



Sacred Heart
UNIVERSITY

Sacred Heart University
DigitalCommons@SHU

Education Faculty Publications

Isabelle Farrington College Of Education


4-2012

Teacher Evaluation Systems and Multi-cultural Commonalities and Challenges: England, Mexico, Portugal, Finland, Ireland, and Turkey

Jacqueline P. Kelleher
Sacred Heart University

Sandra Kase
Bridgeport Public Schools

Follow this and additional works at: http://digitalcommons.sacredheart.edu/ced_fac

 Part of the [Educational Administration and Supervision Commons](#), [Educational Assessment, Evaluation, and Research Commons](#), [International and Comparative Education Commons](#), and the [Teacher Education and Professional Development Commons](#)

Recommended Citation

Kelleher, J. & Kase, S. (2012). Teacher evaluation systems and multi-cultural commonalities and challenges: England, Mexico, Portugal, Finland, Ireland, and Turkey. American Educational Research Association , 2012 Annual Meeting.

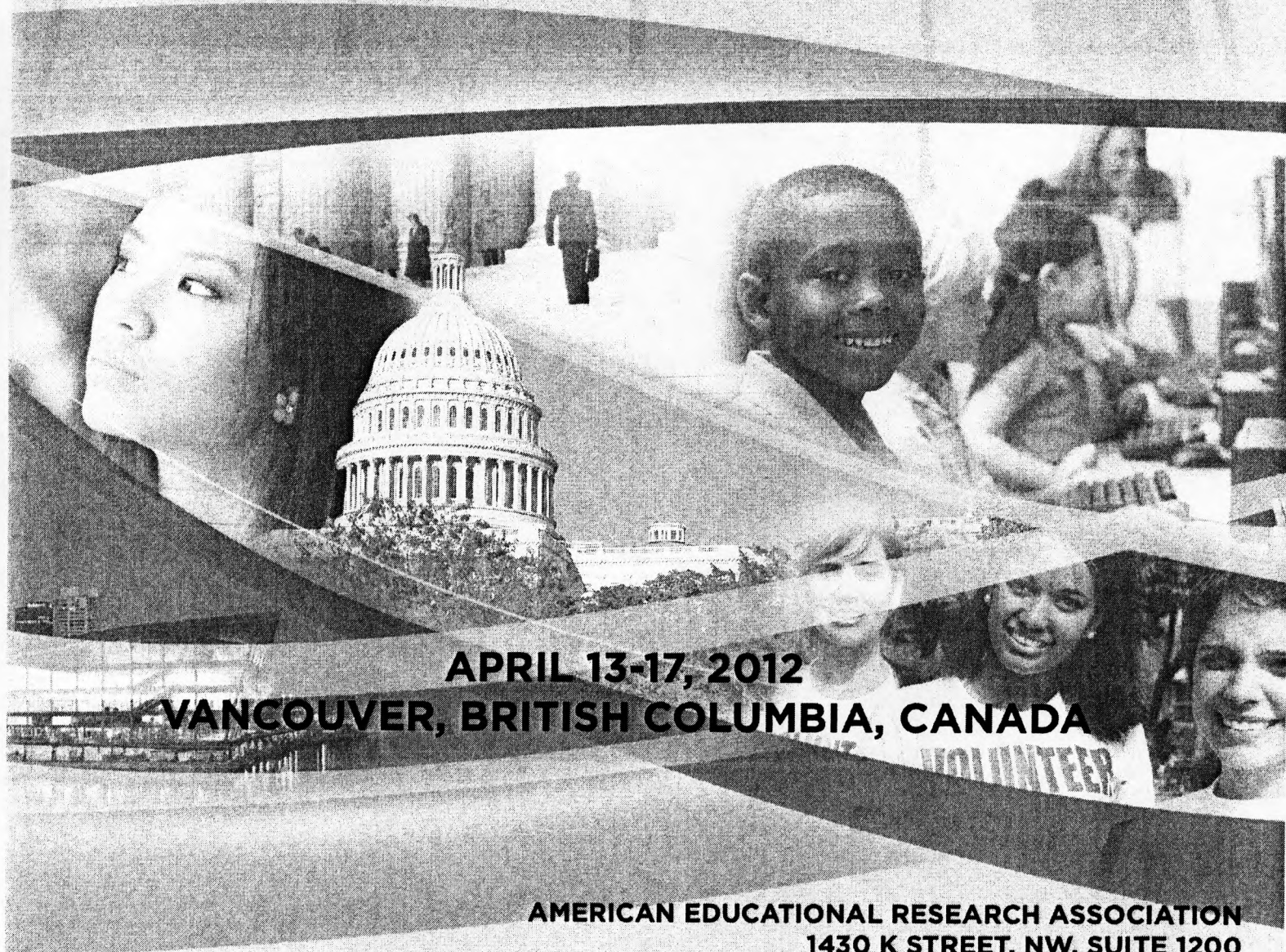
This Conference Proceeding is brought to you for free and open access by the Isabelle Farrington College Of Education at DigitalCommons@SHU. It has been accepted for inclusion in Education Faculty Publications by an authorized administrator of DigitalCommons@SHU. For more information, please contact ferribyp@sacredheart.edu.

AMERICAN EDUCATIONAL RESEARCH ASSOCIATION

2012 ANNUAL MEETING PROGRAM

Non Satis Scire

To Know Is Not Enough



APRIL 13-17, 2012

VANCOUVER, BRITISH COLUMBIA, CANADA

AMERICAN EDUCATIONAL RESEARCH ASSOCIATION
1430 K STREET, NW, SUITE 1200
WASHINGTON, DC 20005
(202) 238-3200
WWW.AERA.NET

ISSN 0163-9676

55.083-7. Law and Education SIG Poster Session. SIG-Law and Education; Poster Session
VCC, First Level, East Ballroom B; 12:25-1:55pm

Poster:

37. Dispositional Discipline: Fact or Fairy Tale... The Third Rail of Teacher Preparation. *Thomas J. Sheeran, Niagara University; Vince Joseph Rinaldo, Niagara University; Walter S. Polka, Niagara University; Robert Michael Smith, Niagara University*

Monday, 1:00 pm

Professional Development Courses

56.010. An Introduction to Latent Class Analysis in Mplus. Professional Development and Training Committee; Professional Development Course
Fairmont Waterfront, Concourse Level, MacKenzie 1; 1:00-5:00pm
Directors: *Karen L. Nylund-Gibson, University of California - Santa Barbara; Katherine E. Masyn, Harvard University*

56.011. Researching Multiliteracies in Urban Classrooms and Out-of-School Contexts. Professional Development and Training Committee; Professional Development Course
Fairmont Waterfront, Concourse Level, MacKenzie 2; 1:00-5:00pm
Directors: *Dana Walker, University of Northern Colorado; Deborah Romero, University of Northern Colorado*
Instructor: *Jennifer Douglas-Larsson, Boulder High School*

56.012. To Know Is Not Enough: Applied Autoethnography in Research and Teaching. Professional Development and Training Committee; Professional Development Course
Fairmont Waterfront, Lobby Level, Waterfront Ballroom A; 1:00-5:00pm
Directors: *Sherick A. Hughes, University of Maryland; Julie L. Pennington, University of Nevada - Reno*

Monday, 2:15 pm

Governance Meetings and Events

57.001. AERA Journal Publications Committee: Closed Meeting. AERA Governance; Governance Session
Pan Pacific, Restaurant Level, Oceanview 3; 2:15-3:45pm
Chair: *William Cope, University of Illinois at Urbana-Champaign*

57.002. AERA Technology Committee: Closed Meeting. AERA Governance; Governance Session
Pan Pacific, Restaurant Level, Oceanview 6; 2:15-3:45pm
Chair: *Judith L. Green, University of California - Santa Barbara*

Presidential Sessions

57.010. International Perspectives on Implementation and Effectiveness of Teacher Evaluation Models. Presidential Session Cosponsored with Division H - Research, Evaluation and Assessment in Schools and Division L - Educational Policy and Politics, AERA Sessions

VCC, Second Level, West Room 215&216; 2:15-3:45pm

Chairs: *Szuszanna R. Szabo, Marist College; Burcu Kaniskan, Pearson*

Participants:

Washington Teacher/Principal Evaluation Project. *W. Christopher Brandt, American Institutes for Research; Cynthia Ann DuBois, American Institutes for Research*

The Evaluation of Teachers and Schools Using Growth Models: Hope Versus Reality. *Robert W. Lissitz, University of Maryland*

Unfinished Business: Teacher Evaluation and Effectiveness in Finland. *Pasi Sahlberg, Center for International Mobility and Cooperation*

A Singapore Perspective on Teacher Education: The Old Man, the Mountain, and the Child. *Oon Seng Tan, National Institute of Education - Nanyang Technological University*

Teacher Evaluation Systems and Multicultural Commonalities and Challenges: England, Mexico, Portugal, Finland, and Turkey. *Jacqueline P. Kelleher, Sacred Heart University; Cynthia Fernandes, Bridgeport Public Schools; Bob Trefry, Bridgeport Board of Education; Paul Vallas, Bridgeport Public Schools; Sandy Kase, Bridgeport Public Schools*

Discussant: *Linda Darling-Hammond, Stanford University*

57.011. Perpetuating Inequities: Cross-National Circumstances. Presidential Session

VCC, First Level, West Room 109&110; 2:15-3:45pm

Chairs: *Cynthia A. Tyson, The Ohio State University - Columbus; Robert J. Tierney, The University of Sydney*

Participants:

Rethinking Diversity: The American Case. *Kris D. Gutierrez, University of Colorado - Boulder*

"Mirror, Mirror, on the Wall . . .": Reflecting Inequity in Canada. *Annette M. Henry, The University of British Columbia*

Compounding Inequities: Australia's Widening Gaps. *Robert J. Tierney, The University of Sydney*

Equity as Critical Praxis in the Self-Development of an Indigenous University in New Zealand: Te Whare Wānanga o Awanuiārangi. *Graham H. Smith, Te Whare Wānanga o Awanuiārangi*

Discussant: *Michael W. Apple, University of Wisconsin - Madison*

57.012. Practitioner Researchers: Hybrid Roles in the Generation and Use of Research Knowledge. Presidential Session

VCC, First Level, West Ballroom A; 2:15-3:45pm

Chairs: *Marilyn Cochran-Smith, Boston College; Susan L. Lytle, University of Pennsylvania*

Participants:

Dialect, Difference, and Discursive Tension in a Ninth-Grade Literacy Class. *Robin M. Hennessy, Boston Public Schools*

Building a Brotherhood? A Teacher Researcher's Study of the Construction of Gender at an All-Boys Catholic Secondary School. *Kirstin Pesola McEachern, Boston College*

What Does It Mean to Be Literate in This Class? A Teacher-Researcher's Investigation of Scripted, Thematic, and Improvisational Curricula. *Rebecca Akin, Oakland Unified School District / Stanford University*

Hybrid Learning in a School-University Partnership: Teacher Research Integrating Common Core Standards, Scripted Curricula, and Innovative Practice. *Diane Waff, University of Pennsylvania*

Discussants: *Marilyn Cochran-Smith, Boston College; Susan L. Lytle, University of Pennsylvania*

57.013. Taking Back the City: Critical Geography and Research in Urban Communities. Presidential Session

VCC, First Level, West Ballroom C; 2:15-3:45pm

Chair: *Joanne C. Larson, University of Rochester*

Participants:

Spaces of Geographic Convergence Culture. *Joanne C. Larson, University of Rochester*

Space-Creating Stories: Community Change Activists' Claims and Dreams for Their Neighborhoods. *Nancy Ares, University of Rochester*

Networking Opportunities to Learn and to Become: Examining How

Immigrant Youth in The Netherlands Use New Media in the Production of Social Space. *Kevin M. Leander, Vanderbilt University; Mariette de Haan, Utrecht University*

The Relationship Between Racial and Economic Segregation in Schools and Their Corresponding Attendance Boundaries. *Salvatore Saporito, College of William and Mary*

Cultivating Sociospatial Justice Dispositions by Unpacking Urban Geographies. *SJ Miller, Indiana University of Pennsylvania*

Discussant: *Edward Soja, University of California - Los Angeles*

Teacher Evaluation Systems and Multi-cultural Commonalities and Challenges: England, Mexico, Portugal, Finland, Ireland, and Turkey

*Dr. Jacqueline Kelleher, Sacred Heart University & Bridgeport Board of Education
Dr. Sandra Kase, Chief Academic Officer, Bridgeport Public Schools*

"Of 30 developed nations, America's school children are ranked 25th in math and 21st in science. "In almost every category we've fallen behind except one: kids from USA rank #1 in (self-) confidence." – *Waiting for Superman*, 2010

Introduction

National Concerns

National data, such as The New Teacher Project's study (2010) reviewing several schools across four states, "The Widget Effect," show that 81 percent of administrators and 57 percent of teachers say there is a tenured teacher in their school who is performing poorly, and 43 percent of teachers say there is a tenured teacher who should be dismissed for poor performance. Analysts note that percentages are higher in high-poverty schools. But district records confirm the scarcity of formal dismissals: at least half of the districts studied did not dismiss a single non-probationary (tenured) teacher for poor performance in the time period studied. Even in systems that do conduct more rigorous evaluations and identify poorly performing educators, the time and cost required to pursue a dismissal is prohibitively high. Research shows time and again that great teachers matter mightily, and that just one ineffective teacher can have a detrimental and irreversible impact on students. Given this evidence, state policies are turning to models that recognize excellent teachers and principals, help struggling educators improve, and allow for fair, yet swift, dismissal of consistently ineffective educators. Policy overhaul seeks to include improved dismissal and tenure policies that are connected to classroom performance and student learning. EFA Global Monitoring Report produced by UNESCO (2011) also suggested that "sustained progress in education quality depends on all schools having sufficient teachers, and that teachers are properly trained and supported, and that they are motivated" (p. 83).

Connecticut Context

Connecticut serves over 575,000 students in PK-12 public education classrooms. There have been a plethora of education initiatives over the past decade to address the fastest raising achievement disparity in the nation among Connecticut students of different races, socio-economic statuses, abilities/disabilities, and languages. Some state mandates include the Scientific Research Based Intervention (SRBI) framework for all schools and all students in areas of reading, math, and socio-emotional growth; the Connecticut Accountability for Learning Initiative (CALI) is required for lower performing schools under No Child Left Behind regulations. Focused monitoring is a compliance mandate under the Individuals with Disabilities Act 2004 state monitoring system for districts identified by the Connecticut State Department as having significant discrepancies between those with and without disabilities in academic achievement; monitoring requires and on-site audit followed by a training in the California-based Educational Benefit Review process. There are close to 12% of the total state K-12 student population eligible for special education. Sixty-one percent of Connecticut students eligible for special education services spend 80% or more of their time in a general education classroom. As numbers are increasing so, too, is the movement to educate children with disabilities in the regular education classroom. If we are to ensure children with disabilities have access to the general curriculum, practitioners and administrators must be prepared, supported, and held accountable to design a sustainable system to meet diverse learning needs that focuses on teaming

and collaboration. Connecticut data reflect the national trends showing increasing numbers of children receiving special education and related services with primary disability categories of low incidence, significant disabilities like autism spectrum disorders (ASD). For example, numbers have increased faster than any other category combined, increasing from 3,800 in 2007-08 to over 6,500 in 2010-11 (personal communication, Connecticut State Department of Education, 2011). Beginning teachers are supported through the TEAM programs – the Teacher Education and Mentoring program, which took effect during the 2010-11 school year. Districts follow state guidelines in mentoring a new teachers for the first three years of their practice, and, with the exception of requiring teachers access five, state-developed instructional modules, have flexibility in mentoring oversight and new teacher supervision. State law includes the statement that local boards of education shall not consider a teacher's completion of the TEAM program as a factor in its decision to continue a teacher's employment in its district. Performance evaluation has been left to the districts to design and implement. There are inconsistent approaches, practices, and tools for evaluating teachers and identifying professional development plans individualized to his or her needs, interests, and competencies. Only one district – New Haven - recently employed an incentives-based evaluation system with a primary focus on student achievement data. Tenure status and pay scale upgrades or additional pay opportunities are primarily based on longevity in the system, teacher qualifications/credentials, and willingness to take on additional responsibilities.

Connecticut has been grappling with additional issues statewide on professional development, evaluation, and accountability practices. The Connecticut Association of Boards of Education estimates that costs to dismiss a tenured teacher average about \$100,000 per dismissal. This is consistent with national estimates, which show that the cost to dismiss a tenured teacher range from \$100,000-\$200,000 per dismissal. These costs, in addition to the significant investments of time and effort the current dismissal process requires, are prohibitive for most districts, which are already struggling with tightened budgets and scarce time. Many administrators facing such costs and an uncertain outcome decide that it is simply not worth their while. Currently proposed legislative actions such as the states Senate Bill 24 (2012) attempts to recognize the central role of professional development and support in any improvement effort. That is why the bill proposes eliminating continuing education credits and instead replacing them with job-embedded professional development that would be linked to a teacher's needs, as identified in the evaluation. Connecticut relies on a system of Continuing Education Units or CEUs to guide the professional development process and a teacher's career pathway in education. While the acquisition of CEUs is required to maintain certification, the allocation of CEUs in particular areas is determined by the teacher. There are limited offerings in professional development statewide. Special Education continues to be the second highest shortage area in Connecticut, placing more demands on the general education teacher to meet the needs of learners with disabilities in regular education settings. Out of 17 preparation institutions in Connecticut, only five prepared special educators through 2005-06. Further, Connecticut's certification regulations for Comprehensive Special Education K-12 are non-categorical in nature and educator preparation programs are intended to provide future special education teachers with more general training, with the use of the continuing education unit (CEU) requirements to provide for additional specialization as needed by the teacher. The State Department approves CEU providers; however, does not monitor the number and nature of CEU acquisition by teachers.

Bridgeport in the Spotlight

Another well-publicized, national data point for Connecticut is the significant disparity among those educated in our urban and non-urban settings. Connecticut has had the widest gap since 2006. Bridgeport Public Schools (BPS) is the specific example that often accompanies this fact, a

fact that has once again put national attention on our state, criticized by policymakers, governors, mayors, education reform leaders, union representatives, real estate agencies, parent advisory councils, and every major stakeholder group moving forward education reform agendas. In our district, we find truth in the statistics. Districts, teams, and teachers are expected to turn to and implement evidence-based practices that not only meet the child's unique needs, but also are cost effective, flexible, and responsive despite budget challenges. BPS is aware that many educators serving the Bridgeport community do not understand the significant needs of children living and learning in a large, inner-city characterized by 98% of the population at poverty or low income levels and 90% non-White. We also recognize that school educators need to realize the impact of issues related to poverty and incorporate instructional strategies and activities with cultural relevance. Prepared school-based personnel are essential to any public school system, but particularly Bridgeport Public Schools; therefore, developing the infrastructure that ensures consistent, cohesive application of best practice must be built internally. Our district serves over 21,000 children annually, and has been developing its capacity to educate a community of diverse learners, including a growing number of students with complex disabilities like autism and emotional disturbance, through specialized programming, a continuum of effective services, and innovative, research-based service delivery. For the past ten years, the Bridgeport Public Schools has been seeking ways to encounter these challenges and develop a district model that can be implicated across sites that improves practices and student outcomes despite a multitude of barriers. However, Bridgeport is undergoing a renaissance of education reform and systems. Our evaluation of national and international models is aimed at obtaining information for use in shaping our own district-level system. We see the dynamic interplay of teacher support, professional development, evaluation criteria, feedback, and accountability as paramount to improving student learning outcomes for diverse Bridgeport learners. Where we are in the beginning stages as a district and as a state in identifying effective incentive and compensation models alignment with performance evaluation needs, we focused outside of the national box and reviewed international efforts underway regarding systems change.

Overview of Essential Performance-Based Evaluation Elements

Preparing Educators and Administrators: Professional Development as the Crux for Evaluation Systems

NCLB maintains a central tenet that federal funds will support only those educational procedures, materials, and strategies backed by credible research efforts. There is a huge gap between what we know works from scientifically based research and what is actually applied in the classroom setting (Yell, Drasgow & Lowery, 2005; Little, 1993). There are few quality assurance mechanisms in place to ensure staff development content is aligned to research and that participants come away with knowledge, skills, and resources generalizable to classroom practice; there are fewer studies focused on the alignment of evaluation systems with key professional development needs. Translating the research into practice can also be challenging for the less experienced professional. For example, in 2001, The National Research Council published information regarding best practices for programs for students with disabilities with the expectation of agencies and schools to implement these recommendations; however, it has taken years to translate research and recommendations into staff development opportunities. Many teachers require updated, continuing professional development to aid in understanding current evidence-based practices and the changing definition of their professional role as the individuals they serve in more inclusive settings and are required to engage in consultative, collaborative, and co-teaching relationships with other professionals (Yell & Drasgow, 2000; Eren & Kelleher, 2011). Models of training need underlying characteristics of activities, long-term planning and support, and a teaming community, which is a significant departure from the "one shot" approach

to preparing school-based personnel to improve outcomes for their learners. Teachers are expected to turn to evidence-based and promising practices in the field that not only meet the child's unique needs, but that are cost effective and flexible enough to allow for changes in the intervention or implementation design. Schools across the nation are struggling with limited resources, an increasing number of students with disabilities being educated in the regular education classroom, and maintaining procedural compliance with federal/state requirements for those found eligible for a special education and related services. Districts, teams, and teachers are expected to turn to evidence-based and promising practices in the field that not only meet the child's unique needs, but that are cost effective and flexible enough to allow for changes in the intervention or implementation design if concerns arise in response to the intervention. Although professional development is integral to strengthening teaching and learning, research indicates that a majority of teachers engage in professional development unlikely to improve teaching practice (Cohen, 1990; Elmore, Peterson, & McCarthey, 1996). Traditional professional development has been consistently criticized as fragmented by disconnected topics (Ball, 1996; Little, 1993; USDOE, National Center for Education Statistics, 1998; NCTAF, 1997; Sexton, et al, 1996; Lang, 2004). Teachers still participate in "one-shot" workshops and report that these workshops have little impact on their teaching (Guskey, 2000). Coupled with the challenges of lacking access to effective professional development and movement toward inclusion in general education settings, is the recent rise in incidence levels and prevalence rates of individuals with autism (CDC, 2011). Historically, causes for this situation are related to trainers and staff developers within districts not having the qualifications and experience with this population of learner. Current professional development offerings and trainings for diverse learners such as those with disabilities or English language learning needs typically focus on teaching skills in isolation rather than as part of an integrated, comprehensive curriculum. Further, team members are not utilizing best practices in utilizing a teaming approach in selecting, implementing, and evaluating research-based interventions, a framework more likely to improve educational and functional performance. Teachers require evidence-based practices and strategies based upon knowledge of students' unique needs; this combination has the potential to support inclusion and improve classroom engagement and behavior (Schilling & Schwartz, 2004; Lang & Fox, 2004; Robertson et al., 2003). While sparse, some evaluation research in professional development shows some teacher professional development practices might have greater impact on student achievement than others. Research indicates a significant difference in teacher implementation of learned theory and practice when teacher professional development was provided to whole teams through combinations of demonstration, practice, and feedback mechanisms of follow up study groups and peer-coaching (Joyce & Showers, 1996; Ingvarson et al., 2005). Many report that high quality, effective teacher professional development consists of current content which is shared at multiple interactive workshops and reinforced and generalized utilizing collaboration and coaching (Kedzior, 2004; Yoon et al, 2008; Ingvarson, 2005; Wagner, 2006; Timperley, 2008). Professional development research findings emphasize that addressing underlying characteristics of learner activities so focus on both the content PK-12 pupils need to know *and* how the staff development content aligns to overall school improvement efforts is more important than the type of activity that is chosen. Effective in-service teacher education requires "substantial time and other resources", is "driven by a coherent long-term plan", and considers "knowledge about human learning and change" (USDE, 1998; NSDC, 2001; Learning First Alliance, 2000); additionally, activities must support the teacher learning process that "occurs in definable stages" and requires ongoing support in the form of follow-up "consultation and classes" (Downing, 2008; Dunne et al., 2000; Elmore et al., 1996; Hemmeter et al., 2009; Guskey, 2000; Eren & Kelleher, 2011). In addition to a long-term commitment, effective professional development also requires a commitment to a systemic, collaborative view of organizational learning. For teachers to grow professionally, they must be part of learning communities that engage in "examination of assumptions, exploration of existing practice, and formulation of new possibilities" (National

Research Center on English Learning and Achievement, 1998). Available research does not provide definitive answers, although it does suggest some helpful guidelines in designing effective professional development. The NSDC and USDE recommend that professional development programs be inclusive and focused on teachers, but open to other individuals as well—particularly administrators, but also others who have an impact on student learning. The content of professional development activities, according to the Learning First Alliance (2000), must “meet individual [teacher] needs” through a variety of formats and programs. These activities should be “problem based” and revolve around teachers’ authentic experiences. They also should focus on the “goals, materials, curriculum, and students that are part of the teachers’ daily professional realities” (National Research Center on English Learning and Achievement, 1998).

Teacher Evaluation Systems, Merit, Incentives, and Accountability

Merit-based pay. Pay for performance. As part of state and national conversations on school reform, performance appraisal, and linking pay to performance, these terms are often included. To attract, retain, and motivate high quality teachers, Vegas and Umansky (2005a) stated that one of the strategies practiced by many countries is to create “effective teacher incentives” (p. 15). Consistent with Vegas and Umansky, Lavy (2002) also argued that providing teacher incentives is a cost-effective strategy to improve teacher quality. Therefore, education policy makers can improve the teacher quality through designing effective incentives programs. Emerging policies aimed at rewarding teaching “effectiveness” and removing those less competent based on student achievement data are becoming part of state and district implementation, often with little opportunity for districts to examine “proven” systems for alignment with their vision and additional numerous mandated initiatives. Teacher unions, antiquated regulatory systems, and anxiety around testing impede a district’s ability to candidly discuss and compare. Pay-for-performance (or merit-based pay) is a term that describes payment systems that offer financial rewards to professionals who achieve, improve, or exceed their performance on specified criteria and benchmarks. While evaluating teacher evaluation systems is still gaining momentum and raising questions nationally, there is an incredible amount of inconsistency in practices and policies coupled by the impact of local politics to make clean comparisons across systems (Brookings, 2011). We also have little recent data to validate the extent to which teacher evaluation systems negatively or positively impact Title 1 districts including the Bridgeport Public School system (Borman, G., & J. V. D’Agostino, 1996; Rockoff, 2004; Rivkin, Hanushek, & Kain, 2005).

Controversies in the United States with Merit Based Pay

Organizations and foundations have been examining the pros and cons to merit-based pay models for several years. A study funded by the Milken Family foundation identified cons connected primarily with fiscal incentives creating market-driven competition and too many parallels with the business field when collegiality and collaboration – not economy and entrepreneurship- are keys to effective schools. Teachers echo concerns if and when the names of teachers who receive merit pay become public – feelings of embarrassment and resentment among staff will break down relationships. Parents may pursue legal action in not having access to high performance teachers. Concerns for teaching the same way to achieve higher test scores, evaluator bias and favoritism, and flight from teaching in low performing school districts abound the conversations. Districts and state governments question the affordability and costs of supporting this fiscal incentive approach. Further, critics cite unions dislike of a majority of pay for performance models because of the inequitable nature of merit structures and central focus on heavily weighting quantitative variables when a teacher’s value to the educational process is extremely difficult to measure and other factors beyond the teachers’ control (i.e. mobility, family

background, poverty). Others argue that this approach is key to education reform and increasing the value for teaching and administration. Solomon and Podgursky (2000) write:
"Under the current system of seniority and credential-based pay, teachers who have accumulated seniority tend to be locked into districts. If pay is determined by performance-based promotions and annual evaluations, there will develop a lateral market for mentor, master and novice teachers. When teachers are able to document a track record of raising student achievement, their services will be valued in the market."

We neither have state nor national agreement on measuring merit in teaching and the reliability and validity of judgments about performance when it comes to student achievement data. Replicable studies on incentives-based models are sparse. Findings are typically inconclusive, inconsistent, or limited on not only measuring merit, but establishing linkages with recruitment and retention. The idea has been in the education field for many years, but practices where the model is applied have not been in place for a long enough period for comprehensive, longitudinal investigation.

Review of International Systems

Rationale for Evaluating International Models

Schools across the nation are struggling with limited resources, an increasing number of students with diverse learning needs such as those with disabilities and English language learning needs being educated in the regular education classroom. Maintaining procedural compliance with federal/state requirements while improving outcomes toward educational performance using scientific, research-based interventions and related progress monitoring efforts create tensions. Districts are expected to select from evidence-based practices; however, access to a menu of interventions, modifications and innovative practices are not always readily available. Teachers are expected to turn to evidence-based and promising practices in the field that not only meet the child's unique needs, but that are cost effective and flexible enough to allow for changes in the intervention or implementation design if individual student issues and concerns arise in response to the intervention at hand. Given these current tensions and needs in a variety of education settings, procedures and materials must be timely and useful in supporting the translation of research into meaningful practice. Further, with respect to how these elements are incorporated into teacher evaluation systems and are subsequently incentivized, as a nation we are admittedly building and flying the plane at the same time. We are still identifying approaches to evaluation and incentives that can be scaled up and replicated with fidelity; we haven't narrowed down a formula, procedure, or efficacious framework for rewarding effectiveness during an era of tensions, compromised fiscal structures, and increased demands in the field. Bridgeport Public Schools recognizes these tensions. Teacher evaluation systems are clearly connected to improved student outcomes, and Bridgeport, currently in its eighth year of "Needs Improvement" under NCLB, is investigating national and international models to inform district-level policies. With a population of 21,000 children, speaking 123 languages, affected by significant poverty, drop out rates, and skill deficits, Bridgeport turned to merit-based models from multiple cultures to compare more critically with US performance-related pay structures.

Selection Criteria

Using survey findings from the Teaching and Learning International Survey and analytical interpretations by the Organization for Economic and Cooperative Development for 27 countries worldwide, Bridgeport identified four countries (Portugal, Turkey, Ireland, and Mexico) that reportedly experience similar tensions paralleling what we're finding local boundaries, including national labor agreements for teachers, basis for financial awards, professional staff making decisions, assessments performed by education administrators, and the measured student

achievement (OECD, 2011). Countries in the OECD study consisted of teachers evaluated with an emphasis on teacher qualifications, teacher performance in the classroom setting, and measures of teacher effectiveness based on contributions to students' learning. We also took a look at England and Finland, not included in the OECD investigation, to see if evaluation criteria and practices were similar. We decided to focus on teacher evaluation, incentives-based systems and to what extent findings addressed improved pupil performance, retention of educators, and recruitment efforts. Looking thematically at what works and what does not, summaries from these countries were presented to school leaders and small work groups for evaluation. Participants rated the international models for strengths, weaknesses, and potential application to our evolving district system. Participants also prioritized necessary conditions for functioning systems and working incentives for the countries reviewed.

Evaluation of the different systems also served as a reminder that other countries do not, for the most part, have the cultural and linguistic diversity that comprise US educational settings. Making comparisons are difficult with relative ethnic homogeneity and governmental conditions. Supports and services for non-native speakers in Finland, for example, include at least one year of separate schooling in a smaller setting to focus primarily on language acquisition in addition to two-hour language tutoring before even entering a regular classroom (Snider, 2011). Another factor is that countries examined for our evaluation give more emphasis to student performance as measured by the Programme for International Students Assessment (PISA). PISA is an international assessment of 15-year old students across the world created by OECD that targets three domains—reading literacy, mathematical literacy, and scientific literacy. The PISA assessment is intended to go beyond the testing of school-based curriculum in order to assess to what degree students approaching the end of their compulsory education have mastered the knowledge and skills in each of the literacy domains that are “essential for full participation in society”.

Lessons learned post-review include a closer look at PISA data as it has been emerging as the primary data set for ranking international systems.

Methods

School leadership, Board of Education (BOE) members and approved representative stakeholders have been a part of educational reform initiatives for Bridgeport Public Schools since Fall 2011. In addition to recommending school policy, resource allocation, and advocacy strategies, the Student Achievement Committee was tasked with examining best and innovative practices supporting student achievement by the BOE Chair and Superintendent. Teacher evaluation systems were one of the items for consideration. A recruitment of representative stakeholders ensued to form four work groups – PK-2, Grades 3-8, High School, and Adult Education. After a lengthy application, review, and selection process, over 60 stakeholders comprised of students, faculty, staff, administrators, higher education faculty, parents, community activists, and business partners joined the work groups. The BOE conducted a series of listening tours across the district and collected qualitative data on district priorities for student achievement from over 400 individuals. Work groups reviewed transcript data from the multiple listening tours and prioritized concerns for the Student Achievement Committee. Of the highest concerns were school leadership capacity, teacher quality, performance-based accountability, fidelity for implementing research-based programs, and inequitable access to best practices at individual school levels. The Student Achievement Committee identified school leadership, performance-based accountability, and professional development as the first areas to tackle and the Superintendent requested additional review of best practices to guide where BPS should go in enhancing its systems. The Superintendent and BOE were interested in looking at best practices

already in existence locally and statewide; however, there was enthusiasm for exploring models and subsequent findings from international approaches to add to our internal evaluation. The Superintendent and Student Achievement Chair identified six countries to consider during this review. Findings would be shared with members of the Work Groups for reactions and critical dialogue.

Findings

Similarly to the United States, a majority of countries included in the OCED Teaching and Learning International Survey reported lower salaries for teachers compared to other professions, while overall teachers' pay and the number of years to advance in the salary scale varied considerably across countries. Salaries mostly reflect increases in the course of a career due to longevity, extra responsibilities, completion of professional development activities, or movement into administration. Additional payments to a base salary are most commonly given to those who exceed the minimal requirements for initial teacher certification such as degree status. Pay based on teacher performance as measured by student achievement, with opportunities for increased financial incentive with student gains is not the norm. Mexico, Turkey, and Ireland were above the TALIS average of having student test scores weighted most heavily in performance appraisal systems. Portugal, falling just short of the TALIS average for test score date, considered professional development undertaken by the teacher and innovative teaching practices as more heavily weighted in its teacher appraisal and feedback system. OECD data indicated Portugal was in the bottom three of countries reporting performance appraisal and feedback occurring on a frequent basis, with close to 30% of respondents indicating they had not received appraisal or feedback in the last 18 months (OECD, 2011). Mexico and Turkey were above the TALIS average for teachers reporting on consequences with respect to increased monetary and non-monetary rewards based on performance as well as principal efforts to reduce financial incentives and dismiss teachers due to sustained poor teacher performance. Portugal reported more emphasis on teacher dismissal than financial incentives. Ireland was at the bottom of the rank ordered TALIS list for positive and negative consequences incurred as a result of teacher performance. Eighty-five percent or more of supervising administrators reported ensuring teacher professional development activities were in accordance with the needs of students and teaching goals of the schools and that their teachers work according to the schools' educational goals. Over 90% of administrators consider student performance results in educational initiatives in Mexico, Turkey, and Portugal, with Ireland reporting 64%. Sixty-eight to 70% of supervising administrators reported observing instruction in classrooms as part of their involvement in school matters for Mexico and Turkey respectively, while Ireland (14%) and Portugal (9%) had considerably less administrators reporting that this was part of their practice. Teacher evaluation systems have many of the same components in other countries. In general countries included in the OCED study included teacher evaluation criteria that are assessed by a variety of assessment tools and methods intended to capture direct and indirect measures of learning outcomes – standardized assessments, observation, student self-assessment, peer ratings, administrator scores, interviews, portfolios, parent input, competency-based tests, credential review, and survey data (OECD, 2011).

Only about a third of countries involved in the OECD study report either bonuses or discretionary payments afforded to teachers in addition to their base salary due to exemplary performance. Mexico was in this group. Not all countries had formal metrics or measures to make these decisions or guide compensatory allocations. The OECD study reports that surveyed countries have the similar concerns regarding pay for performance models, primarily due to bias in performance evaluations, anticipated decrease in teachers collaboration, narrowing focus on evaluation criteria tied to monetary rewards, and model implementation costs. The OECD raises

issues in that few countries are using, evaluating, and structuring performance-based rewards systems, and that its available data are limited and/or unavailable.

In general, countries report similar qualities for evaluating teacher performance. The criteria widely used to evaluate teachers include 1) teacher qualifications, including credentials, years of service, degrees, certifications, and other relevant professional development; 2) how teachers operate in classrooms, including attitudes and expectations, as well as strategies, methods, and actions employed in their interaction with students; and 3) measures of teacher effectiveness, based on an assessment of their contribution to students' learning outcomes, as well as their knowledge of their fields and of pedagogical practice. Opinions vary over whether teacher evaluation should be tied to compensation, with both proponents and opponents among high-performing countries (as measured by the PISA results). About half of OECD countries have moved to include some element of financial reward for performance. The TALIS study of teachers showed that while teachers welcomed appraisal and feedback, many said that a good appraisal too often does not lead to any recognition or reward.

Mexico

Mexico faces challenges in its education system, including unequal access to educational opportunities, low educational achievement, and insufficient coverage in secondary education. Among all challenges, poor educational achievement is regarded as "the most salient issue in Mexican education today" (Santibáñez, Vernez, & Razquin, 2005), with the low quality teaching in the classroom and lack of formal teacher training as the largest contributing factors. Teacher compensation is directly related to the opportunity costs of not entering another profession and consists of both monetary and nonmonetary factors (Hernani-Limarino, 2005). In Mexico, Carrera Magisterial, translated in English as Teacher's Career Ladder program, has been in place since 1993. The program was intended to provide incentives for teachers to perform better and to raise students' test scores. Teachers receiving high enough scores through the program can be promoted to level A to E, each level associated with a different percentage of monetary rewards. Among the 100 points that are used to evaluate teachers, 80 points are still predetermined by teachers' experience and education with the remaining 20 points are determined by students' test scores (McEwan & Santibáñez, 2005). Critics suggest that the majority of teachers have weak incentives to participate in the program or that monetary rewards afforded throughout the teaching career promotes a climate where there is little need to make further efforts. Therefore, because of the unscientific design of this incentive program, it has failed to reach the expected effect and has consequently become costly. Critics also note that Mexico's Carrera Magisterial program has been extremely costly and has not achieved significant results in raising teacher quality (McEwan & Santibáñez, 2005) likely due to failure to create incentives for the majority of teachers by only taking into consideration students' achievement for 20 points when evaluating teachers; giving too much weight to teachers' background characteristics, which account for 80 points, and hence, has not successfully strengthened teacher performance; maintaining the same reward for all levels stays for a teacher's whole career; variations in promotion criteria to a higher level in different states in Mexico is different, which therefore did not create equal opportunity for all teachers. Critics suggest the current program does not give incentive to majority of teachers, fails to promote equity, and has not been proven effective. Reimers and Cárdenas (2007) examined the effect of the program and noted that granting local autonomy for performance management did not immediately result in improved teacher quality in Mexico and only benefited urban schools that are already of advantage in terms of capacity and resources. The program design is not based on the national and local contexts; further it depends on the management capacity of local stakeholders in taking on the authority (Vegas & Umansky, 2005b). Thus, although this program can reach the effect of improving teacher quality in more

advantaged communities, policy makers in countries with “highly unequal education systems and societies” need to be cautious about carrying out this program because of its potential for reinforcing the inequality (Reimers & Cárdeas, 2007, p. 53). It is unclear the extent to which this program has led to improvements in recruitment and retention. Other studies conducted in Mexico on the complexities of serving as the chief administrator, the individual likely evaluating and supporting teacher performance, indicate ethnic diversity among school communities juxtaposed with the socioeconomic and political context appear to have a major influence on principals’ actions, behaviors, and decision-making (citation here). The impact of culture on leadership and issues facing school leaders in Mexico have been heightening the need for identifying, prioritizing, and implementing more targeted professional development programs for school leaders if they are to meet the needs of diverse teachers and learners. The school leader in Mexico has oversight of performance management and the extent to which he or she is prepared and has the resources to engage in the practice to produce desired results is an area of concern.

OECD evaluators advised caution in the design of value-added modeling and making performance-based decision given the state of Mexico’s current system for assessment and evaluation of pupils and subsequent alignment with the national ENLACE assessment and standards for teacher evaluation. Data are unclear regarding trends in performance-based pay in recruitment and retention.

Ireland

The results of the OECD Teaching and Learning International Survey (TALIS) brought several concerns at the national level regarding improving professional development and performance management of teachers. The Irish Business and Employers (IBEC) confederation held ongoing online and face to face dialogue in 2010-11 in response to TALIS data and report findings, particularly concerning the work of teachers in second-level schools “[which] is rarely evaluated when compared to other OECD states and Irish teachers undertake considerably less professional development than their international counterparts”. Lack of professional development, engagement in self-evaluation, and infrequent teacher evaluations rounded out the primary concerns. However, teacher perception about personal impact, effectiveness, and efficacy was above the international average reported. Prior to the OECD reaction, other small studies had begun to raise the issue on national commitment to teacher evaluation. McNamara, O’Hara, Sullivan & Boyle (2008) write about the emergence of an evaluation culture and quality assurance agenda for education in Ireland “strongly influenced by external bodies, particularly the European Union and, to a lesser but significant degree, the OECD”, with dependence due to a national governing body of key policymakers without an “evaluation commitment”. Evaluation in general and evaluation culture is contextualized and influenced by existing ideologies and relationships between different interest groups. Thus, in Ireland, in line with the corporatist and partnership-driven approaches to economic policy and industrial relations, evaluation isn’t top-down or mandated; evaluation efforts are the result of collaboration, negotiation, and relationships. Data are unclear regarding trends in performance-based pay in recruitment and retention.

Portugal

Portugal introduced merit-based pay into its performance evaluation system in 2007. The education reform in Portugal created two salary scales, which differed from its former scale based on seniority and academic credentials, that allowed teachers to boost salary by as much as 25 percent and receive a one-time bonus. Teachers who earned a place on the higher salary scale were also required to play a greater role in the management and curriculum leadership

of their schools. There were three criteria for earning higher pay and elevated status: (a) Higher student achievement; (b) Positive feedback from parents; and (c) The teachers' attendance record, participation in training sessions, management and pedagogical duties, and involvement in research projects. Only a certain number of merit-pay boosts were allocated to each school. A study on test-based pay attributed score declines to the negative effects of teacher competition, leading to less collaboration and sharing of knowledge. Results from the Martins (2009) study indicate that the increased focus on individual teacher performance caused a significant decline in student achievement, particularly in terms of national exams. The triple-difference results suggested to the researchers a significant increase in grade inflation. Many critics of merit-based pay models used findings to discount the system; however, its lead researcher noted:

"While our results are negative in terms of the value of the specific reform examined here, our findings also indicate that teachers respond to incentives in a predictable way. In this context, we believe that future research should move from the question of whether performance-related pay has any effects to the narrower question of which specific performance-related pay setups generate the best results for students." (Martin, 2009)

The OECD report recommended caution as the nation looks toward carefully designing an effective performance-based rewards system, and urged that policymakers ensure that evaluation criteria are clear, indicators fair, and career-progression parameters better detailed. Data are unclear regarding trends in performance-based pay in recruitment and retention.

Turkey

Turkey has been emerging to form a national model since 2003 and has encountered a myriad of challenges. Although it has successfully achieved a national education model and system, Education Personnel Labor Union (Eğitim Bir-Sen) Secretary-General reported last year that Turkey's education system has not been stable because of the military coups that have taken place four times in the history of the Turkish Republic. One of the first things changed by coup juntas was the Turkish education system because they regarded education as a means to impose their ideology. Turkish education has remained under the influence of militarism and tutelage for a long time. The Secretary explained that the Turkish system of education has been "searching for ways to rid itself of these military elements that were forced on it. This is what the current government has been doing for years and they have changed many things to save the education system from militaristic influences". Others attribute the frequent education changes and lack of stability to politics - each party that comes to power tries to impose their political ideologies, values and ideas on the education system. Turkish critics purport that the governments have made changes without conducting research or consulting education experts or non-governmental teachers' unions; they simply imposed wants on the Turkish system of education. As of 2010, national efforts to formalize teacher education standards and evaluation criteria were not in place. Turkey has one of the lowest salary scales for teachers in the world. Pay for performance opportunities are not a viable option nor are on the forefront of reform thinking at this time.

Others – England, Finland

Over the past couple of decades, England designed two significant national policies to address education reform initiatives through the introduction of the National Curriculum by the Conservative government, an effort to raise and maintain high standards for students during the compulsory school years; and, the National Literacy and Numeracy effort by the

Labor government, which mandated specific content, time on task, and instructional strategies for teaching math and reading. Government has national control over the teacher training curriculum, number of spaces open for perspective teachers, and teaching pay scale. To earn higher salaries, teachers typically take on a leadership or management role with reduced teaching time; teachers' pay is based on longevity in the field and can take a long time to reach higher levels of income. Teachers in leadership positions are paid on a 43-point scale, and although their position on this is largely determined by the number of pupils in a school, governing bodies do have some discretion over heads' pay. There are also payments available for teachers taking on responsibilities such as tutors or heads of year, and schools can make discretionary payments to recruit and retain teachers (Freedman, 2008). Subject to satisfactory performance, they can expect to move up one point each year; in the case of exceptional performance they can move up two. Once at the top of the scale, teachers can apply to be assessed against the post-threshold standards. If approved, they are put onto a higher scale (which has three levels). Technically, progression on this part of the scale is performance related, and is at the discretion of the governing body of the school. There are separate scales and levels for Advanced Skills Teachers (AST) and excellent teachers (ET). These are school leadership roles that are mainly classroom-based, recently created to allow experienced and skilled teachers to move up the salary scale without having to reduce their teaching load and take on management responsibilities. ASTs work as classroom teachers for 80% of their time and spend the rest working on developing teaching standards across the school or in other local schools. Something under 1% of classroom teachers had AST status in 2007; ET is effectively an extra point above the upper pay scale, reached after external assessment, with responsibility for mentoring other teachers. However, the scales on which teachers' pay is based are set at the national level, and therefore may not be appropriate for all regions. Moreover, despite the supposed flexibility of the pay regulations, Hodgson *et al.* (2007) found that almost all pay decisions were made on the basis on time served. It would take at least ten years to get to the highest pay scale for classroom teachers, and then more to climb up the scale. Taking on managerial responsibilities as a senior manager would result in faster pay growth, but would require a reduction in the amount of teaching they could undertake. The number of senior management positions is also limited. The discretionary funding in England is what's considered performance-related pay and was meant to increase teachers' earnings, conditional on their demonstrating effective performance in their jobs. Since 2000, elements for the performance evaluation include annual appraisal by a senior manager to be used by a head teacher as a basis for teacher pay decisions for the coming year. This system only applied to the most experienced teachers, who had reached the threshold at the top of the pay scales for classroom teachers (6-7 years into a standard teaching career). Those who could show that they were "effective" could cross this threshold, receiving an immediate pay rise and access to a new higher pay scale for classroom teachers. When it was introduced, around 80% of teachers who were eligible for the threshold payment applied for it, and around 97% of these actually received it, making the initiative difficult to evaluate but indicative of small, positive influence on improved test scores (Atkinson, 2004). There have been some criticisms of the way PRP has been implemented, with schools not using enough discretion to get teachers to higher parts of the scale. This leaves teachers' pay as a slow progression along a scale with an ongoing problem of experienced teachers stuck at the top (Harding, 2007). There are some more general arguments against the efficacy of PRP as a way of addressing recruitment and retention problems, or even inducing effort on the part of existing teachers. For example, educational outcomes are difficult to use as measures of effectiveness, as pupil achievement

is multi-dimensional and may well depend on the efforts of a group of teachers rather than a single subject teacher (Holmstrom and Milgrom 1991). Academies are another new school option for educators which are state funded and not controlled by a Local Authority, and do not have to implement the standard teacher pay structure or PRP. The governing body is responsible for agreeing levels of pay and conditions of service with its employees, as well as policies for staffing structure, career development, discipline and performance management (DCSF 2008b). There are sparse research and evaluation findings that allow for closer examination of the merit and worth of this model. Other reforms to teacher training have been instituted in response to crises in the numbers recruited, as well as concerns about the quality of teachers being trained. In England, continuous professional development programs across the country, largely consisting of workshops and seminars, cannot clearly be linked to positive outcomes or impact for teaching and learning; further, administrators and policymakers need to understand that this area is key for raising standards and improving schools by providing job-embedded PD opportunities that target research-based practices in learning processes, pedagogy, and learning conditions (Opfer & Pedder, 2010; Hodkinson, 2006). Before incentives-based rewards structures can have meaning and be examined for areas of retention, recruitment, and improved student outcomes, training, development, and support need to be strengthened. Within the past couple of years, England has been focused on school leadership and identifying early leadership skills in teachers in order to build capacity sooner rather than later. The Future Leaders program seeks to identify outstanding teachers—teachers who believe that all children can learn, and who have the leadership capacity to move schools to higher performance levels. The program, which admits one out of ten applicants, looks for cognitive skills, interpersonal skills, resilience, integrity, and humility. The focus is on teacher development and instructional leadership. England also advocates for teacher engagement in the entire process - that if reforms are imposed without consulting teachers—and without making sure they understand them and have skills to carry them out—then such reforms are likely to be resisted by teachers.

Finland is not using incentives-based pay within its system of teacher performance evaluation and relies heavily on self and peer appraisal. Initial teacher preparation starts with clear standards that define what teachers are expected to know and to be able to do upon graduation from their teacher preparation program. In addition, high-performing countries make sure there are frequent opportunities for extended clinical practice under the supervision of master teachers. Finland emphasizes the development of a prospective teacher's capacity to diagnose learning problems quickly and accurately, and to apply a wide repertoire of potential research-based solutions. The attitude toward teaching as a profession is different in Finland compared to other countries. Finland citizens regard teaching as one of the more prestigious occupations available and have a teacher education system available only to the top students through Finnish universities. All teacher education programs lead to a five-year Master's and are grounded in research-based study accompanied by heavily supervised field experiences through specialized training schools. Teachers are not held accountable to preparing students for a state or national assessment; teachers are employed as experts and are expected to teach and test students using their own materials and methods. A recent interview with Finland's minister of education (Snider, 2011) notes that the government works seamlessly and in complete unison with teacher unions, of which every teacher in Finland belongs to. Minister Virkkunen says that teacher evaluation is based on "trust and cooperation" with findings used for "development". The importance of mutual trust between government, society, and teachers is a focus in Finland, where, over time, as teacher quality has increased, the Ministry of Education has devolved more and more authority to schools and teachers to make educational decisions within a broad national framework of goals. Trust is a key ingredient of successful education reform, but it cannot be legislated. It can be built only through constant consultation between all the stakeholders. Salaries and performance-based

incentives are not what draw people to the profession and there are no merit-based pay models. She credits success in Finland as measured by the PISA to the teachers and the following positive factors:

- Pre-service and in-service training
- Working conditions
- Respect for those entering the profession
- Low attrition
- Small class sizes and elimination of tracking
- Less time in the classroom compared to other countries

Bridgeport Student Achievement Work Groups reviewed the summary of findings and were asked to comment on the various strengths of models, weaknesses, commonalities to issues experienced in the United States, and the extent to which Bridgeport Public Schools could apply anything to its current teacher evaluation system.

To be completed prior to April 16, 2012 AERA presentation

- Strengths
- Weaknesses
- Feedback: Commonalities to US and what might work for BPS

Discussion – District Realities and International Models

At this point in our own investigation, there is not much we can draw from international of teacher evaluation systems and incentives models. We can confirm that other countries are indeed struggling with the same political contexts and measurements concerns that we have in the U.S.; other countries also indicate that the teaching profession is critical for ensuring the future successes of each nation. There are wide variations in the contexts of the countries reviewed, and that what works in one country or region may not be possible in another; further, the demographic make-up of districts, particularly those in urban settings, and state variations across educational standards in America are strikingly different from those countries we reviewed. There are indeed limitations regarding the extent to which we can make fair, equitable comparisons given these significant discrepancies of practice. As we move to a national framework for standards-based assessment, policies, and learning outcomes, we anticipate that comparisons within our own country will be easier to make (National Council on Teacher Quality, 2011). We believe the teacher evaluation system research is emerging and will eventually guide our district. However, we will continue to monitor research and evaluation studies that look globally at best practices in accountability and incentives systems, always ready to reflect on how we can improve from lessons learned. While it's an exciting time of change, we – as a district and as part of the Connecticut education reform experience- were eager to learn more about our own direction using international models of excellence to guide our thinking, the review of models raised more questions than provided solutions. The Organization for Economic Cooperation and Development's (OECD) Assessments and Conclusions report issued to the countries reviewed listed final recommendations that included blanket statements uniform for all concerning performance-based rewards, evaluation system development, and training of evaluators. OECD reminded the audience that there are variations in evidence and approaches with respect to rewarding teachers, incentives employed, evaluation criteria, evaluation system maturity, skills of evaluators, access to best practices, and contextual factors associated with teaching practices. While it's validating to see that just about every country preparing teachers and narrowing in on evaluations and incentives is grappling with the same issues as the U.S., and lack of available research, other thoughts came to mind:

- Who is OECD (as they are seemingly driving much of this international change), who is involved, and where does funding come from?
- How is PISA being incorporated into national curricula and international benchmark data?

According to the OECD website, "the mission of the Organisation for Economic Co-operation and Development (OECD) is to promote policies that will improve the economic and social well-being of people around the world. The OECD provides a forum in which governments can work together to share experiences and seek solutions to common problems. We work with governments to understand what drives economic, social and environmental change. We measure productivity and global flows of trade and investment. We analyse and compare data to predict future trends. We set international standards on a wide range of things, from agriculture and tax to the safety of chemicals". Decision-making power is vested in the OECD Council. It is made up of one representative per member country, plus a representative of the European Commission. American participation in the Education Committee is coordinated by the U.S. Department of Education. Karen Kornbluh was sworn in as Ambassador and U.S. Permanent Representative to the Organization for Economic Cooperation and Development in August, 2009.

Ambassador Kornbluh served as Policy Director for then-Senator Barack Obama from 2005-2008 and authored the 2008 party platform. Previously, she was Deputy Chief of Staff at the U.S. Treasury Department; Assistant Chief of the Federal Communications Commission's International Bureau; Director of the Commission's Office of Legislative and Intergovernmental Affairs; and economic policy advisor to Senator John Kerry. She began her career as an economic forecaster and management consultant to US manufacturing companies and has published numerous articles on economic policy in numerous publications including The New York Times, The Washington Post and The Atlantic Monthly.

Representatives of the 34 OECD member countries meet in committees to advance ideas and review progress in specific policy areas, such as economics, trade, science, employment, education or financial markets. The US has been a member since 1961. The Education directorate helps member countries achieve high-quality learning for all that contributes to personal development, sustainable economic growth and social cohesion. It focuses on how to evaluate and improve outcomes of education - to promote quality teaching and to build social cohesion through education. The directorate produces the annual Education at a Glance and the Program for International Student Assessment (PISA) that provides a direct assessment every three years of the levels of achievement of 15 year olds. The documentary movie, *Waiting for Superman*, makes the point that "Of 30 developed nations, America's school children are ranked 25th in math and 21st in science. "In almost every category we've fallen behind except one: kids from USA rank #1 in (self-) confidence." Data interpreted to come that led to this statement is drawn from the PISA assessment results.

This information needs to be part of an ongoing, international dialogue. We must advocate for international teaching communities coming together and sharing challenges and practices if we are to build our global society. Events like the International Summit on the Teaching Profession of 2011 need to occur more readily and be accessible to multiple, representative stakeholder groups. The Summit was convened by the U.S. Department of Education, the Organisation for Economic Co-operation and Development (OECD), and Education International, with partnership in the United States from the National Education Association, the American Federation of Teachers, the Council of Chief State School Officers, Asia Society, and the New York public television station, WNET. Participating countries and regions were invited based on high performance or rapid improvements as measured by the PISA. Since we are all struggling with these issues and the stakes are global in nature, we need additional opportunities to collaborate

internationally. At the Summit, it was expressed that in the United States, the evaluation system is widely seen as broken—consisting of “so-called drive-by observations of teachers, cursory evaluations with little actionable feedback”. In many districts, teachers do not believe that the principal has the expertise to evaluate teaching and learning, nor do they believe that professional-development support will be provided so that they can improve. Currently, there is a variety of experimental evaluation systems underway, including one developed by the American Federation of Teachers (AFT) that is taking place in 100 pilot districts. The AFT is trying to create a system that has clear standards for high-quality teaching, that ties together development and evaluation, and includes due process procedures. A number of key overarching lessons emerged from the Summit as follows:

- Significant change is possible when we consider cultural contexts, addressing attitudes toward the role of the teacher, and recognizing these influences on policy choices.
- Reform efforts must be part of a comprehensive approach and include all elements of teacher policy, curriculum reform, school leadership improvement, and be systemic in nature.
- Human resource development needs to be at the forefront from institutions preparing teachers through recruitment, retention, and advancement efforts.
- Recruitment and marketing are keys to promoting the teaching profession.
- Teacher evaluation systems must be fair, clear, balanced, and designed in ways that do not distort by using narrow measures of effectiveness.

New Directions

Currently in Connecticut, this topic area is the subject of a raised education reform billed called S.B. 24 and the state's application for an NCLB waiver. Raised bills in Connecticut also provide financial incentives for top college students to teach in our highest-needs districts. S.B. 24 also raises standards for professional and master certification by switching the focus from education credits and master's degree requirements to high performance in the classroom. The bill also provides incentives for educators to be part of the Commissioner's Network effort to turn around low-performing schools. S.B. 24 aims to help elevate the profession by ensuring that teachers receive and keep a license to teach based on evidence that they can do the job instead of verification that they have spent time in classes that may do little to improve their effectiveness. Unions were consulted in the development of S.B. 24. The system of teacher and principal evaluation guidelines was established outside of S.B. 24 by the PEAC, which included both teachers unions, and was approved by the State Board of Education. S.B. 24 builds from those unanimously approved guidelines.

New teacher and principal evaluation Connecticut guidelines were developed and unanimously approved by the Performance Evaluation Advisory Council (PEAC), which included both teachers unions and groups representing school principals, during the 2011-12 academic year. The PEAC met for nearly two years to develop these guidelines. Guidelines establish an evaluation system that includes student achievement as one of the measures for evaluation, but student achievement data will not make up the majority of evaluations. The guidelines include a four-tiered rating system for both teachers and principals: Below Standard, Developing, Proficient, and Exemplary. The guidelines do require student achievement *growth* to be included in evaluations (not absolute performance, as some have asserted). A valid measure of student achievement growth can help account for students who start the year well behind academically. Essentially, this system will allow us to answer the question “did a student, based on where she entered this grade level, make a year's worth of progress as we would expect?” There will not be a comparison of teachers who have lower-performing students to teachers with students who start the school year achieving at a higher level. In addition, state tests will only count for 22.5 percent of the evaluation for those teachers who teach a state-tested grade and subject. Other measures

will include classroom observations (40 percent of the final rating), peer and parent input (10 percent), whole school indicators and student input (5 percent), and other indicators of student learning not captured on tests (22.5 percent). Alternative student learning measures will be available for teachers who don't teach a tested grade and subject. This combination of measures is fair, sound and balanced. It will allow educators to demonstrate effectiveness in multiple ways that focus efforts where they should be: on student learning.

A teacher cannot unequivocally lose the right to hold a license, but can move in between the certification levels if his or her performance improves or declines significantly over time.³ Tenured teachers who, despite all the support offered under this proposal, do not improve their performances and lose their jobs and even their tenure will still not lose their licenses to teach in Connecticut. The fact is that under this bill, tenured and non-tenured teachers who receive a "below standard" rating and lose their employment would still hold an initial educator certificate, allowing them to seek employment in another district. The evaluation framework approved by the State Board of Education and developed by the PEAC provides several safeguards to ensure that one person cannot determine a teacher's evaluation rating, certification, or salary level. Evaluations will include a variety of components and objective data, including multiple student indicators (including but not limited to test scores), whole school student learning indicators or student feedback, observations of teacher performance and practice, peer review, and student and parent input. The principal evaluations will also include teacher input. Each component requires feedback from multiple sources and serves as a check and balance system. It would be nearly impossible for one single school administrator to arbitrarily determine a teacher's effectiveness or to try to "rig the system" to target a teacher unfairly. In addition, if a teacher is identified for dismissal due to consistently poor evaluation ratings, he or she will still have the right to file a grievance and have a due process hearing if he or she believes that the evaluation system was improperly or unfairly used. Finally, as noted above, teachers will not lose certification based on one or even multiple poor evaluation results. Even the most ineffective teachers will not lose their jobs unless the system in which those teachers work have given them the support and help that they need to improve their performance. The bottom line is that once Connecticut has an evaluation system that includes the factors agreed upon by the State Board of Education, arbitrary dismissal will become nearly impossible due to the regular documentation of performance and use of multiple performance measures by a variety of stakeholders. This bill preserves but reforms tenure by making it a meaningful designation based on an educator's ability to achieve and maintain high levels of job performance. Under the proposal, teachers could earn tenure as quickly as three years with two "exemplary" ratings or in up to five years with three "proficient" or "exemplary" evaluations. Once tenure is earned, teachers must earn three "proficient" or "exemplary" ratings every five years to maintain tenure. If a teacher loses tenure after failing to improve his or her performance, even after extensive support and professional development, he or she may still keep a job and will *not* lose his/her license to teach. The evaluation guidelines approved by the PEAC also include evaluation guidelines for principals. The PEAC guidelines, and the state model system that will be developed using those guidelines, will also hold administrators accountable for their performance and will provide support for both teachers and administrators so that they can be successful.

What is going on in Connecticut is also mirrored across a majority of states. Our hope is that policymakers, educators, and concerned citizens will focus on teacher evaluation as a way to ensure high quality teaching and to promote both professional development and reflective self-assessment. We advocate for credible tools and appropriate preparation of evaluators conducting the assessment of teachers and school-based staff. Further, we argue for time – time allocation for school leaders to observe and evaluate in meaningful ways, followed by targeted, rich dialogue about practice and professional growth. District level policies will need to be developed and

implemented to ensure this exchange can occur right and well, and that resources are allocated accordingly. We continue to struggle with definitions of quality and ways to measure it. The U.S. Department of Education is making teacher appraisal a large part of its current reform agenda, as a way to improve the quality of teaching and learning. To effectively improve student achievement, appraisal needs to be carried out in the context of more comprehensive approaches to teacher recruitment, training, and development. While evaluation, including measures of student achievement and growth, is controversial, there is much to learn in this area through experimentation and innovation.

References

Atkinson, A., S. Burgess, B. Croxson, P. Gregg, C. Propper, H. Slater and D. Wilson, (2004) Evaluating the impact of performance-related pay for teachers in England, Centre for Market and Public Organisation Working Paper.

Besley, T. and M. Ghatak (2003) Incentives, Choice, and Accountability in the Provision of Public Services, *Oxford Review of Economic Policy*, 19, pp. 235-249.

Besley, T. and M. Ghatak (2005) Competition and Incentives with Motivated Agents, *American Economic Review*, 95(3), pp 616-636

Besley, T. and Machin, S. (2008) Are Public Sector CEOs Different? Leadership Wages and Performance in Schools, Working Paper.

Borman, G., & J. V. D'Agostino (1996). Title I and Student Achievement: A meta-analysis of federal evaluation results. *Educational Evaluation and Policy Analysis*, 18(4), 309-326.

Brookings Institute. (2011). Passing muster: Evaluating teacher evaluation systems. Available at: http://www.brookings.edu/reports/2011/0426_evaluating_teachers.aspx

Connecticut General Assembly. (2008). Special Act No. 08-5: An act concerning the teaching of children with autism and other developmental disability. Retrieved 6/13/2011 from <http://www.cga.ct.gov/2008/act/Sa/pdf/2008SA-00005-R00HB-05590-SA.PDF>.

Connecticut State Board of Education Passage of Framework for Educator Evaluation (recommendations from the Performance Evaluation Advisory Council) – 2011: http://www.sde.ct.gov/sde/lib/sde/pdf/cert/peac/sbe_report_adoption_peac_evaluation_guidelines_2-10-12.pdf

Conroy, M. A., Sutherland, K. S., Snyder, A. L., & Marsh, S. (2008). Classwide interventions effective instruction makes a difference. *Council for Exceptional Children*, 40, 24-30.

Department for Children, Schools and Families (2008b) "Academies", <http://www.standards.dfes.gov.uk/academies/>

Department for Children, Schools and Families (2008c) Standards Site: Schools causing concern, <http://www.standards.dfes.gov.uk/sie/si/SCC/>

Devil in the Details: An Analysis of State Teacher Dismissal Laws (June 2010), Center for American Progress http://www.americanprogress.org/issues/2010/06/devil_in_details.html

Dunne, F., Nave, B., & Lewis, A. (2000). Critical friends groups: Teachers helping teachers to improve student learning. *Phi Delta Kappa Research Bulletin* (28).

Elmore, R. F., Peterson, P. L., & McCarthy, S. J. (1996). Restructuring in the classroom: Teaching, learning, & school organization. San Francisco: Jossey-Bass.

Eren, R. B., & Brucker, P.O. (2011). Practicing Evidence-Based Practices. In B. Reichow, P. Doerhing, D. Cicchetti, & F. Volkmar (Eds.) *Evidence-Based Practices and Treatments for Children with Autism*(pp. 309-341) New York: Springer.

Eren, R., & Kelleher, J. (2011, Spring) Frequency duration and supports: an often overlooked IEP requirement. *Autism Spectrum Quarterly*.

Freedman, S., B. Lipson and D. Hargreaves (2008) *More good teachers*, Policy Exchange, July 2008

Gable, R. K., & Wolf, M. B. (1993). *Instrument development in the affective domain* (2nd ed.). Boston: Kluwer Academic.

Gray, L., et al. (2010). *Teachers' use of educational technology in U.S. public schools: 2009* (NCES 2010-040). Washington DC: National Center for Education Statistics.

Guskey, T.R., (2000). *Evaluating professional development*. Thousand Oaks, CA: Corwin Press.

Hall, T. (2002). *Explicit instruction: effective practices report*. Boston: National Center on Accessing Curriculum.

Hodkinson, A. (2006). Career entry development profiles in England: A model of effective practice for the professional development of newly qualified teachers? *Journal of In-Service Education*, 32, 3, 287-300.

Hodgson, A., R. Minor, M. Pickett and D. Morgans (2007) *Survey of Teachers' Pay 2007*, ORC International for the Office of Manpower Economics

Holmstrom, B. and P. Milgrom (1991) Multi-tasking principal-agent analyses: Linear contracts, asset ownership and job design, *Journal of Law, Economics and Organisation*, 7, 24-52

Holmlund, H., S. McNally, and M. Viarengo (2008) *Research on the Impact of School Resources on Attainment at Key Stage 2*. Report prepared for Department Children, Schools and Families

Hoxby, C. (2000) Does Competition Among Public Schools Benefit Students and Taxpayers?, *American Economic Review*, 90, pp. 1209-38

Hoxby, C. (2003a) *The Economics of School Choice*, Chicago University Press: Chicago

Individuals with Disabilities Education Act Amendments of 1997, 20 U.S.C. Section 1400 et seq. (1997). Individuals with Disabilities Education Act Amendments of 2004, 11 Stat. 37 U.S.C. Section 1401. (2004).

Ingvarson, L., Meiers, M., & Beavis, A. (2005) Factors affecting the impact of professional development programs on teachers' knowledge, practice, student outcomes & efficacy. *Professional Development for Teachers and School Leaders*. Australian Council for Educational Research.

Joyce, B. & Showers, B. (1995). Student achievement through staff development (2nd ed.). White Plains, NY: Longman Publishers, USA.

Joyce, B. & Showers, B. (1996). The Evolution of Peer Coaching. Educational Leadership, March 1996 v53 n6 p12(5).

Kelleher, J., & Eren, R. (2010, Winter) Parent training and counseling: an under-utilized related service on the IEP. Autism Spectrum Quarterly.

Kedzior, M. & Fifield, S. (2004) Teacher Professional Development. Education Policy Brief. Vol 15 Delaware Education Research & Development Center.

Learning First Alliance. (2000). The state of education research. Accessed 6/14/2011 at <http://www.learningfirst.org/research>.

Little, J.W. (1993). Teacher's professional development in a climate of educational reform. Educational Evaluation and Policy Analysis, 15, (2), 129-151.

Martins, P. (2009). Individual Teacher Incentives, Student Achievement, and Grade Inflation. Atlantic Monthly. Available at: <http://ftp.iza.org/dp4051.pdf>

National Commission on Teaching and America's Future. (1996). What matters most: Teaching for America's future. New York: Author. Available online: <http://www.nctaf.org/publications/WhatMattersMost.pdf> (entire document); <http://www.nctaf.org/publications/whatmattersmost.html>

National Commission on Teaching and America's Future (NCATF). (1997). Doing what matters most: Investing in quality teaching. New York: Author.

National Council on Teacher Quality. (2011). State of the states: Trends and early lessons on teacher evaluation and effective policies. Available at: http://www.nctq.org/p/publications/docs/nctq_stateOfTheStates.pdf

National Reading Panel. (2000). Teaching children to read: An evidence-based assessment of the scientific research literature on reading and its implications for reading instruction. Washington, DC: Author. Available online: <http://www.nationalreadingpanel.org/publications/summary.htm>

National Staff Development Council. (2001). Standards for staff development. Available online: <http://www.nsdcc.org/library/standards2001.html>

New Teacher Project. (2010). The widget effect: Our national knowledge and failure to act on differences in teacher effectiveness. Available at: <http://widgeteffect.org/>

No Child Left Behind Act of 2001, Pub. L. No. 107-110, 115, Stat. 1425 (2002).

OECD (Organization for Economic Cooperation and Development). (2011). Building a high-quality teaching profession: Lessons from around the world. Available at: <http://www.oecd.org/dataoecd/62/8/47506177.pdf>

- Opfer, V. & Pedder, D. (2010) Benefits, status, and effectiveness of professional development for teachers in England. Curriculum Journal. Available:
- Rivkin, S. G., E. A. Hanushek, & J. F. Kain (2005). "Teachers, Schools, and Academic Achievement," *Econometrica*, 73(2): 417-458.
- Rockoff, J. (2004). "The Impact of Individual Teachers on Student Achievement: Evidence from Panel Data," *The American Economic Review*, 94(2):247-252.
- Sexton, D., Snyder, P., Wolfe, B., Lobman, M., Stricklin, S., & Akers, P. (1996). Early intervention inservice training strategies: Perceptions and suggestions from the field. *Exceptional Children*, 62, (6), 485-495.
- Solomon, L. & Podgursky, M. (2000). The pros and cons of merit-based compensation. Miliken Family Foundation. Available at:
http://web.missouri.edu/podgurskym/articles/files/Pros_cons.pdf
- Snider, J. (2011). An interview with Henna Virkkunen, Finland's Minister of Education. Hechinger Report. Available at:
- Timperley, H. (2008) Teacher professional learning and development. Educational Practices Series-18. Switzerland: International Academy of Education.
- Today's Zaman. (2010). Turkish national education finding its own way. Available at:
http://www.todayszaman.com/newsDetail_getNewsById.action?newsId=273893
- UNESCO. (2011). Education for All Global Monitoring Report. Available at:
<http://www.unesco.org/new/en/education/themes/leading-the-international-agenda/efareport/>
- U.S. Department of Education. (2008). IDEAdata.org
- U.S. Department of Education. (1998). Promising practices: New ways to improve teacher quality. Washington, DC: Author. Available online: <http://www.ed.gov/pubs/PromPractice/>
- U.S. Department of Education. (1999a). Reading excellence program. Washington, DC: U.S. Department of Education. Available online: <http://www.ed.gov/offices/OESE/REA/index.html>
- U.S. Department of Education. (1997). New skills for new schools: Preparing teachers in family involvement. Washington, DC: U.S. Department of Education.
- U.S. Department of Education, National Center for Education Statistics. (1998). Toward better teaching: professional development in 1993-94. Washington, DC: Author. Retrieved 5/2/2011 from <http://nces.ed.gov/pubs98/teaching9394/index.html>.
- Wagner, T. (2006). Change Leadership: A Practical Guide to Transforming our Schools. Jossey-Bass.
- Yoon, K. S., Duncan, T., Lee, S., & Shapley, K. (2008). The effects of teachers' professional development on student achievement: Findings from a systematic review of evidence. American Educational Research Association. Paper presented March 24-28 2008, New York