th year of licensure. Movement from level 1 to level 2, which must happen between the third and fifth year of level 1 licensure, results in a 33 percent increase and movement from level 2 to level 3 results in a 25 percent increase. Once an educator obtains a level 3 licensure compensation increases are dependent on district priorities and resources. The costly tier increases limit the opportunity to reward effective teachers recognized in annual evaluations.

Statutory salary levels should be adjusted to raise the minimum salary for entry level teachers based of effectiveness. Incremental increases for achievement of advanced licensure should be scaled back to decrease the large differentials in increases that currently exist, but advancement opportunities should occur more frequently. This would free up resources to allocate to a performance-based compensation system.

Recommendation 4: Provide incentives to effective teachers and remove ineffective teachers from the classroom. Additionally, the Task Force recommends providing statutory due process rights to teachers after attaining level 2 licensure and has received effective evaluations.

Rationale: Currently, after three years of service teachers are granted statutory due process rights (commonly referred to as tenure). Statute also allows a teacher to be eligible for three year contracts after three consecutive years of service with the same district. Otherwise, teachers are only eligible for one

year contracts. The current requirement of three years minimum teaching at level I should be relaxed to allow exemplary teachers, including those on an intern license, to advance any time after a one year mentorship with a highly effective or exemplary evaluation rating. Due process rights should be tied to licensure rather than years of service in a district, and with effective evaluations, as noted in section 1 of this document, should be portable throughout New Mexico. Three year teaching contracts should only be available to those teachers earning an exemplary rating during the preceding three years. Any teacher who receives an effectiveness rating of ineffective or minimally effective shall only be able to enter into single year contracts until that time at which the teacher can receive a highly effective or exemplary effectiveness rating for three consecutive years. If, during the term of a three year contract, a teacher receives an ineffective rating, the teacher's subsequent contracts shall be for one year, until such time as the teacher receives a highly effective or exemplary effectiveness rating for three years.

In addition to advancement opportunities, a system should be implemented to identify ineffective teachers, establish meaningful and relevant targeted professional development opportunities, and ultimately remove ineffective teachers from the classroom. Teachers identified as ineffective based on their professional development plan and the annual evaluation should be supported with meaningful professional development opportunities in the subsequent school year. School districts and charter schools should provide additional targeted professional development for teachers earning ineffective ratings that are tied to review of the professional development plan and the annual evaluation. Some examples of how interventions and removal could occur are as follows. The first year a teacher earns the lowest effectiveness rating, the teacher should receive targeted profession development. If the teacher fails to show advancement in effectiveness level for a second year, the teacher shall be placed on a professional growth plan. Failure to improve after the second year, assuming the teacher has received targeted professional development and a meaningful professional growth and improvement plan will constitute just cause for termination.

Recommendation 5: Align the training and experience with the 3-tiered licensure system.

Rationale: The training and experience (T&E) Index in the public school funding formula is currently not aligned with the goal of hiring effective teachers. The T&E Index incentivizes hiring teachers who have more years of service and have attained higher levels of education. The T&E Index should be better aligned with the 3-tiered licensure system.

The 2006 funding formula study conducted by American Institutes for Research (*An Independent Comprehensive Study of the New Mexico Public School Funding Formula*) recommended that the state adopt an Index of Staff Qualifications (ISQ) to replace the T&E Index to account for the costs associated

with training, experience and the 3-tiered licensure system. The proposed ISQ is structured to reflect the 3-tiered licensure system and calibrated to reflect the average values of experience and educational qualifications of instructional staff employed in New Mexico. The ISQ reflects both the minimum compensation levels associated with each of the three tiers and the marginal values of additional years of experience and different degree levels for professional staff. If licensure decisions are based on annual evaluations and PDPs that measure teacher effectiveness, and the T&E Index is aligned with the licensure system, this results in financial incentives for districts that hire and support effective teachers.

Recommendation 6: Require annual principal evaluations.

Rationale: Linda Paul of the New Mexico School Leadership Institute warns that “the number one cause of teacher dissatisfaction is poor leadership.” It is equally as important to create a meaningful evaluation system for principals and school building leaders. “Principal effectiveness drives teacher effectiveness,” said Ivy Alford of the Southern Regional Education Board (SREB). Annual evaluations and professional development plans should be similar to teacher evaluations and professional development plan requirements, including a student achievement component. Evaluations of effectiveness tied to student growth should serve as the basis for compensation decisions and advancement through the licensure system.

Classroom evaluations by trained observers are at the top of the list in terms of effective evaluation systems, according to Russ Whitehurst of the Brookings Institute. A quality principal evaluation system should identify principals who are conducting meaningful and effective evaluations of teachers. Russ Whitehurst of Brookings indicated that there is good evidence that principals do a good job of evaluating teachers among buildings. He also indicated that principals are the second most influential factor in a child’s education. Requiring a principal evaluation system that identifies effective principals may be a cost effective way of identifying quality teachers.

However, in order for principals to be effective evaluators, they must be properly trained as well as have a strong standardized evaluation system in place. Ivy Alford of SREB notes that “principals are very nervous about giving feedback” if there is not a strong evaluation system in place.

Recommendation 7: Evaluate the current 3-tier licensure system and dossier to minimize administrative costs and determine effectiveness. This should be completed by PED within 3 months.

Rationale: There are concerns and risks of program duplication and increased administrative costs as an enhanced annual teacher evaluation system is developed. Annual evaluations may provide more timely data relevant to teacher advancement and professional development compared to the 3-tier licensure

System which may recognize effective performance only twice in a career. Additionally, the dossier process does not have data to support its consistent and effective implementation. As New Mexico transitions to a new teacher and school leader evaluation system, it is critical to ensure that existing systems are effectively evaluated to determine their efficacy and alignment to any new system(s).

Recommendation 8: Delay implementation of performance based compensation system until the 2013-2014 school year.

Rationale: A robust compensation system is needed to reward effective teachers. However, implementation of such a system should be delayed until the 2013-2014 school year. Delaying implementation will allow districts and charter schools to familiarize themselves with the new evaluation system and address any issues that arise in the first year without being tied to high stakes decisions. In the second year, a performance based compensation system that awards the most effective teachers should be implemented. Effectiveness should be directly tied to the professional development plan and the annual evaluation. Higher bonuses could be available for teachers with high poverty classes, or teachers teaching in hard to staff areas.

Many of the presentations indicated rushing to implement a system is ill-advised. Presenters encouraged New Mexico to engage in a well thought-out process that identified required components unique to New Mexico. It is very “difficult to calibrate such a powerful tool so that it works in practice as intended,” reports Susan Headden in her Education Sector Report: Inside IMPACT (D.C.’s evaluation model).

Section V: Next Steps

Overview

Over the course of the summer, there were multiple discussions that the Task Force undertook related to areas that directly impact teacher and school leader evaluation, but were not within the direct scope of the Executive Order. As such, the Task Force has outlined several areas that warrant potential further exploration and review.

Pre-Service Training/Alternative Preparation/Teacher Recruitment

- Study issues of pre-service teacher/administrator programs and adequacy of training prior to entering the classroom/school building must be studied.
- Develop programs to recruit of top high school students into education programs in NM colleges and universities must be discussed and addressed.
- Develop higher standards for entering into teacher education programs must be examined.
- Develop assessment standards for exiting pre-service teaching candidates must be evaluated.

Transition from 3-Tiers

- Establish existing tiers into the new framework.
- Create a process that will base advancement on effectiveness and preparedness for instruction of students.

Superintendent Evaluation

- Consider evaluation based on student achievement.
- Consider the school board role.
- Allow for multiple measures.

Effective School Leaders Academy

- Establish a statewide academy for training and developing effective school leaders that correlates to the expectations of an Instructional Leader.
- Establish systemic and structured observation criteria for statewide use.

Technical Advisory Committee

- Convene State and National experts in all areas of data, research, and statistical information (a New Mexico technical assistance committee).
- Focus on implementation and analysis of effectiveness of all initiatives.
- Provide continuing advisory to PED, LESC, and LFC regarding effectiveness of initiatives and evolution of entire process.

Licensure Renewal

- Effectiveness, as measured by student growth, must be 50%.
- Determine appropriate duration of licenses.
- Revise fee structure for initial/continuing licensure.

Dossier Process

- Review overall effectiveness of process and impact on student outcomes (within the next three months).
- Review validity in recruitment and retention.
- Make as an optional tool, as determined by districts. Possible mandatory tool for PDP improvement.

PED Implementation of PD for Effective Teacher/School Leader Evaluation

- Introduce a menu of approved PD for individual districts.
- Create statewide and regional trainings for districts.

Continue to Address Other Key Elements of Comprehensive Public School Reform

- Increased time on task.
- Improved school readiness.
- Enhanced leadership training.
- Curriculum alignment.
- Timely availability of student performance data.

Appendix A: Meeting Dates and Topics

Meetings and Presentations

June 1

- Coordinating meeting of Task Force.

June 14

- Teacher Evaluation in New Mexico: Current Requirements and Practices, Matt Montañó, New Mexico Public Education Department
- Using Value Added Models to Monitor Teacher Effects, Pete Goldschmidt, PhD, formerly of the UCLA CRESST center

June 21

- Professional Development Plans and Evaluation in NM, V. Sue Cleveland, Ed. D. and Sue Passell, Ed. D., Rio Ranch Public Schools
- Evaluating Teachers in non-tested subjects and grades, Russ Whitehurst, PhD, Brookings Institute

June 30

- How to Best Measure the Effectiveness of Teachers and School Leaders Based on Specific Parameters, Ivy Alford, Southern Regional Education Board

July 12

- Measures of Effectiveness, Linda M. Paul, Ed. D., New Mexico School Leadership Institute
- Training & Experience Index, R.L. Richards, Texico Municipal Schools.

July 19

- Teacher Quality: Building Capacity with Meaningful and Relevant Professional Development Plans, Julie A. Radoslovich and Shelly Roberts, South Valley Academy

July 27

- Advancing Teacher Quality, Sandy Jacobs, National Council on Teacher Quality

August 2

- Pre-Service Training and Teacher Quality, Richard Howell, PhD, Dean of Education, University of New Mexico

August 3

- Teacher Evaluation in New Mexico: From the Perspective of Recipients of the Golden Apple Awards for Excellence in Teaching, Celia Merrill, Executive Director

August 13

- Preparation of final recommendations.

Appendix B: Works Cited and Works Reviewed

Works Cited and Works Reviewed

American Institute for Research. (2006). *An independent comprehensive study of the New Mexico public school funding formula*. Retrieved from <http://www.nmschoolfunding.org/>.

Bill and Melinda Gates Foundation. (2010). *Learning about teaching. Initial findings from the measures of effective teaching project*. Retrieved from <http://www.metproject.org/>.

Blank, R.K., & Alas, N. (2009). *Teacher professional development gains in student achievement: How meta analysis provides evidence useful to education leaders*. Retrieved from http://www.ccsso.org/Documents/2009/Effects_of_Teacher_Professional_2009.pdf.

Center for Teaching Quality. *Teacher working conditions toolkit*. Retrieved from <http://www.teacherworkingconditions.org/>

Coggshall, J. G. (2006). *Prospects for the profession: Public opinion research on teachers*. Washington, DC: National Comprehensive Center for Teacher Quality.

Cohen, D.K., & Hill, H.C. (2001) *Learning policy: When state education reform works*. New Haven, CT: Yale University Press.

Essential Information for Educational Policy. (2005). *Teaching teachers: Professional development to improve student achievement*.

Garet, M.S., Porter, A.C., Desimone, L., Birman, B., & Yoon K.S. (2001). *What makes professional development effective? Results from a national sample of teachers*. American Educational Research Journal, Vol. 38, No. 4, pp. 915-945.

Glazerman, S., D. Goldhaber, S. Loeb, S. Raudenbush, D.O. Staiger, G.J. Whitehurst. (2011). *Passing muster: Teacher evaluation systems*. Washington, DC: The Brookings Institute. Retrieved from <http://www.brookings.edu/brown.aspx>

Goldschmidt, P., P. Roschewski, K. Choi, W. Auty, S. Hebbler, R. Blank, A. Williams (2005). *Policymakers guide to growth models for school accountability: How do accountability models differ?* Washington, DC: The Council of Chief State School Officers.

Hanushek, E. (2011). *Valuing teachers*. Cambridge, MA: Education Next. Retrieved from <http://educationnext.org/valuing-teachers/>.

Herman, J. L., Hertiage, M., & Goldschmidt, P. (2011). *Developing and selecting assessments for student growth for use in teacher evaluation systems*. Los Angeles, CA: University of California, National Center for Research on Evaluation, Standards, and Student Testing (CRESST).

Hetin, L. (2010). *Report six: Six steps for upgrading teacher evaluation systems*. Retrieved from <http://www.edweek.org>.

- Hirsch, E. (2005). *Listening to the experts: A report on the 2004 South Carolina teacher working conditions survey*. Chapel Hill, NC: Southeast Center for Teaching Quality. Retrieved from http://www.teachingquality.org/pdfs/TWC_SCFinalReport.pdf
- Hirsch, E., & Emerick, S., Church, K., & Fuller, E. (2006). *Arizona teacher working conditions: Designing schools for educator and student success. Results of the 2006 phase-in teacher working conditions survey*. Hillsborough, NC: Center for Teaching Quality. Retrieved from <http://www.teachingquality.org/pdfs/twcaz2006.pdf>
- Hirsch, E., Emerick, S., Church, K., & Fuller, E. (2007). *Teacher working conditions are student learning conditions: A report on the 2006 North Carolina teacher working conditions survey*. Hillsborough, NC: Center for Teaching Quality. Retrieved from <http://www.teachingquality.org/pdfs/twnc2006.pdf>
- Ingersoll, Richard. (2003). *Who control's teachers' work? Power and accountability in America's schools*. Cambridge, MA: Harvard University Press.
- Johnson, S. M. (2006). *The workplace matters: Teacher quality, retention, and effectiveness*. Washington, DC: National Education Association. Retrieved from <http://www.nea.org/research/bestpractices/images/wcreport.pdf>
- Public Education Department. (2009). *Report # 09-08: The three-tiered licensure system and the achievement gap*.
- Marvel, J., Lyter, D. M., Peltola, P., Strizek, G. A., & Morton, B. A. (2007). *Teacher attrition and mobility: Results from the 2004–05 teacher follow-up survey*. U.S. Department of Education, National Center for Education Statistics. Washington, DC: U.S. Government Printing Office. Retrieved from <http://nces.ed.gov/pubs2007/2007307.pdf>
- National Council on Teacher Quality. (2010). *Blueprint for change: National summary*. Retrieved from http://www.nctq.org/stpy09/updates/docs/stpy_national.pdf.
- Peterson, K. (2001). *The professional development of principals: Innovations and opportunities*. Paper Commissioned for the National Commission for the Advancement of Educational Leadership Preparation.
- Sanders, W & Rivers, J. (1996). *Cumulative and residual effects of teachers on future student achievement*. Knoxville, TN: University of Tennessee Value-Added Research and Assessment Center. Retrieved from http://www.cgp.upenn.edu/pdf/Sanders_Rivers-TVASS_teacher%20effects.pdf.
- Rivkin, S., Hanushek, E.A., & Kain, J.F. (2005). *Teachers, schools and academic achievement*. *Econometrica* 73(2): 417-458.
- Southern Regional Education Board. (2009). *Building the capacity of school leaders and teachers to implement reform at all levels*. Retrieved from http://www.sreb.org/cgi-bin/MySQLdb?VIEW=/public/view_home.txt.
- Southern Regional Education Board. (2010). *The three essentials: Improving school requires district vision, district and state support, and principal leadership*. Retrieved from <http://www.sreb.org>.
- Sterbinsky, A. and Ross, S. (2003). *School observation measure reliability study*. Memphis, TN: Center for Research in Education Policy. Retrieved from <http://www.eric.ed.gov/PDFS/ED500024.pdf>.

Weisberg, D, Sexton, S, Mulhern, J, & Keeling, D. (2007). *The widget effect: Our national failure to acknowledge and act on differences in student achievement*. New York: The New Teacher Project. Retrieved from <http://widgeteffect.org/>.

Wenglinsky, H. (2002). *How schools matter: The link between teacher classroom practices and student academic performance*.

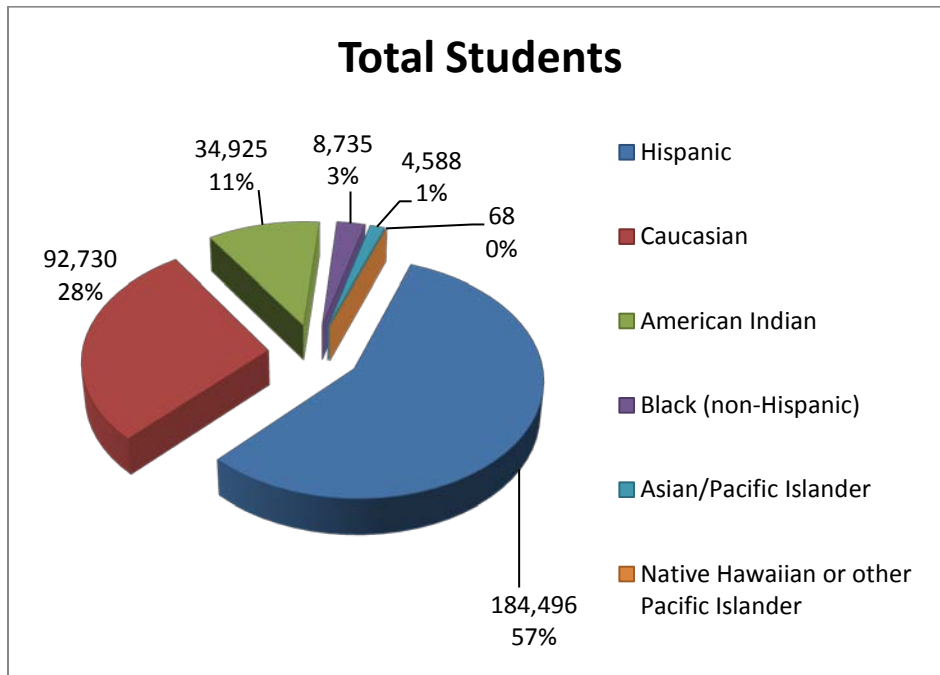
Williams, Rosin, et. al. (2010). *Gaining ground in the middle grades*. Edsource. Retrieved from <http://www.edsource.org/middle-grades-study.html>.

Yoon, K. S., Duncan, T., Lee, S. W.-Y., Scarloss, B., & Shapley, K. (2007). *Reviewing the evidence on how teacher professional development affects student achievement* (Issues & Answers Report, REL 2007–No. 033). Washington, DC: U.S. Department of Education, Institute of Education Sciences, National Center for Education Evaluation and Regional Assistance, Regional Educational Laboratory Southwest. Retrieved from <http://ies.ed.gov/ncee/edlabs>.

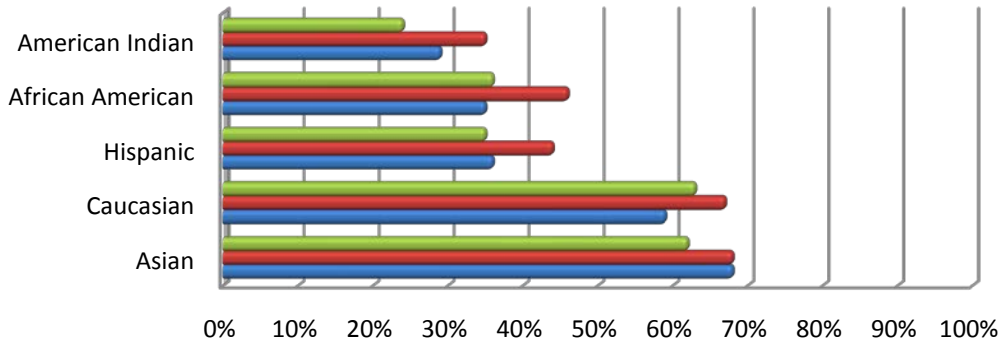
Appendix C: Fast Facts – Current NM System

New Mexico's Student Demographics (09-10)

- Total Students - 325,542

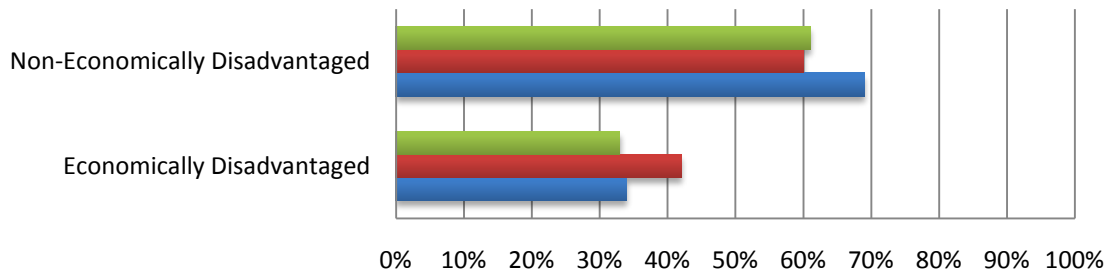


Proficiency Rates by Ethnicity 2010-2011



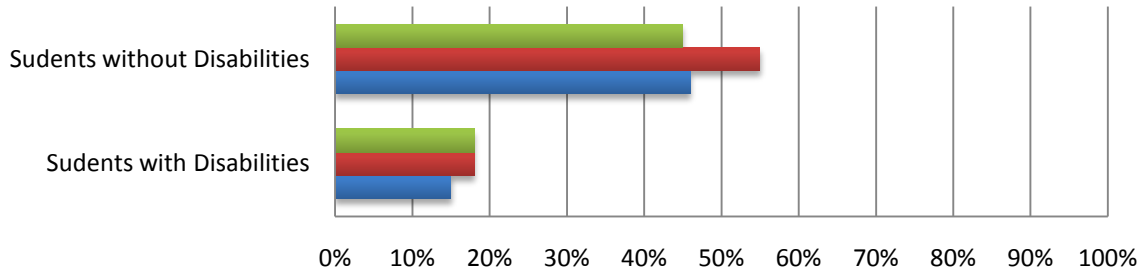
	Asian	Caucasian	Hispanic	African American	American Indian
■ Science	62%	63%	35%	36%	24%
■ Reading	68%	67%	44%	46%	35%
■ Math	68%	59%	36%	35%	29%

Proficiency Rates by Socio-Economic Status 2010-2011



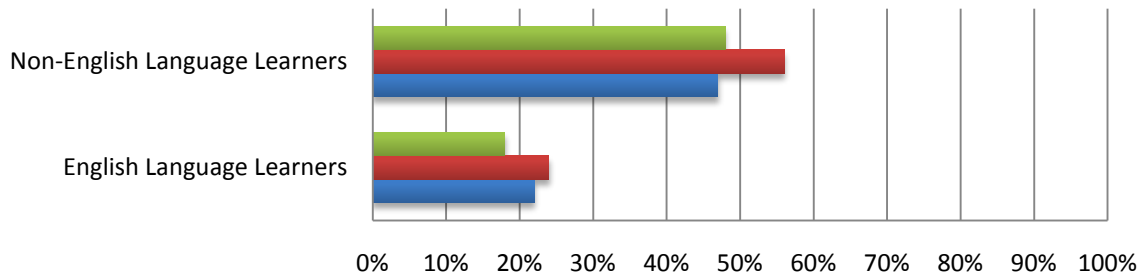
	Economically Disadvantaged	Non-Economically Disadvantaged
■ Science	33%	61%
■ Reading	42%	60%
■ Math	34%	69%

Proficiency Rates for Students with Disabilities 2010-2011



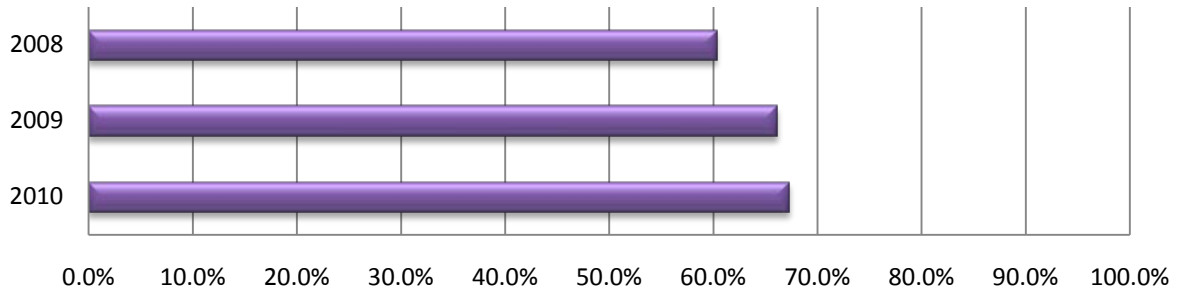
	Students with Disabilities	Students without Disabilities
■ Science	18%	45%
■ Reading	18%	55%
■ Math	15%	46%

Proficiency Rates for English Language Learners 2010-2011



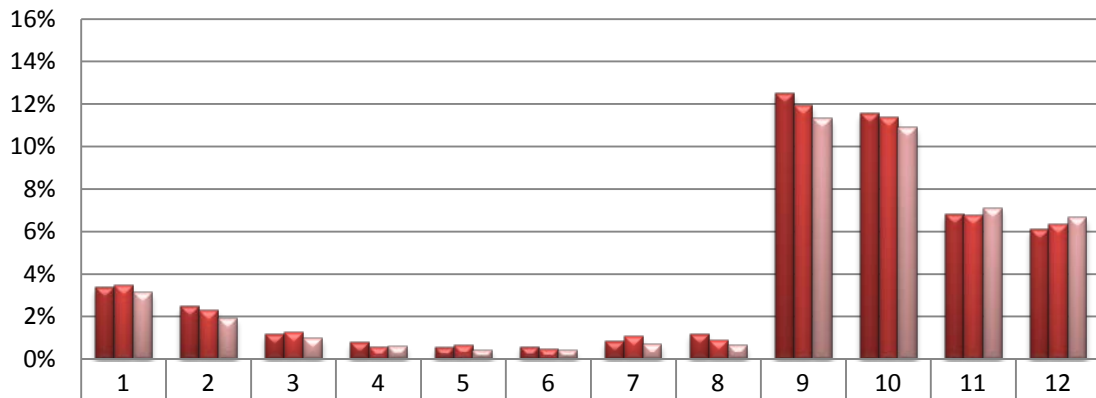
	English Language Learners	Non-English Language Learners
■ Science	18%	48%
■ Reading	24%	56%
■ Math	22%	47%

Statewide Graduation Rates



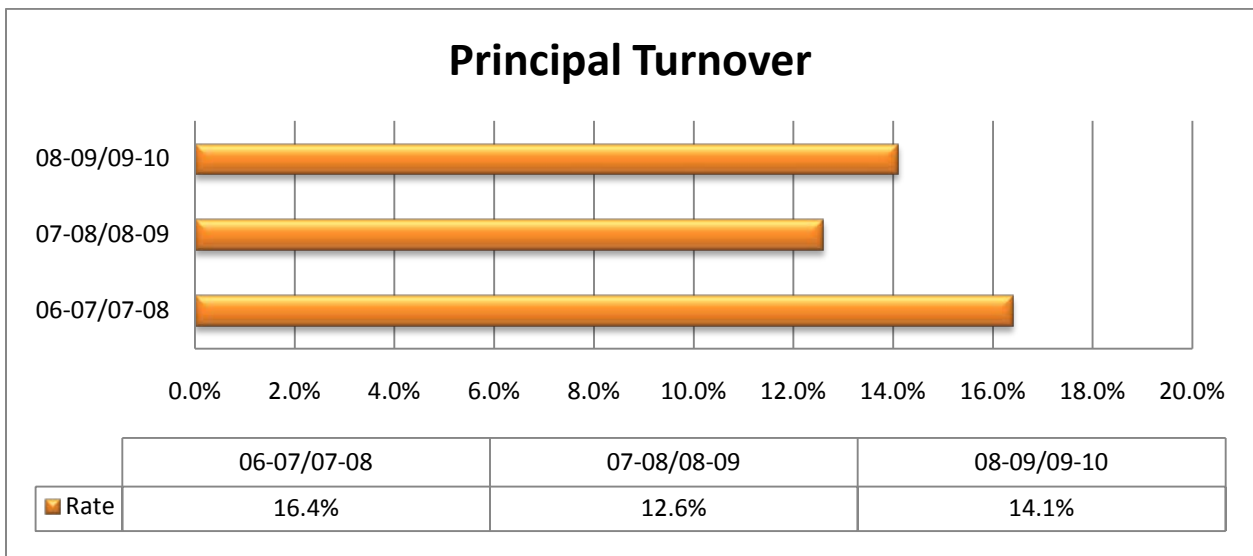
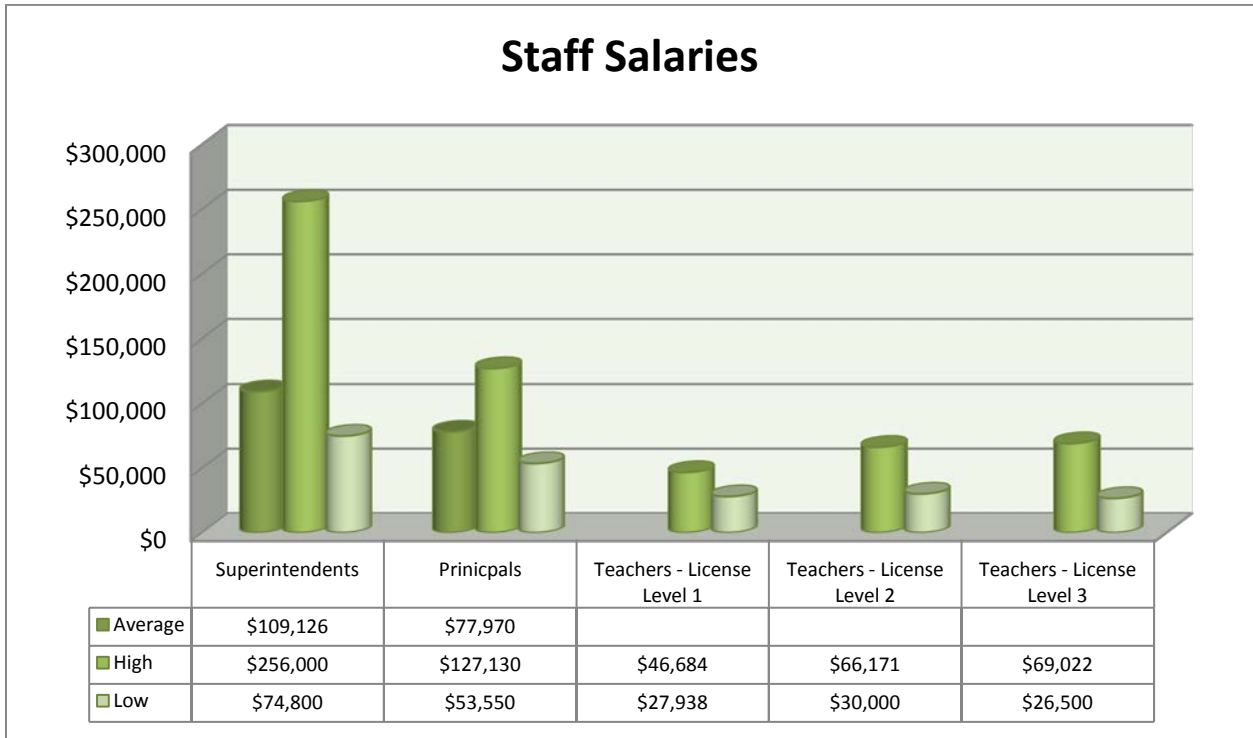
	2010	2009	2008
■ Rates	67.3%	66.1%	60.3%

Students Retained by Grades

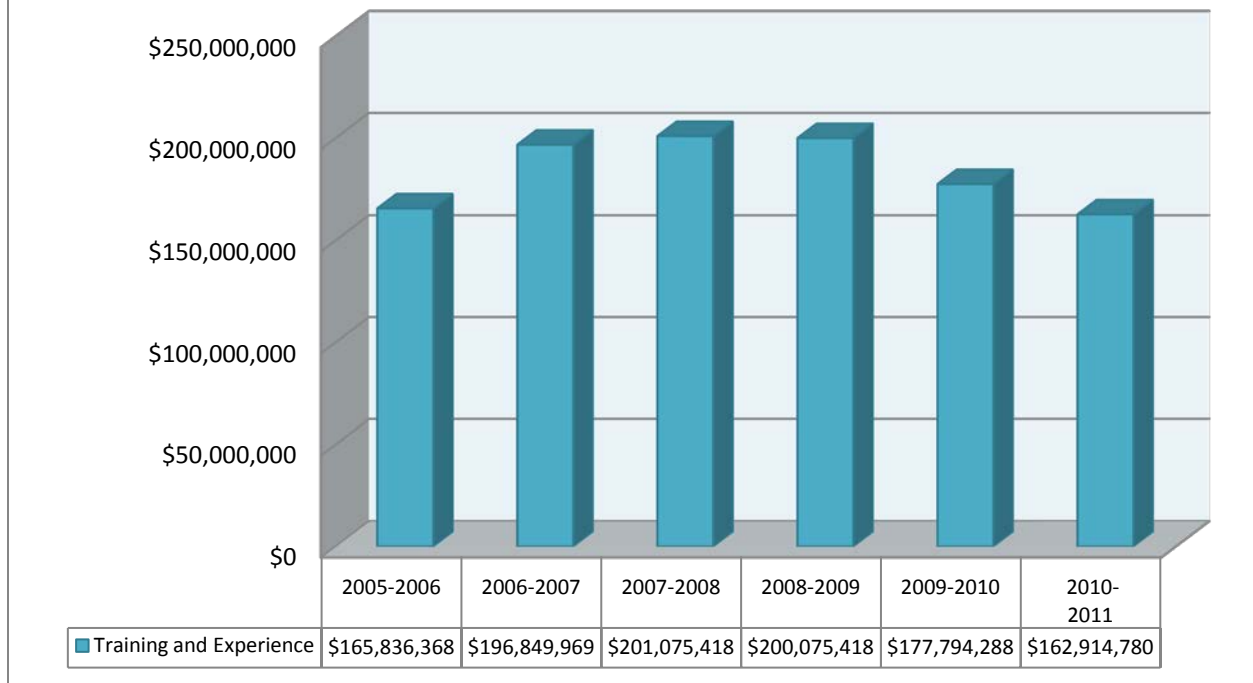


■ 2007-2008	3.40%	2.50%	1.17%	0.80%	0.55%	0.59%	0.85%	1.19%	12.51%	11.58%	6.81%	6.11%
■ 2008-2009	3.47%	2.29%	1.27%	0.59%	0.64%	0.47%	1.05%	0.90%	11.96%	11.40%	6.78%	6.32%
■ 2009-2010	3.15%	1.94%	1.00%	0.60%	0.42%	0.42%	0.71%	0.64%	11.34%	10.90%	7.12%	6.66%

Staff Data



Training and Experience Expenditures



Annual state funding for Dossier/OPAL process (Title II)

- \$300,00.00 VisionLink
- \$300,00.00 UNM Institute for Professional Development-Technical Assistance and Reviewer Calibration
- \$300,00.00 UNM Transition to Teaching technical assistance
- \$23,000.00 F and R Smith for the Transition to Teaching review process

Total: \$923,000 per year

3-Tiered System

- \$278.4 million allocated to three tier system (2004-2009)
- Only a difference of 2.8 point growth between Level III PDD completers and Level I teachers
 - Currently, Level I teachers average 14 scale score points growth and Level III teachers average 16.8 scale score points growth in annual SBA testing.
 - Students who are nearing proficiency need to grow by 55 points to reach proficiency.
- All three tiers have ineffective teachers, even though compensation is similar at each level of license
- Current dossier system measures “case study” type reflection on practice as opposed to classroom effectiveness
- Very little connection to the evaluation process and the recommendation of the site administrator

- Dossier process opens up schools to lose “effective” teachers without regard to their actual classroom effectiveness.
- Dossier and OPAL process can easily be gamed for success.
- Achievement is not a main focus of the Dossier or OPAL process.
- Currently there is an 83% pass rate for first time submissions.
- 99.998% satisfactory evaluations for teachers statewide.

Statewide implications

- PED spends close to \$1 million annually in direct support of the Dossier/OPAL process.
- PED dedicates 80% of its Professional Development Bureau in staffing the Dossier/OPAL process.
- PED has limited ability to reach out to struggling school districts in need of professional development.
- Most of PED resources are dedicated to moving teachers through the 3-tier system, and not consistent PD for creating an effective teaching task force.

Training and Experience

- 2005-2006 \$165,836,367.94
- 2006-2007 \$196,849,968.84
- 2007-2008 \$201,075,418.07
- 2008-2009 \$200,075,418.07
- 2009-2010 \$177,794,287.55
- 2010-2011 \$162,914,779.50

Total: \$1,108,379,751.92

Overall, New Mexico has spent more than \$1.3 Billion on T&E, the 3-tier system, and the dossier process in the past 6 academic years, including \$164 Million in 2010-2011.