Teacher and Administrator Evaluation in Tennessee

A Report on Year 4 Implementation

Tennessee Department of Education | Policy Brief | May 2016
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Executive Summary

History & Context

The 2014-15 school year was the fourth full year of implementation of Tennessee’s comprehensive, multiple-measure, student outcomes-based, educator evaluation system. Successful implementation of educator evaluation was a key tenet of Tennessee’s historic First to the Top Act, which the General Assembly adopted with bipartisan support in 2010. The Year 4 report will summarize evaluation in Tennessee since 2011, provide an overview of 2014-15 implementation including the adoption of key changes, highlight three key levers that reveal strengths and challenges associated with evaluation, and provide a look forward.

The evolution of educator evaluation in Tennessee is based upon a three-pronged approach, which is to

- design an evaluation system that promotes educator effectiveness,
- support implementation while encouraging increased local ownership and flexibility, and
- foster continuous improvement and innovation.

In Year 1, the department worked to help districts implement the evaluation system with fidelity and focused efforts to gather feedback. These collaborative efforts ultimately led to key improvements in the structure and design of the evaluation process. This initial work resulted in landmark growth in student outcomes. In 2011-12, test scores in Tennessee improved at a faster rate than in any previously measured year.

In Year 2, perceptions of the evaluation process grew more positive. Evaluators reported being more prepared to conduct evaluations, and they believed that evaluation would improve their schools; however, challenges around evaluation components such as achievement measure selection, scaling, and scoring remained. Districts began to identify and implement more nuanced practices with evaluation. As the evaluation system continued to improve, so did results for Tennessee students. The high rate of student growth seen in the 2011-12 school year continued in 2012-13, with notable student growth across a variety of state and national assessments. The Nation’s Report Card identified Tennessee as the fastest improving state in the nation as measured by the National Assessment of Educational Progress (NAEP).

In Year 3, there was greater movement toward district flexibility with the State Board of Education’s approval of the first portfolio models. These models provided teachers in non-tested grades and subjects the opportunity to use classroom-level student data in the calculation of the level of overall effectiveness. Additional flexibility options included the use of student surveys for up to five percent of
the overall evaluation rating and the district option to allow teachers who score a level 4 or 5 on individual growth to use their individual growth score for the entirety of their level of overall effectiveness. In addition, eight Tennessee districts piloted the TEAM administrator rubric, which the state board subsequently adopted in 2014-15.

While Tennessee has experienced many successes, significant work remains. Educator evaluation in Tennessee will continue to build on this strong foundation to drive toward improved student outcomes. This work will require tremendous effort on the part of teachers and school leaders—and they are ready to deliver. Teachers are focused on improving their practice and value the evaluation process as a means to that end. While Tennessee teachers indicate that they feel more positively about evaluation than ever before and appreciate the support given, they desire time to collaborate with peers, greater access to high-quality resources, and more specific feedback about their own teaching practices. The Tennessee Department of Education is committed to meeting those needs by shifting the focus of evaluation to feedback and targeted improvement.

**Key Levers**

Three key levers that impact the effectiveness of the evaluation system, and ultimately educator and student growth and achievement, are:

| Lever 1 | Access to appropriate tools to support the implementation of a clearly defined set of effective practices that foster continuous improvement and growth |
| Lever 2 | Time and space to collaborate and improve |
| Lever 3 | Local opportunities for flexibility and innovation |

This report provides insight on the fourth year of implementation of Tennessee’s evaluation system and highlights how a statewide focus on the above three levers positively impacts teachers, administrators, and students across the state.
Year 4 Key Data Points

1. Generally, teacher and administrator attitudes reflect a belief that evaluation serves not only educators, but fosters improvement in student learning and outcomes. Sixty-three percent of teachers reported that the evaluation process leads to improvements in student learning. Similarly, administrators felt that the evaluation system served to improve school leadership and student outcomes. Eighty-five percent of administrators reported that evaluation will lead to better school leadership and 81 percent reported that changes in leadership brought about by evaluation can lead to improved student outcomes.

2. The positive attitudes of educators across the state extend beyond the goal of evaluation into its ability to foster professional growth. Eighty-six percent of administrators reported that evaluation helped them improve as professionals, while 88 percent reported that the evaluation criteria and indicators were appropriate for their school. This feedback indicates that administrators feel that not only are the criteria appropriate but also capable of yielding performance improvements. Likewise, 81 percent of teachers reported that evaluation helps them identify areas where they can improve. This improvement was notable, according to teachers, with 95 percent reporting that their performance improved over the past year.
3. Educators want feedback to improve, and they believe the evaluation process provides that feedback. Despite this belief, they still desire higher quality feedback, along with the time and space to work on areas of improvement. Administrators noted a gap in actionable feedback provided through evaluation. Eighty-six percent of administrators reported that the evaluation system clearly defined expectations, but the number of administrators who reported that feedback provided actual guidance on how to make improvements declined by 10 percent to 76 percent overall. For teachers, the need for improved feedback was even clearer: 71 percent of teachers reported that evaluation provided them with clear expectations for teaching, and 64 percent of teachers reported that the criteria were appropriate. Sixty percent reported that the instruments for measuring teacher performance were easy to understand. However, only a third of teachers reported that access to resources related to evaluation was adequate. This disparity highlights the need for a more systematic program to build teacher understanding of the evaluation process. The gaps in understanding and clarity surrounding evaluation, paired with the lack of evaluation resources, open up space for other feedback pathways.

Teachers

- 71% report that evaluation provided clear expectations for teaching
- 64% report that evaluation criteria were appropriate
- 60% report that the instruments for measuring teacher performance are easy to understand
- 33% report that access to resources was adequate

Administrators

- 86% report that the evaluation system clearly defined expectations
- 76% report that feedback provided actual guidance on how to make improvements in practice
4. Teachers value forms of feedback outside the evaluation system to a greater extent than evaluation itself, highlighting the need for improved feedback from evaluation. Seventy-two percent of teachers reported that their own professional judgment was very important, while 55 percent reported that collaboration helped them significantly. These higher percentages contrast with the 49 percent of teachers reporting that feedback received as a part of the observation process was important. Further, only 29 percent of teachers reported that last year’s summative evaluation scores were very important. These responses highlight a gap between the importance teachers place on formal evaluation in contrast with other feedback pathways.

5. The misalignment between TVAAS and observation scores for both educators and administrators in the state reinforces the need to strengthen observation practices and feedback. Ninety-three percent of teachers who scored a Level 1 on their TVAAS individual growth score received an average observation score that was misaligned, which is defined as a discrepancy of two or more levels. Further, 69 percent of Level 2 teachers were similarly misaligned in their observation feedback. This misalignment through higher observation scores may contribute to less effective feedback specific to a teacher’s practice. Aligning actionable feedback with a teacher’s practice may produce feedback of a higher quality that allows for teacher improvement.

Misalignment (+2 levels or more) by TVAAS score: Teachers

- Level 1: 93%
- Level 2: 69%
- Level 3: 28%
- Level 4: 1%
- Level 5: 8%

Similarly, misalignment is seen in administrator evaluation across the state. This misalignment is the greatest among administrators who received school-wide TVAAS growth scores of 1 and 2; 97
percent of administrators receiving a Level 1 TVAAS score received an average observation score that was misaligned by two or more levels. This misalignment decreases at Level 3 but increases again at Level 5. Nearly a quarter or more of all administrators at most levels receive an average observation score of at least two levels difference than the accompanying TVAAS score. Such widespread misalignment emphasizes the need for improved observation practices focused on improving areas of need. While increased focus on the misalignment in teacher evaluation has produced measurable impact, particularly at TVAAS Level 5, this data emphasizes the need to support administrator evaluation as well.

6. **While student results are generally improving, the rate of improvement needs to accelerate if we are to meet state literacy and college and career readiness goals.** In 2014-15, Tennessee students showed gains in math and science TCAP scores; however, reading scores declined from the prior year. Improvement across all high school End-of-Course exams, with small increases in English I and II scores, coincided with a slight upward trend in statewide ACT scores. Despite the increase in ACT scores from 19.3 in 2013-14 to 19.4 in 2014-15, the current rate of progress would need to improve if we are to meet the state’s goal of a 21 ACT average by 2020.

These points, as pulled from the 2015 Tennessee Educator Survey (see appendix) and current student and educator data, illustrate the need to study the contribution of each of the three key levers to the overall effectiveness of Tennessee’s evaluation system.
Lever One

Access to appropriate tools to support the implementation of a clearly defined set of effective practices that foster continuous improvement and growth

- Facilitate implementation of the Tennessee Teaching Evaluation Enhancement Act
- Increase communication around the purpose of teacher evaluation through various methods
- Focus on higher level competencies (e.g., instructional coaching, feedback) in recertification training
- Develop instructional resources that can be the foundation of actionable feedback
- Focus the Tennessee Academy for School Leaders (TASL) on higher level competencies including cognitive coaching and utilizing student work as a vehicle to provide feedback
- Launch TNCompass, Tennessee’s human capital database, to provide enhanced features which will allow evaluation effectiveness data to be analyzed in a myriad of ways in order to provide data-driven feedback and professional learning
- Provide an instructional supervisor rubric to support the vital role these educators have on school-based leaders and the practices that directly impact student achievement

The evaluation process can only be successful if the tools and practices within foster continuous growth. It is critical that scores, feedback, and professional learning systems create opportunities for improvement.

The TEAM evaluation model is used to conduct teacher evaluation in Tennessee. While some enhancements have been made to its observation rubrics throughout the years, they have largely served the needs of educators. The revised Tennessee Instructional Leadership Standards (TILS) served as a basis for the administrator evaluation rubric. The rubric defines a set of indicators and detailed descriptors that aim to provide a clear set of expectations to schools and districts. The rubric is designed to help instructional leaders develop the type of leadership practices directly related to substantial gains in student achievement. Moreover, the leadership practices embedded in the indicators and descriptors are largely tied to the indirect—but vital—role school leaders play in increasing student achievement.

The utility of these tools can be seen among administrators. Eighty-seven percent of administrators reported that the teacher evaluation instruments were clear, while 88 percent reported that evaluation criteria and indicators were appropriate in their schools. Additionally, 86 percent of administrators agreed that the TILS and corresponding rubric clearly define what was expected of them. Attitudes related to the appropriateness and clarity of the tools remained less positive for teachers than for their administrative counterparts. In 2014-15, 64 percent of teachers reported that the evaluation criteria were appropriate for their schools, while 60 percent reported that the instruments for measuring teacher performance were easy to understand.
These tools have supported the implementation of a clearly defined set of effective practices that foster continuous improvement and growth. Ensuring that observers are well equipped to conduct meaningful observations is critical in order for teachers receive the feedback they need to improve.

**Accurate Scoring**

The outcomes of evaluation—accountability and improvement—are dependent on having reliable and valid evidence about teacher performance and student learning. Misalignment between observation and individual growth quickly results in mixed messages for educators. The quality of feedback teachers receive is compromised by the presence of misaligned scores.

<table>
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<th>Observation Score</th>
<th>TVAAS Individual Growth Score</th>
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<tr>
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<td>1</td>
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<tr>
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<tr>
<td>3</td>
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<tr>
<td>5</td>
<td>821</td>
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<td>Total</td>
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As indicated by the misalignment data in Table 1, observation scores are not always clearly reflecting a teacher’s impact on student growth. Those teachers highlighted in orange demonstrate instances where the observation score was at least two levels different than the same teacher’s individual TVAAS score. This misalignment is most prevalent among teachers with an individual TVAAS of Level 1 or 2. Of teachers with an individual TVAAS growth score of 1, fewer than one percent were identified as Level 1 through the observation process. At the other end of the spectrum, teachers with an individual TVAAS growth score of five were only identified as such through observation 53 percent of the time.
Misalignment between observation and growth scores exists among administrators as well, as seen in Table 2. For those administrators with school-wide growth scores of 1 or 2, 97 and 69 percent (respectively) had observation scores misaligned with growth by at least two levels. Misalignment was not limited to these groups though; nearly a quarter or more of all administrators had observation scores of a difference of at least two levels in all score groups. Such data highlights the need to explore and improve the feedback provided to not only teachers but administrators as well. In spite of this mismatch, educators and students have shown growth. In order to meet Tennessee's ambitious goals, this growth must continue over the next several years.

**Feedback**

The avenues outlined in Tennessee's evaluation system for providing feedback include a pre-conference prior to announced observations, a post-conference following each observation, and a summative conference at the end of the school year. Among teachers, the response to the current system of receiving feedback was generally positive on the 2015 Tennessee Educator Survey.

- 71 percent of teachers said that evaluation provided them with clear expectation for their teaching
- 81 percent of teachers reported that evaluation helped them identify areas where they can improve
- 65 percent of teachers shared that overall, evaluation helped improve their instructional practices

While teachers responded positively about the impact of evaluation despite the high frequency of misalignment, many indicated the supports they received for instructional improvement were insufficient. A focus on improving the quality of that feedback will yield improved results for both teachers and students. Quality feedback sets the stage for creative and innovative instructional conversations.
Among administrators, the response to the current system of receiving feedback was very positive. Eighty-six percent of administrators reported that the current evaluation process helped them to improve as professionals, and 88 percent reported that the feedback they received was useful. Further, over 80 percent of administrators reported that the feedback provided allowed them to identify specific areas of practice for improvement. Despite its specificity, only 76 percent reported that feedback included actual guidance on how to make improvements in practice. While generally positive, it seems that administrators still feel there is need for feedback that is not just specific but actionable.

Administrators who responded to the Tennessee Educator Survey in 2015 reported the current feedback process provided useful information and facilitated changes to leadership practice within their schools. This opportunity for improved leadership could yield more opportunities to support teacher growth. Eighty-five percent of administrators reported that they felt the evaluation process will lead to better school leadership. Just under 90 percent of administrators reported that they changed their leadership practice due to the evaluation and feedback process. According to 81 percent of respondents, development of school leaders will positively impact teachers and student learning.

**Professional Learning Systems**

Effective professional learning begins with the commitment from administrators to provide opportunities for all teachers to grow in their careers. Customized professional learning to meet teacher needs is a critical component of this work. Fostering environments with high-quality, personalized professional learning systems for educators remains highly important for administrators. In 2014-15, school administrators reported that observation of teachers served as a moderate to large influence on professional development 90 percent of the time. Similarly, administrators reported that the overall effectiveness ratings of teachers were a moderate to large influence on professional development 88 percent of the time; the current evaluation system appears to serve as a strong tool used by administrators to develop professional learning and support systems for teachers. Additionally, 94 percent of administrators felt that input from teachers factored into the thinking and decisions around teacher development to a moderate or large extent.

Administrator feelings around the level of support provided by the state were generally very positive. Eighty-eight percent of administrators reported that state-provided leadership support was adequate or strong, including key information and guidance. Additionally, 88 percent of administrators reported that the materials provided by the state to support evaluation were adequate or strong. Further, 79 percent of administrators reported that the access to staff with expertise around evaluation was adequate or strong.
Teachers’ attitudes around the types of support provided to them as a part of the evaluation system, while still generally positive, were less positive than their administrative counterparts. Only 67 percent of teachers reported that the leadership support were adequate or strong, including key information and guidance, while 65 percent reported the same about the materials provided surrounding evaluation. Even fewer teachers, 62 percent, reported that the access to staff with expertise, including instructional coaches, was adequate or strong. Finally, 60 percent of teachers reported that the time provided in support of evaluation, including instruction and release time, was adequate or strong.
Teachers have identified the evaluation process as a means to improve. In fact, 81 percent of teachers report that the evaluation system led them to improve. This improvement is explicitly connected to the feedback they receive and the resulting professional learning systems that are developed. As a result, 95 percent of teachers reported that their performance improved over the past year. The time and space to collaborate and improve is a key lever in connecting teacher evaluation to improved outcomes and is regarded by teachers as a need. Only 33 percent of teachers reported adequate access to resources related to evaluation, and only 60 percent of teachers report having adequate or strong support for time related to the evaluation process. The support strategies below can provide educators with this needed collaborative space.

**Instructional Partnership Initiative (IPI)**

In 2014-15, the Educator Peer Partnerships (later called “Instructional Partnership Initiative,” or IPI) created a personalized professional learning approach that leveraged existing expertise within schools to help teachers improve their craft. Teachers in the same school were strategically paired based on complementary strengths and areas for growth on specific instructional practice areas. Partner teachers then identified goals, developed plans, and worked together throughout the year to strengthen their educational practice.
By allowing teachers this time and space to innovate, participating teachers were able to improve student scores, which included:

- TCAP scores that were six points higher in reading and seven points higher in math than the control schools
- Students of teachers with lower evaluation scores who participated in a partnership had TCAP scores that were 12 points higher on average than the scores of students taught by similar teachers in control schools

In addition, teachers’ evaluation ratings increased and their views of the evaluation system improved after participation in the IPI.

Based on these results, the department chose to expand the study to incorporate over 800 teachers in 33 districts across the state in 2015-16 and anticipates a future statewide rollout.

### Principal Peer Partnerships (P3)

To support improved leadership practices, the department developed the Principal Peer Partnership (P3) to provide a system of collaboration and support for instructional leaders and to engage administrators in reflective peer dialogue to improve leadership. Examples of activities included collaboration around individual action plans for evaluation refinement and observation of school
leaders engaged in some component of teacher evaluation. Initial reactions to P3 are encouraging, and a more robust implementation is planned for future years.

**Teacher Leader Network**

The department created the Tennessee Teacher Leader Network in the fall of 2013 to develop adaptable teacher leadership models for implementation in districts across the state. The network is comprised of highly effective, vertical leadership teams from districts representing the geographic, socioeconomic, and demographic diversity of the state. Using the Tennessee Teacher Leader Standards as the foundation, districts in the network collaborate with each other and with the state to build out and implement individualized teacher leader models.

As the third year of implementation comes to completion in 2016, the network thus far has included 28 districts and has reached over 320,000 students in 579 schools across Tennessee. See the appendix for a list of districts in the network.

**TEAM Coach Support**

Increasing the reliability of observation data improves the quality and accuracy of decisions made based upon this data. It is essential that evaluators’ judgments are accurate, actionable, and defensible. Along with site administrators and district personnel, eight TEAM coaches support the development of the administrators’ capacity in this crucial work. Through the triangulation and continual analysis of the multiple data points coupled with aligned coaching, TEAM coaches support and advance the comprehensive development of administrators as instructional leaders in teacher evaluation and development. Some of the coaching opportunities available through TEAM coaches include co-observations and scoring, administrative team norming, student work analysis, and data analysis for decision making.
As school leaders and teachers become increasingly comfortable with evaluation, more districts are taking advantage of flexibility to individualize evaluation at the district level. District ownership can take many forms, and most districts are already beginning to modify evaluation systems according to their own local contexts. Evaluation flexibility options fall into five main categories:

- Student Growth Portfolio Options for Non-Tested Grades/Subjects
- School Quality and Student Engagement Measures
- Individual Growth Override
- Alternate Models
- Flexible Observation Practices

<table>
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<th>Flexibility Option</th>
<th>Number of Districts Opting In 2014-15</th>
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<tbody>
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<td>Student Growth Portfolio Options for Non-Tested Grades/Subjects</td>
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<td>School Quality &amp; Student Engagement Measures</td>
<td>39 feedback only 4 evaluation metric</td>
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<tr>
<td>Individual Growth Override</td>
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<td>Alternate Models</td>
<td>19</td>
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<tr>
<td>Flexible Observation Practices</td>
<td>109</td>
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</table>

The student growth portfolio model is a flexibility option that districts may choose in order to support teachers in generating an individual growth score based on students' progress in a non-tested grade or subject. Currently, models are available in fine arts, physical education, and world languages. A pre-K and kindergarten pilot was completed in 2014-15 for model implementation in 2015-16.

The portfolio produces authentic student growth measures unique to an individual teacher's students. This teacher-driven work is scored by a peer in the same content area and provides embedded
professional development. Through video, audio, and still pictures of student work, teachers capture
student growth in real time. Educators using the portfolio growth models express increased
satisfaction with the evaluation process, as well as a renewed sense of purpose, connection, and
support for their work. Many educators also cite professional learning as an added benefit of
implementing the portfolio process.
Looking Forward

Teacher and administrator evaluation systems have the potential to promote the professional learning systems that lead to instructional improvements and increased student achievement. The department, in partnership with districts, will continue to develop and implement effective policies and strategies that provide schools and educators with the necessary tools, practices, training, and support to improve educator effectiveness and feedback crucial for improving outcomes for all students.
Appendix

Tennessee Teacher Evaluation Enhancement Act
In December 2014, the General Assembly passed legislation to adjust and improve Tennessee's teacher evaluation law; this action was based on the results of the governor gathering educator feedback regarding the TNReady assessment.

Data Sources
The department collaborated with Vanderbilt’s University’s Tennessee Consortium on Research, Evaluation and Development (TNCRED) to deliver a survey to all educators in the state with a valid email address in the state system. The survey covered the content areas of evaluation, school climate, roles and responsibilities, practices, and state initiatives. Nearly 60 percent of both teachers and administrators contacted responded.

Student Growth Measures – TCAP and Portfolio Measures*
Under Tennessee’s teacher evaluation legislation, 2014-15 value-added scores in comprise a numerical component of teachers' overall evaluation scores. Known as the Tennessee Value-Added Assessment System (TVAAS), this reporting is a powerful tool because it measures how much students grow in a year, and highlights student progress than solely considering their score on an end of year test. TVAAS allows educators to consider their students' achievement (their score on the end of year assessment), as well as their growth (the progress students make year to year).

For teachers who receive an individual growth score (often referred to as teachers in “tested grades and subjects”), value-added scores count for 35 percent of the final evaluation score. For teachers who do not receive an individual growth score (teachers in “non-tested grades and subjects”), the school's value-added score counts as 25 percent of the overall evaluation score. There are currently three levels of TVAAS scores available:

- **System-level TVAAS**: this is a one-year score
- **School-level TVAAS**: this is a one-year score used for administrators and teachers in non-tested grades and subjects
- **Teacher-level TVAAS**: this includes three-year trends where available
For educators in certain non-tested grades and subjects, portfolio models were available which generated authentic student growth measures through the production of video, audio, and still pictures of student work. Portfolio growth model scores have all the rights and the responsibilities of individual growth measures obtained through traditional testing, and they are treated with equal importance both in the evaluation process and with human capital decisions.


**Observation Scores**
Average observation scores were used throughout. For ease of analysis, a range was used to determine average observation scores. The following range was used to classify observation scores into a 1-5 category:

- 1 = < 2
- 2 = ≥ 2 and < 2.75
- 3 = ≥ 2.76 and < 3.5
- 4 = ≥ 3.6 and < 4.25
- 5 = ≥ 4.26 and ≤ 5.0

*Note: All information in the Student Growth Measures section above describe the policy landscape surrounding 2014-15 data in this report. This landscape has changed for 2015-16 data; see [http://www.team-tn.org/evaluation/statute-and-policy/](http://www.team-tn.org/evaluation/statute-and-policy/) for more information.*
Student Data

Grades 3-8 TCAP Performance
Percentage of Students Proficient and Advanced by Subject

Math
- 2013-14: 51.3%
- 2014-15: 55.6%

Reading
- 2013-14: 49.5%
- 2014-15: 48.4%

Science
- 2013-14: 63.6%
- 2014-15: 64.5%

High School TCAP Performance
Recent Growth in Percentage of Students Proficient and Advanced by Subject

Algebra I
- 2013-14: 62.4%
- 2014-15: 65.6%

Algebra II
- 2013-14: 47.9%
- 2014-15: 54.2%

Biology
- 2013-14: 63.4%
- 2014-15: 65.2%

Chemistry
- 2013-14: 37.7%
- 2014-15: 44.2%

English I
- 2013-14: 71.4%
- 2014-15: 71.8%

English II
- 2013-14: 63.4%
- 2014-15: 64.8%

English III
- 2013-14: 38.1%
- 2014-15: 41.7%
ACT Composite Scores Over Time

2012-13: 19
2013-14: 19.3
2014-15: 19.4
# Teacher Leader Network

<table>
<thead>
<tr>
<th>Participating Year</th>
<th>Region</th>
<th>District</th>
<th>Grades*</th>
<th>Schools*</th>
<th>Administrators*</th>
<th>Teachers*</th>
<th>Students (Average Daily Membership)*</th>
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