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Career Pathways, Performance Pay, and Peer-review Promotion in Baltimore City Public Schools

In the fall of 2012, Dr. Andres Alonso had much to celebrate about in his five-year tenure as CEO of Baltimore City Public Schools. High school dropout rates had declined by 55%; graduation rates had increased more than 10 percentage points; student performance had improved in nearly all subjects and grades; and the district had settled a 28-year-old federal lawsuit over special education services.¹ Alonso also oversaw the approval and implementation of an innovative teachers' contract with a jointly-governed four-tier career pathway that tied teacher pay and promotion to performance and peer review. The agreement was hailed as a "bold step to transform the city's schools" by American Federation of Teachers President Randi Weingarten.² U.S. Secretary of Education Arne Duncan commended Baltimore for "leading the nation in innovative contracts and making teachers real partners in reform."³

With the new contract, teachers could earn over \$85,000 a year by attaining "Achievement Units" and progressing through career "Pathways." Even early-career teachers could advance rapidly. Under the old contract, teachers could only reach that level of compensation with a doctoral degree and 25 years of experience. For some teachers, the contract brought a pay increase of 20%-30% or \$15,000-\$20,000 and all teachers in the district saw an average, immediate increase in salary of \$4500. The contract also established two unique joint governance structures to implement the contract. From the perspective of the Baltimore Teachers Union (BTU) and its President Marietta English, the contract gave teachers greater control over their careers and the opportunity to earn more money. Alonso saw the contract as a way to recruit, retain, and develop the best teachers for Baltimore City Public Schools (BCPS).

Nonetheless, Alonso was concerned about the future of the contract and the reforms it introduced. It took two votes before the teachers ratified the contract in November 2010. Since then, implementation had been laborious, complicated, and uncertain. Some teachers were losing patience with the process and there was an emerging group of vocal teachers dissatisfied with the changes. In addition, English was up for reelection as BTU President and this new contract expired June 30, 2013.

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Alonso and his team would have to begin negotiations with English and the BTU while the details of the current contract were still being worked out.

For Alonso and English, many questions would have to be answered in the coming months. Was the district making the transition to a contract that rewarded “engagement” in a career pathway rather than passive reliance on steps and lanes? Were the processes for earning Achievement Units and progressing through the pathways rigorous enough so that the contract wouldn’t default to the past practice where everyone moves up and earns more money? Were the joint governance structures established to direct and manage the career pathways, pay system, and peer-review process working effectively? How did the new system support the district’s underlying theory of change? Answers to these questions would not only inform the next contract negotiations, but would also have implications for the careers of Alonso and English, the lives of Baltimore’s 84,000 students, and the careers of nearly 6,000 teachers.

Background and Context

In 2007, Dr. Andres Alonso was named CEO of BCPS by the nine-member board appointed jointly by the mayor of Baltimore and the governor of Maryland. Before his arrival, BCPS had seen seven different superintendents in 10 years. Alonso came to BCPS with a varied career background. After earning a law degree from Harvard University, Alonso briefly practiced as an attorney before making a dramatic career change to become a teacher of English language learners and students with emotional disabilities in Newark, New Jersey. After holding this job for 12 years, he returned to Harvard to earn a doctorate in education. Alonso then served as deputy chancellor in the New York City Department of Education from 2003 to 2007, working closely with then-Chancellor Joel Klein.

In 2012-2013, five years into Alonso’s tenure, BCPS had 10,800 employees to serve over 84,000 students in nearly 200 schools. (See **Exhibit 1** for BCPS’ vision, mission and theory of change.) Of these students, nearly 85% were African American. Eight percent were White, 5.4% were Hispanic/Latino, 1% Asian, and 0.4% American Indian or Alaska Native.⁴ BCPS had a \$1.3 billion budget with 66% coming from the state, 18% from the city, and 13% from the federal government. Most of this budget (75%) was used to pay employee salaries, wages, and fringe benefits, while 10% went toward contracted services. The remainder of the budget covered utilities, equipment, materials, debt service and other expenses and charges. Although there were still improvements to be made, BCPS had seen an increase in student achievement under Alonso’s leadership. In 2012, 75% of fourth graders were proficient in reading and 80% in math according to the Maryland state assessment.⁵ Among eighth graders, 59% and 40% were proficient in reading and math, respectively (**Exhibit 2**).

One of Alonso’s primary goals had been to push resources to the schools through a weighted student funding initiative where funding followed students regardless of the school they attended. Under the system, every student was assigned a base amount of funding; additional money was allocated based on special education participation, free-or-reduced priced lunch eligibility, and performance on the state test. Since the 2007-2008 school year, BCPS had cut central office staff by one-third and principals were given more autonomy over their schools, including control of 80% of their budget.⁶ Support and accountability were delivered through 16 network teams and a complementary group of 16 executive directors, responsible for coaching and evaluating principals. Each network included specialists in curricula, special education, social services, family and community engagement, human capital, and data analysis. Network teams each supported 8-10 schools, grouped by school type and geography.

The 33 charter schools in Baltimore operated under an unusual relationship with the district. In Maryland the local school board was the authorizer, meaning charter schools fell within the jurisdiction of BCPS. Thus, charter teachers were represented by BTU, operated under the union-negotiated contract, and were usually compensated at the same levels as traditional district teachers. However, like all teachers, charter school teachers could choose whether to join the union and pay union dues. Charter schools were part of a separate network within BCPS and received the same services as other schools in the district.

Since 1978, the Baltimore Teachers' Union (BTU), an affiliate of the American Federation of Teachers, had represented teachers, related service providers, and support staff in BCPS.⁷ BTU was governed by a 21-member executive board that included President Marietta English and representatives from different school levels (e.g. elementary, middle, high schools) as well as members at large.

Negotiation of the 2010-2013 Contract

When negotiations began for the 2010-2013 contract, teachers in BCPS – like teachers in most districts in the United States – were compensated according to a traditional “step and lane” salary schedule, which paid teachers based on education and years of experience (see **Exhibit 3**). Teacher evaluation played no part in moving teachers up the salary scale and very few teachers were rated “unsatisfactory.” An evaluation of teacher quality in BCPS uncovered other problems.⁸ Only about half of Baltimore teachers were officially evaluated in 2008-2009 and the district had initiated the dismissal process for only about 20 tenured teachers (of approximately 4,400 total).⁹

There were also stark discrepancies in teacher pay between Baltimore city and its surrounding counties. Salaries for new teachers' in Baltimore were competitive, but as teachers proceeded through their career, their salaries quickly fell behind those of other districts. For example, teachers with a master's degree and 20 years of experience in Baltimore could earn \$10,000 to \$15,000 more if they moved to Prince George's or Howard Counties (**Exhibit 4**).¹⁰ These differences added up over time. Over the course a typical career, Baltimore teachers could expect to earn \$400,000 less than their counterparts in nearby Montgomery County.

The challenges facing BCPS reflected a national concern about increasing the rigor of teacher evaluation and aligning student achievement outcomes with teacher performance. In 2009, just as negotiations on a new contract in Baltimore were beginning, The New Teacher Project released an influential report, *The Widget Effect*, showing that few teachers nationwide received a negative evaluation.¹¹ Partly in response to this report, many districts began incorporating “value-added” measures into their teacher evaluation as a way to link teacher pay to student performance. Value-added measures combined students' adjusted pre- and post-test scores on standardized assessments to estimate students' learning growth over a specific period of time. The value-added calculation produced a score for all teachers comparing their students' growth to that of a typical teacher.¹² One district making changes to their teacher evaluation system at this time was nearby Washington, DC. The high-profile DC evaluation system, called IMPACT, combined four factors in teachers' evaluations – value-added student achievement data (35%), teacher-assessed student data (15%), principal and independent teaching consultant observations (40%), and administrator evaluations (10%) – to assess performance, award salary increases and bonuses, and promote teachers along a career pathway.¹³ The stage was set for big changes in Baltimore.

Laying the Groundwork

Pre-negotiation meetings between Alonso and English began in the late fall of 2009. Building on ideas from veteran teacher, Linda Eberhart, Executive Director of Teaching and Learning, Alonso proposed that BCPS replace its traditional salary schedule with a career ladder. The ladder would be designed in a way that allowed teachers to stay in their classroom, earn more money, and assume leadership roles in their schools. Eberhart summed up her idea as: “recruit the best, retain the best, and grow everyone into the best teachers.” For many teachers in BCPS, the pressure to leave the district or leave the classroom mounted over time. Brad Nornhold, a charter school teacher recognized as Baltimore Teacher of the Year noted, “So often teachers teach for 10, 15 years and jump to administration. I love teaching and wouldn't ever want to get out of the classroom, but there is a point when you have to think, ‘All right, I have a family now. Money has become an issue.’”

By building on the idea of compensating good teachers who stay in the classroom, Alonso and English defied the national trend toward so-called “pay-for-performance” models that reward teachers based on student achievement growth. In contrast, the foundation for contract negotiations was a pay and career model that emphasized development rather than student test scores.

Alonso also saw an opportunity for the district to align the contract with broader reforms. He explained, “I wanted to push this notion of teacher professionalism in a way that connected to the larger conversation about effectiveness. We wanted to pay effective teachers more than non-effective teachers. We wanted to make sure that teachers made more, faster.” At first, English was skeptical. Because the system being discussed was very different from salary scales in other districts, it raised many questions for English, including ones about equity. One BTU leader remarked, “Marietta was not sure about this. She wondered if this was going to be in the best interests of everybody.”

A New Approach to Negotiations

Bringing about major reforms in a contract meant taking a different approach to negotiations. In the past, contract negotiations reflected the traditional bilateral approach in which each side assumed a zero-sum game. Issues and demands were traded between parties in order to achieve incremental gains. As one member of the BTU negotiating team said, “Past negotiations were more like clean-up. Word crafting of the contract.” Another person familiar with past negotiations was more critical. “Negotiations under previous administrations were characterized by lack of trust and hyperbole. They were led by amateurs who wrecked things and couldn't make payroll.”

This time, though, things were different. When negotiations began in January 2010, the two sides used a problem-solving approach with a “win-win” orientation, which focused on core interests and mutual benefit. This approach had some notable trade-offs. As one BTU negotiating team member put it, “The negotiations were super, super long. And I mean just time, time consuming. It was building the plane and flying it at the same time. Before, we would have pieces in the contract that we would modify or adjust, and then we would add addendums to it. This was not an addendum.”

The salary scale served as the starting point for the conversation. BCPS did not have funds to build another layer of compensation into the contract to pay for effectiveness, so Alonso knew that they would have to be creative in finding resources. “I knew from the start that if we were going to be able to do this,” Alonso explained, “we were going to have to get rid of steps because there was not the money. Where were we going to get the resources in order to tie movement to effectiveness? It had to come from somewhere.” BCPS and BTU agreed to start with changing the salary scale, but they had different reasons for doing so: BTU wanted to shorten the number of steps on the pay

schedule so that teachers could reach the maximum salary more quickly; BCPS wanted to eliminate paying for master's degrees.

The negotiation team began by looking at surrounding counties and innovative contracts around the country. The recently approved contract in New Haven, CT – where third-party “validators” were jointly hired by the union and district to observe and evaluate teachers – became one model that the group reviewed.¹⁴ At the time, Alonso told BTU leaders that he wanted “New Haven plus.” According to Alonso, the initial reaction from BTU leaders was skeptical based on the anticipated cost of such a system.

Once Alonso had sketched out the framework for the contract and some of his non-negotiables, he stepped back from the day-to-day negotiations. He only reentered the discussions when they reached an impasse. As he explained, “I took myself from the negotiations because I felt that I carry too much authority. In order for there to be movement, I felt that I had to allow for multiple authorities in the room in a different way. I had to take away the possibility of there being a concentration of authority, Marietta on one side and me on the other.”

Addressing Doubts and Building Trust

After a few negotiating sessions, the participants expressed serious doubts about whether the proposed plan was financially sustainable. BTU members felt resigned to the low pay in teaching and had a hard time believing the district could make good on its promises for higher pay. Kenya Campbell, a member of the BTU Executive Board and the BTU negotiations team said, “I would frequently go home with great stories about my teaching experiences, the kids, and the special ‘ah ha’ moments that occurred. It was definitely my desire to teach that brought me into the teaching profession and not the money. Never in my wildest dreams could I ever imagine a classroom teacher making an \$85,000 salary.”

To address concerns and skepticism, BTU engaged the help of financial experts from the American Federation of Teachers (AFT). In what the BTU considered an unprecedented move, Alonso opened the BCPS budget to AFT financial expert Jewell Gould. In working with BCPS Chief Financial Officer Mike Frist, Gould learned that the district had \$80 million in one-time funds from state and federal sources that could be used to move people to the new system. By sharing financial spreadsheets, both sides were working with the same assumptions about revenue and expenditures. The collaboration provided important assurances for the BTU team. Campbell explained, “Our AFT expert was able to come back and reassure us by saying, ‘Things look good. This is what we’re going to be able to do.’ And I felt like that was phenomenal.”

But, it wasn’t until the very end of the negotiations that the majority of the BTU team fully bought into the proposals. At a special retreat, BTU leaders discussed the implications of the new pay scale and English was finally convinced that it was a good contract. She explained, “The contract replaces the conventional seniority system with a new career pathway that allows educators to determine the pace of their career advancement and associated salary increases. It also establishes a culture of collaboration and shared leadership.”¹⁵

Assurances built into the contract helped both sides feel comfortable with the final agreement. For example, Alonso agreed to certify that the changes would be implemented or the contract would revert to the old pay schedule. In addition, BCPS and BTU created joint governance structures through which both sides could continue talking, the policy-level Joint Oversight Committee and implementation committee, Joint Governing Panel. According to one BTU negotiating team member, “During negotiations, we talked about the Joint Governing Panel, that all of these ideas needed to be

put together by the people who were going to be benefitting. BTU professionals could see that they were buying into something that was not established by the City Schools.” BCPS Chief of Staff Tisha Edwards added, “The Joint Oversight Committee was created specifically so that you don’t have to feel like you have to negotiate everything. It creates space for ongoing collaboration.” In the end, trust-building and collaboration were critical components to successful negotiations. However, collaboration could sometimes be seen as a problem, especially when explanation to the BTU members was not clear. In particular, some union members worried that English had sold them out to the district.

Ratification of the 2010-2013 Contract

The completed contract went to BTU membership for ratification in October 2010. Members of both negotiating teams were excited, and Alonso arranged with principals to allow teachers time in school to vote. But as the voting got underway, some on the BTU side began to worry whether the contract would pass. The tone and chatter from their colleagues were not positive. Said Campbell, “Our membership turned out in extraordinary numbers to cast their votes, however, you could see the confused facial expressions, hear the skepticism, uncertainty, and questions being asked...You could see it, hear it and feel it.”

When the votes were counted, Campbell’s intuition was borne out: the members rejected the contract.¹⁶ It was the first time in anyone’s memory that a contract had been voted down. A member of the BTU Executive Board on the negotiating team remembered, “We were sitting there in a stupor. We just couldn’t believe it.”

Looking back, the consensus among the negotiating team members was that they had not left enough time for people to make sense of such sweeping changes. As Alonso said, “This was really radical in Baltimore and there had been no readiness. The reaction on the part of some people was, ‘This is insane. This is so different, there are so many components of it that are waiting for other things to sort themselves out.’” Campbell thought that perhaps there had been a lack of adequate communication by the union to ensure that employees understood what a new contract and pay scale would involve: “I feel like we were so excited about the fact that for the first time there was an opportunity for employees to be rewarded for the work that they do above and beyond normal duties and partake in a self-paced earning scale...we failed to make sure that our membership understood all details of the contract and how it would impact them.”

Alonso and English had similar thoughts on how to proceed. Alonso said, “I went out there immediately and basically said, ‘Okay, we’ll do it again, and I just want to make sure this doesn’t represent a divide. I understand what the membership is doing and it just means that we haven’t communicated well enough.” English added, “Even when there were stumbles...no one resorted to finger-pointing or harsh words; there was just a mutual commitment to make necessary changes quickly and move forward for the sake of the students.”¹⁷

In response, the BTU turned to the national AFT for support, bringing in a “blitz” team to help them communicate to members. AFT staff deployed BTU leaders to sit in teachers’ lounges at schools and answer questions. Said one BTU leader, “We really went out the second time and... we did our homework. They gave us a list of schools, I met with teachers during their lunch breaks, or I came after school, whatever was the best time of day for teachers.” The BTU wanted to send a message to its members that the contract was not about the money; it was about a fundamental change to teaching in Baltimore. Campbell explained, “We needed to move away from the old ways of thinking...the comfort zones. We now need to ensure that we are successfully taking charge of our

career advancement, consistently developing as professionals/leaders and demonstrating successful impact on children.” After a month-long campaign, a second vote was held in November 2010. The contract passed with 65 percent of the vote.¹⁸ In the end, there were no substantive changes to the agreement, just better communication about its content.

Details of the Contract

The career pathways system, known as the “Baltimore Professional Practices and Student Learning Program,” was detailed in about six pages of the new contract (**Exhibit 5**). The section introduced an entirely new vocabulary to Baltimore teachers and the broader education sector, but many of the details were left vague. Teachers could now progress through “intervals” within four “career pathways” – Standard, Professional, Model, and Lead – by earning “Achievement Units” and being reviewed by a “Professional Peer Review Committee” (**Exhibit 6**).¹⁹ Teachers earning 12 Achievement Units progressed one interval within a pathway. BTU would select Model teachers to form Professional Peer Review Committees, which would then assess teachers for promotion to Model and Lead pathways. In summary:

- Achievement Units (or AUs) were the “new currency” in the system and they could be earned through coursework, annual evaluation, professional development activities, contributions to student learning, contributions to colleagues, or overall contributions to the school and district (**Exhibit 7**). After accumulating 12 AUs, teachers moved up one “interval” (with its accompanying salary increase) within their current pathway. Pathways included 5 to 15 intervals.
- Teachers could move from the Standard to Professional pathways solely by progressing through intervals or by a review of the Professional Peer Review Committee (PPRC).
- However, in order to move from Professional to Model, teachers needed to elect to be reviewed by the PPRC. Once Model status was earned, these teachers would need to be reviewed once every five years in order to retain Model status.

The contract also established a process for allowing certain teachers into Model status without peer review. The “Alternative Option for Placement in the Model Pathway” awarded Model status to teachers with 10 years of service in BCPS, a Master’s degree plus 30 credits, and two proficient evaluations in the previous three years. Some of these so-called “grandfathered Models” would serve as the initial members of the PPRC.

Although the contract provided the broad-stroke outlines of the new system, it left the details, processes, and rubrics to two joint district-union committees: the Joint Oversight Committee (JOC) and the Joint Governing Panel (JGP). It was their job to make the transition between the long-standing standardized step-and-lane pay scale to one based on career pathways, AUs, and peer-review. The 10-member JOC panel included five members appointed by BCPS and five appointed by BTU. Both Alonso and English served on the JOC, and the group provided general oversight for the planning, development, and implementation of the contract. This meant defining the scope and goals of the system, identifying the types of activities and outcomes needed to prove effectiveness and justify increased compensation, and overseeing the process for membership in the PPRC.

The JGP included eight teachers – four appointed by the district and four by the union – who were to work full-time to generate the many guides, protocols, and rubrics needed to implement the contract. During the first year, this included defining what it meant to be a “model” teacher and then

designing a rubric and assessment process to select model teachers. They also needed to design rubrics to specify what types of activities could be exchanged for AUs. Unfortunately, no one had bothered to update the timeline for implementation after the first vote on the contract had failed. Alonso, English, and their respective leadership teams had lost over a month trying to ratify the contract. By June 30, 2011 – just seven months after final ratification – the contract stipulated that the following had to be accomplished: creation of the JOC, JGP, and their associated work flows (**Exhibit 8**); development and implementation of the rubric and peer-review process for the Model Pathway; and placement of *all* teachers on a Pathway for the 2011-2012 school year. In addition, the JGP also became the public face of the new agreement and was responsible for explaining it to teachers and other stakeholders. JGP member Brian Rainville recalled, “During the first year a lot of our energy went into public relations work. We held dozens of information sessions, hosted several town halls, attended innumerable school staff meetings. Our team had one calendar for project deliverables and a completely separate calendar for public relations work.”

Planning for Implementation

With the contract ratified, Alonso and English’s first move was to appoint members to the JOC. English emphasized continuity in her appointments. All BTU members of the JOC served in some capacity on the negotiating team including English, Justin Stone, an AFT staff member from the national office, and Loretta Johnson, an AFT Executive Vice President and former BTU leader. Alonso nominated only one person from the BCPS negotiation team to the JOC, CFO Michael Frist. Consequently, the group members had varying familiarity with the contract and had never worked together. It took some time for members to orient themselves to the challenging work of a joint governance committee.

Initially, the JOC agreed to meet once a month; members quickly realized they would have to meet every two weeks to meet the deadlines in the contract. These first few sessions were tense and not always productive. After several meetings, the JOC began working more effectively, aided in part by the common goals established by the contract. Stone described the early work of the JOC: “In many ways there was reeducation that had to occur around the intent and spirit of the contract goals. This has been a healthy, collaborative process and we referred back frequently to the contract – we had a common purpose, to implement the contract, and we were all working to make that happen.”

By January, the JOC had developed an application process for the positions on the JGP and appointed eight district and union members to the committee. Three of the four BCPS members came directly from the classroom and had entered teaching through alternative routes, two through Teach For America and one through the Baltimore City Teacher Residency program. Not all had positive views of the BTU prior to joining the JGP. Said one, “Before working on the JGP, it was my opinion that the union largely hurt kids and hurt principals and hurt schools, and also they hurt teachers.” On the BTU side, three of the four members served on the BTU executive board, including the Executive Chair Kenya Campbell. As the Executive Chair, Campbell was in a unique position of sometimes serving as English’s designee on the JOC when the BTU President was unable to make a meeting. Three JGP members served on the negotiating team for BTU and had experience in past negotiations. Two also sat on the state executive board of the AFT Maryland chapter.

To kick off the JGP, all members received copies of the contract, a timeline, and general directions to “build the career pathways out, determine the peer-review process, and establish AUs.” There were a lot of unanswered questions. Explained one JGP member, “What’s the structure of our work going to look like? Where do we sit in the building? And they literally had nothing.” The group eventually negotiated with the school police department for a small windowless office that was a

former utility closet to serve as an office. But, the real challenges of working together were just beginning.

Working Together

Members of the JGP understood that being appointed by two different organizations brought with it differing interests and understandings. In their first few working sessions, the group tried to head off potential conflict by setting some broad ground rules for working together as a team and doing what was best for students and teachers. However, collaboration between the district and union-appointed members had an uncertain start. “We’re a team that has two different bosses,” said one BCPS-appointed JGP member, “and there are days when I really feel like we’re not working as a team.” A BTU-appointed member explained:

It’s difficult because we were appointed by two different parties. I’m just pro-union. I don’t shop at Wal-Mart. I don’t cross picket lines. So it’s not just education. It’s not just BTU. So that’s just me and my personality, and how I was raised. They were appointed by the district, it’s their job to promote the district’s – I’m not gonna say agenda, but maybe wishes. And so this job is like negotiations every day. That’s what it’s like.

The difficulty of the work was intensified by the varying levels of understanding about the underlying principles of the contract. Some district-appointed members felt the need to overcome a lack of experience in the contract negotiations and past connections with members of the JOC. “We had to be very strategic on how we presented ideas to our initial entire JGP team,” explained a BCPS JGP member. “So, if it was criteria for a model, one of us would present it, and then the others would poke holes in it so it didn’t seem like we were talking behind closed doors, even though we knew that they were. At first, it was this most hostile, unpleasant environment.”

After several weeks of conflict, the entire JGP attended an offsite retreat to work out differences. There, the members developed protocols and norms for working together. They also addressed concerns that some members were only expressing the demands of leadership and not their own opinions, or those of the teachers in the district. JGP members agreed that they needed to be candid about whose view they were expressing. As one BTU-appointed member explained: “If it came from Tisha* or if it came directly from Marietta, say that, because in the end, when we go to the JOC, it shouldn’t be the first time that they see it.” The retreat helped moved the group forward. “You know the whole group dynamics of like norming storming? We stormed for a long time,” reflected one JGP member. “It was just at the point where, if we would’ve stormed any more, we probably would’ve killed each other or quit.”

Developing the Model Pathway

One of the most consequential projects was to develop the Model Pathway. The JGP started by brainstorming the characteristics of a Model teacher using a simple question as a guide: “What does an excellent teacher do in the classroom every day?” As they listed out the qualities on a whiteboard, members challenged each other about whether the bar they were setting was too high or too low. As one JGP member said, “There was a lot of going back and forth about what was rigor, what should be included, what shouldn’t be included.” Sometimes disagreements emerged along BCPS and BTU lines. Some district-appointed members felt the definitions of the Model teacher needed to be more rigorous. “This might be my bias,” a BCPS JGP member asserted, “but the union’s definition of a model was not as rigorous as what the city had wanted.” Yet, there were also concerns that the

* Tisha Edwards, Chief of Staff, had direct responsibility over implementation of JGP

people in the room, many award-winning teachers themselves, were setting unrealistic expectations. A BTU-appointed JGP member explained: "We had to ask the question: 'Did you do this every day in your practice? Is this realistic?'"

The JGP finally settled on a definition of a Model teacher (**Exhibit 9**). Members then had to begin what one member described as the "painful learning curve" of developing a rubric to measure those characteristics. The group learned more about BCPS's own efforts in developing a new approach to teacher evaluation, the Instructional Framework. There was some initial tension about whether to base the Model Pathway rubric on the Instructional Framework (**Exhibit 10**). Some members of the JGP viewed the Career Pathways as being distinct from the evaluation. They considered the evaluation an assessment of acceptable performance and the Pathways a means for recognizing outstanding teachers. As one JGP member said, "The Pathway system is about peer-review for promotion, not evaluating your basic competency in your work. It's about evaluating excellence." There were other reasons the JGP kept the Model Pathway rubric distinct from the BCPS Instructional Framework teacher evaluation. JGP members did not want to put teachers serving on the Professional Peer Review Committee (PPRC) in the position of determining whether their peers would continue to be employed by the district. Finally, and most importantly, the Instructional Framework was based on the state's teacher evaluation model, which had not yet been fully developed.

Despite some lingering concerns that teachers would now have to know two rubrics, the JGP proposed to create a unique Model Pathway rubric, which received full support from the JOC. The group moved forward and created a rubric with four domains - Learner Achievement, Instruction, Developing as a Professional, and Leadership - and 14 indicators on a three point scale (**Exhibit 11**).

Next, the group had to determine how teachers would demonstrate proficiency. A key question for the JOC and JGP was how BCPS could assess the performance of teachers with limited resources, particularly in the domain of instruction? The discussion quickly turned to whether teachers' instruction would have to be observed in some way to achieve Model status. Neither the JGP nor the PPRC had the capacity to conduct in-class observations for the large number of likely applicants. Some members of the JGP thought that videotaping teachers' instruction offered the next best alternative.

But, there was strong opposition from BTU representatives to forcing teachers to videotape themselves. As one BTU JGP member explained: "We did not want teachers to have to jump through hoops and put on a dog-and-pony show to become Model teachers." There were also concerns that some teachers did not have the skills or comfort level with being videotaped. At the same time, some district-appointed members of the JGP felt that videotaping was the only reasonable way to assess a teacher's performance in the classroom. As one member said, "And we thought, you know, you can't tell how good a teacher is unless they actually see that teacher in action."

The issue finally came to a head at a JOC meeting when a JGP member on the district side "went rogue," as a colleague said. The individual passed out a one-page summary of research supporting the use of direct or video observation (**Exhibit 12**). The norm had been that the JGP presented to the JOC as a united group, suggesting that the research was coming from all members of the JGP. Although, the research presentation created some problems internally for the JGP, the JOC eventually decided that teachers would have to submit a video of their practice for the Model Pathway.

For some, the use of video ensured a level of quality control. As one PPRC member said, "The video submission can't be faked, you know? You can see the rapport, and you can see the classroom

management, and you can see whether somebody's just winging it." A JGP member agreed: "It's hard to fudge it. It's hard to fake it."

Implementation and Ongoing Adjustment

Through the summer and fall of 2011, BCPS implemented a pilot process for the first cohort of teachers to apply for the Model Pathway. Candidates initiated their applications by attending an informational meeting and then submitted an online "Profile," which included a 45-90 minute video of their teaching, samples of student work, lesson plans, and student data. JGP members assigned the Profiles to teachers on the PPRC, who reviewed the applications and assigned scores. Applicants had to receive 80% or better on the rubric as scored by three PPRC members to achieve Model status; those receiving between 75%-79% were offered an opportunity to interview with the JGP.

Matching applicants' profiles with PPRC members who would review their work was one of the more difficult aspects of the process. BTU ran the entire selection process for the PPRC, and in the pilot phase, all members were drawn from the pool of 500 or so grandfathered Model Pathway teachers. With technical support from union leaders in Toledo, BTU selected 110 Model teachers to serve as PPRC members and gave them training about how to score videos and components of the application in a consistent manner.

Recruiting additional PPRC members was also challenging. While serving on the PPRC was one way to fulfill the expected additional roles and responsibilities of teachers on the Model Pathway, the process for recertification had yet to be developed. Beyond the expectation that serving on the PPRC would ensure renewal of Model status in five years, there was little external incentive for teachers to serve in this role, which required a large investment of time. As one member of the JGP said about finding people to serve on the PPRC, "I don't have a carrot and I don't have a punishment. So, it's all about gentle nudging and prodding."

In the pilot phase, over 1000 teachers initiated an application by attending the first information session. By the deadline in November 2011, 341 teachers had submitted complete Profiles. Of this group, 100 scored 80% or better on the rubric and were promoted to the Model Pathway (**Exhibit 13**). In the second and third rounds of application 132 and 66 teachers submitted Profiles, respectively.

The promotion to Model Pathway brought a huge increase in pay and recognition for years of hard work in the classroom. For some, it provided the incentive to remain in education and in the classroom teaching. One teacher had plans to leave for a neighboring district where his family had settled, but decided to stay after seeing a \$20,000 increase in pay after attaining Model status. "I also had a plan to leave the district, and in fact, the salary was a major factor in me staying. I will also say that, yeah, it's what has kept me in Baltimore City."

For charter school teachers, the pay increase sometimes created tensions between charter operators and the district. In-district schools were credited by the district with the average, not actual, teacher salary for each teacher. Charter schools paid the actual salary of their teachers. Thus, charter school teachers moving to the Model Pathway could make a significant impact on their school's budget, particularly if a group of teachers moved at the same time. There were even reports that some charter school principals were actively discouraging teachers from applying to the Model Pathway. The unintended consequence was that some charter teachers applauded the new contract, even though it went against the interests of their principals. As one charter school teacher said, "I think the teachers actually prefer being union members. As teachers, we're all really excited about the Model Pathways idea."

Role of principals

When English, Alonso, and their respective teams imagined and developed the Career Pathway system, they believed the Model teacher would take on a leadership role in the school, such as mentoring new teachers, coaching struggling teachers, facilitating professional development for the school, or supervising student teachers and interns. This required principals and Model teachers to have a common understanding of the Model Pathway. But, communication with principals about the contract and its details was sometimes insufficient. Teachers had chosen to apply for Model status and principals had little input on the selection process. As one JGP member explained, “The principals had not bought into this idea of model teachers,” said one JGP member. “They feel like their voice is not taken into account.”

The onus of clarifying the Model teacher’s role with principals often fell on the teachers who had been promoted to the Model Pathway. A teacher recounted the conversation with his principal after earning Model status: “I think there was some confusion at first but we actually sat down and said, you know, ‘Here’s some things I would love for you to help. How do you feel about helping out?’” Not all conversations were as productive. A JGP member said: “Some principals see this as, ‘Oh, this is another person that I can get to do things with and I don’t have to pay,’ which depending on the school, depending on the principal, depending on the staff, you can have that outlook, and I have some principals who work their Models to death.” Chief of Staff Edwards summarized the problem:

[It’s] Good for us [that] principals don’t have to vote on teacher contracts. Because if they did, we might have a problem. They have concerns about the contract, and balancing teacher voice, teacher empowerment, teacher engagement, and still understanding administrator supervision rights within the context of the contract principles. There’s a tension there—which is understandable.

Ongoing Adjustment

More than two years after ratification, some pieces of the contract had not yet been implemented. Although Alonso, English, and their leadership teams had anticipated that implementation would be challenging, they underestimated just how much time it would take. Making joint district-union decisions meant finding creative solutions to reconcile seemingly contradictory interests. Chief of Staff Edwards explained how the collaborative approach simply takes more time: “You have to get buy-in because it is 50/50 representation of management and the union, and then you have to get all of your systems to be able to complement the policies that you’re creating in this project team.” Edwards characterized the difficulty of this work:

It’s like introducing new currency. That’s how you have to think about it. We know what a one, a five, a ten, a 20, a 50, 100 represents in our monetary system. We understand the value of a penny, a nickel, a dime. What do we do if someone introduces a new coin of new value into our monetary system? Lots of things have to change for that to have meaning across the country, for it to be recognized and to have a value associated with it.

Unfortunately, delays and challenges in implementing the contract were beginning to jeopardize its sustainability. A small but vocal group of related service providers – psychologists, social workers, audiologists, physical therapists – thought the Model pathway and AU processes were not appropriate for their positions. They pointed out confidentiality and logistical issues, and said that the Model rubric did not align to specific job descriptions for each related storage provider. The concerns illustrated some teachers’ ongoing doubts about the validity of the Pathway system. As one Model status teacher said, “You can’t deny that you can be a really strong teacher and if it’s not

packaged in a way that's seen as effective in the tool, if you don't fit through that filter, we're not identifying the most effective teachers."

The district and union also still had to define the Lead Pathway, and develop a rubric and process by which teachers could attain it. One vision for the role was that every school would have at least one Lead Pathway teacher who would be the instructional and academic leader on campus. The JGP had developed an initial proposal, but the JOC had decided to take over that work because of the promotional nature of the role. Finally, despite assurance from Alonso and financial experts at the AFT that the contract was financially sustainable, some teachers were skeptical that the district would be able to continue to support the higher salaries as more teachers earned Model status. For BCPS, the greatest concern was not about compensation, but about the additional costs of benefits and pensions. As Edwards emphasized:

The sustainability is not about salary, we tried to make management's focus about calibrating the district to standards of effectiveness and the alignment of teacher salaries accordingly. Our current concerns are more related to rising benefits and pension costs, those long-term organizational costs are threatening most businesses. It's the other long-term costs associated with labor that we have to work together to figure out.

Onward and Upward

With the contract set to expire on June 30, 2013 and a BTU election approaching, Alonso and English wondered how to approach renegotiations. One option would be to plan for a one-year renewal to give more time to implement the remaining pieces of the contract. They could also open up broader discussions, try to fix some of the more pressing problems in the contract, and codify decisions that had already been made by the JOC and JGP. There was still much work to do and many challenges remained. But, overall, the teachers in the district seemed to view the contract as a positive step forward. "There's been a lot of things in the school system that have not worked very well," explained one teacher, "and this is one of the very few things that I have seen that has worked." English agreed that teachers had gained a lot from the contract:²⁰

The contract is historic and groundbreaking. Our teachers and students continue to make gains in the classroom. We believe that we can further improve teaching and learning in Baltimore City Public Schools by allowing our teachers to be leaders in their classroom and school, as well as being involved in their own professional development. This contract is going to take Baltimore City to the next level. The contract provides new opportunities to enhance the teaching profession, to impact student learning, and most importantly, this allows teachers to have some real input and a voice in how they advance in their careers.

To Alonso these benefits would shape the future success of the BCPS, "We put a structure in place to channel the work and the future. It is a mechanism for changing the culture through the people. We want teachers to be deeply engaged."

Exhibit 1 Baltimore City Public Schools Vision, Mission, and Theory of Change**Vision**

Accelerating the academic achievement of all students, in partnership with the entire community to ensure that students have the attitudes, skills, and proficiencies needed to succeed in college and in the 21st century global workforce.

Mission

To accelerate student progress through effective implementation of the Master Plan, focusing on quality instruction, managing systems efficiently, and sustaining a culture of excellence.

Theory of Change

If resources are in the schools and

- School communities have autonomy over those resources
- Those resources are allocated transparently and equitably
- The district office provides guidance and support to schools and holds them accountable for student achievement

...then school communities will make the best possible decisions to meet their schools' needs and student achievement will increase.

Source: Baltimore City Public Schools.

Exhibit 2 BCPS Student Achievement Growth vs. State Average Growth 2006-2012,

Percentage of Students Testing Proficient or Advanced

	2006	2007	2008	2009	2010	2011	2012	Compound Annual Growth Rate
Baltimore Grade 4 Reading	65%	73%	81%	78%	76%	73%	75%	2.4%
Maryland Grade 4 Reading	82%	86%	89%	87%	87%	89%	90%	1.6%
Baltimore Grade 8 Reading	39%	44%	49%	62%	62%	61%	59%	6.9%
Maryland Grade 8 Reading	67%	68%	73%	80%	80%	83%	81%	3.2%
Baltimore Grade 4 Math	63%	73%	80%	83%	84%	79%	80%	4.1%
Maryland Grade 4 Math	82%	86%	89%	89%	90%	90%	90%	1.5%
Baltimore Grade 8 Math	22%	24%	28%	39%	39%	35%	40%	10.6%
Maryland Grade 8 Math	55%	57%	62%	66%	65%	66%	69%	3.9%

Source: Adapted from Maryland Department of Education, "2012 Maryland Report Card: Baltimore City Schools," <http://www.mdreportcard.org>, accessed January 2013.

Exhibit 3 BCPS Traditional Salary Schedule in Use 2010-2011 School Year

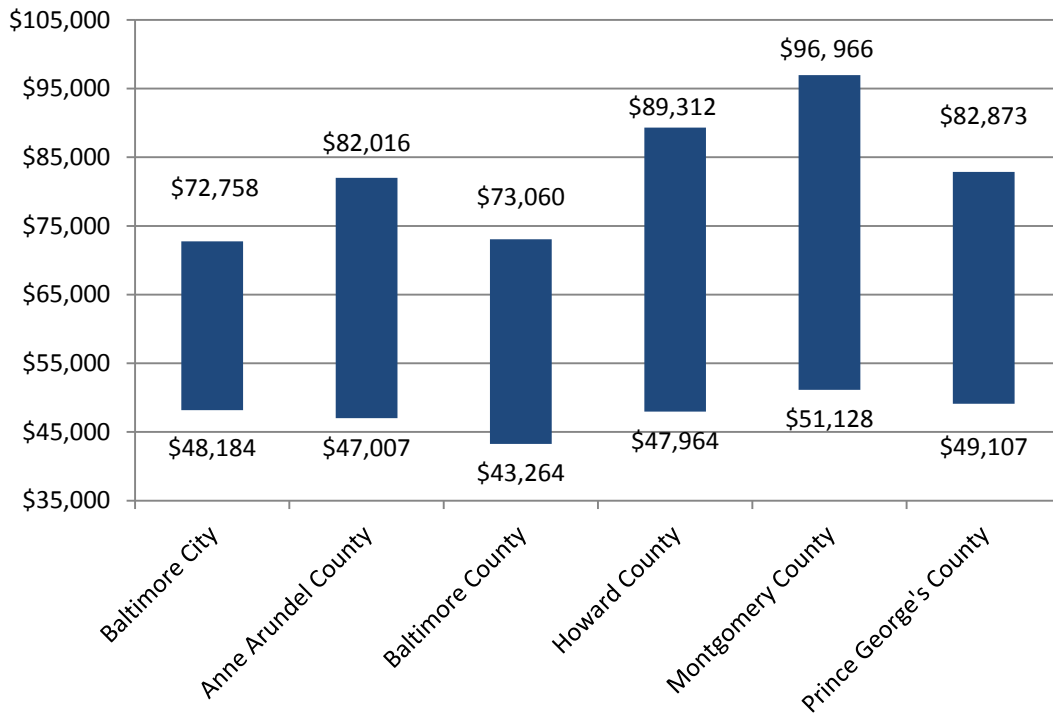
Prior to the new contract, BCPS used the traditional “step and lane” salary schedule below to pay teachers. The “lanes” are associated with levels of education and the “steps” with years of teaching experience. For example, a teacher with a master’s degree and 12 years of teaching experience would earn \$62,098 in the salary schedule. The standardized step and lane salary scale is omnipresent in public school districts. Even districts that awarded pay bonuses for performance still used the standardized pay scale as a base. The only other large district that had eliminated the traditional pay scale was Denver Public Schools, which used a cafeteria model of options that teachers could choose to earn more.

Step	Bachelor’s Degree	Master’s or Equivalent	Master’s + 30 Credits	Doctorate
1	41,951	44,570	47,112	49,664
2	42,881	45,704	48,348	50,953
3	44,292	47,421	50,208	52,825
4	45,716	49,148	52,085	54,714
5	47,155	51,135	53,974	56,619
6	48,463	52,650	55,880	58,541
7	49,483	54,428	57,801	60,481
8	49,997	56,216	59,740	62,437
9	50,741*	58,516	62,217	64,960
10		59,688	63,449	66,247
11		60,881	64,706	67,558
12		62,098	65,988	68,896
13		63,340	67,292	70,260
14		64,607	68,626	71,651
15		65,899	69,984	73,070
16		67,216	71,368	74,515
17		68,560	72,783	75,992
18		70,113	74,486	77,498
19		71,354	75,694	79,031
20		72,758	77,193	80,595
21		74,213	78,738	82,208

*Maryland’s teacher certification process requires teachers to earn a master’s degree or equivalent by their 10th year teaching.

Source: Baltimore City Public Schools.

Exhibit 4 Pay Step Ranges for BCPS and Surrounding School Districts in 2009-2010 School Year, Master's Degree Lane



Source: Adapted from National Council on Teacher Quality. (2011). "Building Teacher Quality in Baltimore City Public Schools," http://www.nctq.org/p/publications/docs/nctq_baltimore_teacher_quality.pdf, accessed January 2013.

Exhibit 5 Excerpts from the 2010-2013 Teachers' Contract**5.2 Baltimore Professional Practices and Student Learning Program (BPPSLP) and Compensation for 2011-2012 and 2012-2013 School Years**

The Board and the BTU believe that the BPPSLP will encourage teacher and staff leadership, give teachers and staff decision making responsibilities and reward teachers and staff for the valuable work they do.

New Career Pathways

This Agreement introduces a number of new terms. Career Pathways are called Standard, Professional, Model and Lead. Interval is the term used to describe movement on the pay scale within a Career Pathway. Each Career Pathway has a number of intervals. Achievement Units (AUs) describe the knowledge and skills that are necessary for an educator to move up the new pay scale. When educators accumulate 12 AUs they move one interval along a Career Pathway.

The BTU will co-develop and facilitate the various components of the BPPSLP. It will take a period of time to develop the BPPSLP, prepare it for implementation, and create a research base and body of evidence upon which the Program will improve professional practices, increase student learning, and increase career acceleration and opportunities.

Therefore, prior to June 30, 2011, the parties agree to establish the following:

- Demonstration of administrative capacity to implement the concept
- Development of an infrastructure to implement the concept
- A series of benchmarks that must be met in order to implement the concept including:

A. Joint Oversight Committee

There shall be a Joint Oversight Committee to provide oversight of all planning development and implementation of the BPPSLP. The committee will be composed of 10 members, 5 appointed by the Board and 5 appointed by the Union which shall include the CEO, the BTU President, and their designees, which must meet within 30 days of ratification of the Agreement. The committee will, among other things:

- Define the full scope and objectives of the BPPSLP
- Assess the needs of the district for programs needed by students and the capacity of the professional staff to meet those needs
- Identify educational and professional activities that need to be engaged in by staff, evaluated for effectiveness, and to serve as a basis for compensation decisions
- Create and oversee a system for ensuring reliability and validity of evaluations conducted by principals including, but not limited to observations of teaching to ensure inter-rater reliability.
- Determine whether there are worksites that have experienced significant change in the proportion of teachers receiving lower evaluations as compared to the previous school year. If so, an investigation shall be conducted including the examination of the evidence used in reaching the

decisions. The investigation shall be conducted by representatives appointed by the CEO and the President of the Union.

- Create and oversee the process to select members to Professional Peer Review committees, designate their responsibilities, and provide general operating oversight of their work. Teachers will apply to the President of the BTU consistent with the application process developed by the Joint Oversight Committee to serve on Peer Review committees.

- If necessary, create subcommittees including but not limited to a subcommittee to ensure that peer reviewers are within the same subject area and grade-level configuration (e.g. elementary, middle, and high school).

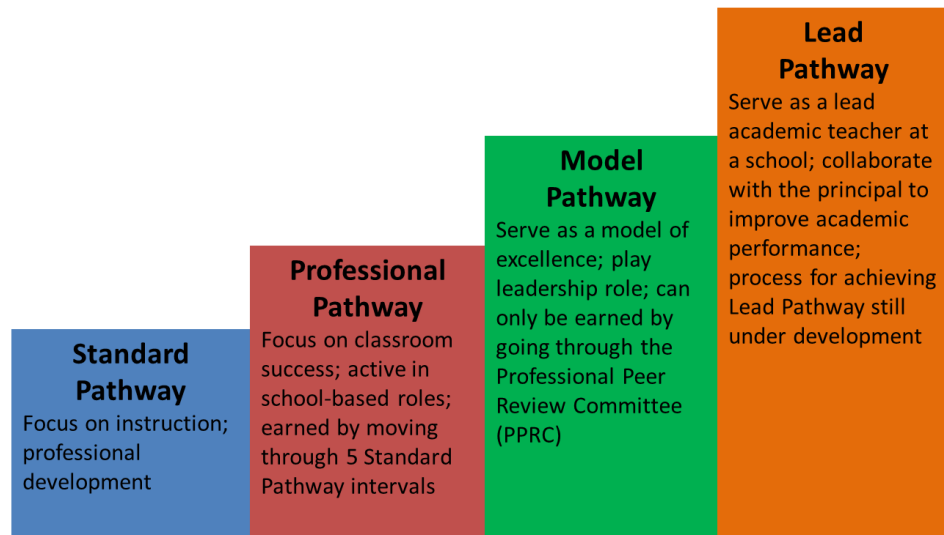
- Review and affirm the administrative and infrastructure capacity of the system and certify that the program is ready for implementation. The infrastructure must provide the ability for teachers to view all data related to quality control and be integrated into the registration process for Achievement Units (AUs)

- Certify that the district has the resources to implement and sustain this program

- By no later than June 30, 2011, certify that: 1) the district has the administrative capacity to implement the BPPSLP, 2) the district has developed an infrastructure to implement the BPPSLP, and 3) standards related to implementation, systems of support, and professional context including teaching and learning conditions have been adopted by the Joint Oversight Committee. If the Joint Oversight Committee does not so certify, the BPPSLP shall terminate on June 30, 2011, and the contract shall be reopened for a cost of living increase on the then existing pay scale.

Source: Baltimore City Public Schools. (2010). 2010-2013 Teachers' Agreement.

Exhibit 6 Graphic and Salary Schedule for Career Pathways and Intervals 2011-2012



<i>Interval (12 AUs=1 Interval)</i>	<i>Standard Pathway</i>	<i>Professional Pathway</i>	<i>Model Pathway</i>	<i>Lead Pathway</i>
1	46,773	58,434	85,337	92,916
2	48,176	60,984	86,837	94,516
3	49,621	63,534	88,337	96,116
4	51,110	66,084	89,837	97,716
5	52,643	68,624	91,337	99,316
6		71,384		
7		74,234		
8		75,734		
9		76,739		
10		77,744		
11		78,749		
12		79,754		
13		80,759		
14		81,764		
15		82,769		

Notes: Teachers proceeding through the five Standard Pathway intervals would then move to the Professional Pathway, Interval 1. Teachers reaching Interval 5 on the Model and Lead Pathways had to reapply for Model or Lead status. If earned, these teachers received a standard percentage increase in pay based on their most recent salary.

Source: Baltimore City Public Schools and Casewriter analysis.

Exhibit 7 Earning Achievement Units

There were five ways teachers could earn AUs: 1) performance on the annual evaluation; 2) courses and professional development sessions; 3) contributions to student learning; 4) contributions to colleagues; and 5) contributions to school and district.

Annual Evaluation: The highest rating on evaluation, currently “proficient,” earned teachers 12 AUs, which was enough to move up one interval within a Pathway. Teachers rated “satisfactory” received 9 AUs. Teachers whose principals failed to evaluate them automatically received a satisfactory rating.

Courses: As part of the transition to the new Pathways system, the contract allowed for retroactive earning of AUs through course credits. This was to account for people in the middle of their studies for a master’s or doctoral degree. The district and union did not want to penalize people who had earned 30 credits but were six credits from earning their master’s degree when the new system came into effect. Because a master’s degree was no longer associated with a pay increase, these people would lose out on the pay increase with the Career Pathways. The compromise between BCPS and BTU was that every credit of graduate school coursework completed towards an unfinished master’s degree would then be worth an AU. Many more people than anticipated submitted credits for AUs and reviewing the requests fell on the JGP, quickly taxing its capacity. Eventually, the JOC determined that the credits had to be graduate level and advancing the teacher toward another certification that enhanced classroom instruction.

Professional Development: To qualify for one AU credit, professional development sessions had to be a minimum of 15 hours, incorporate a complete cycle of development (learn, implement, reflect, feedback, share), and produce a tangible product such as a lesson or unit plan. The JGP used a common evaluation plan template to assess the eligibility of professional development for AUs.

Contributions to Student Learning: To earn AUs for contributions to student learning, teachers filled out a three page application describing the activity, students involved, duration, rationale for the activity, evaluation tools used, and outcomes expected. The JGP then assessed the activity for “AU credit worthiness” and either accepted or rejected the proposal. If approved, teachers carried out the activity and reported back to the JGP using a reflection tool. The JGP then used a rubric to assign 0 to 3 AUs.

Contributions to Colleagues and Contributions to School and District: These AU categories were still under development. The goal was to develop a menu of activities for each that were high-quality and easily monitored. For example, teachers serving a mentoring role in their schools could submit a common document that showed their work and earn AUs for contributions to colleagues or contributions to school and district.

Source: Baltimore City Public Schools and Casewriter Analysis.

Exhibit 8 JOC and JGP Work Flow

Contract Decision-Making Process

Joint Governing Panel

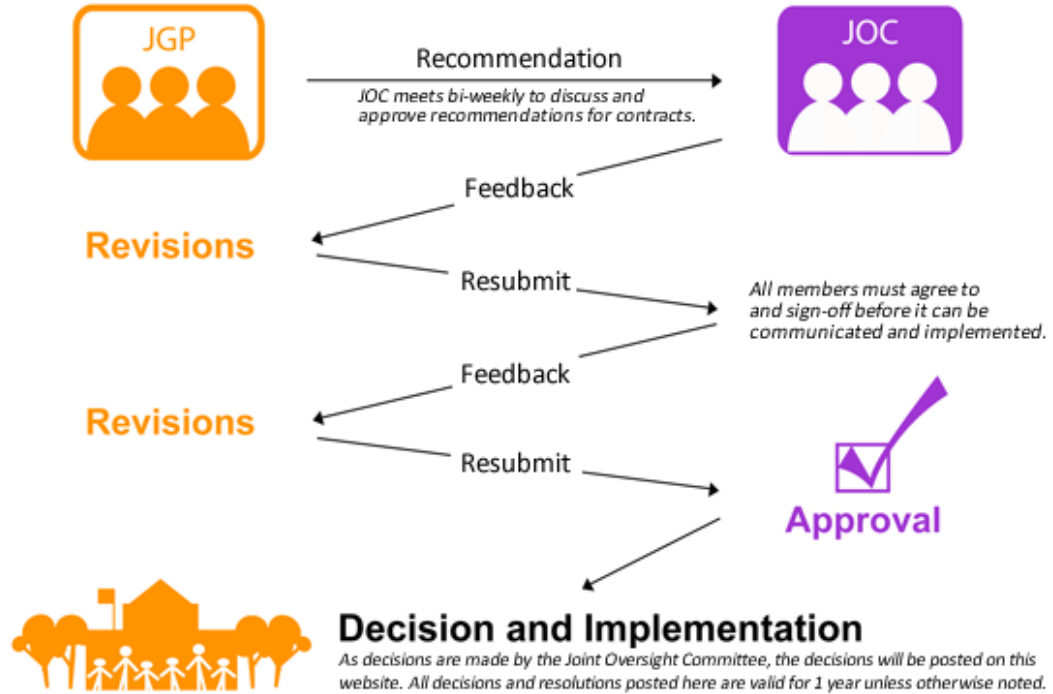
Workshop - generates recommendations for JOC approval

- Four teachers appointed by BTU
- Four teachers appointed by City Schools

Joint Oversight Committee

Decision-makers

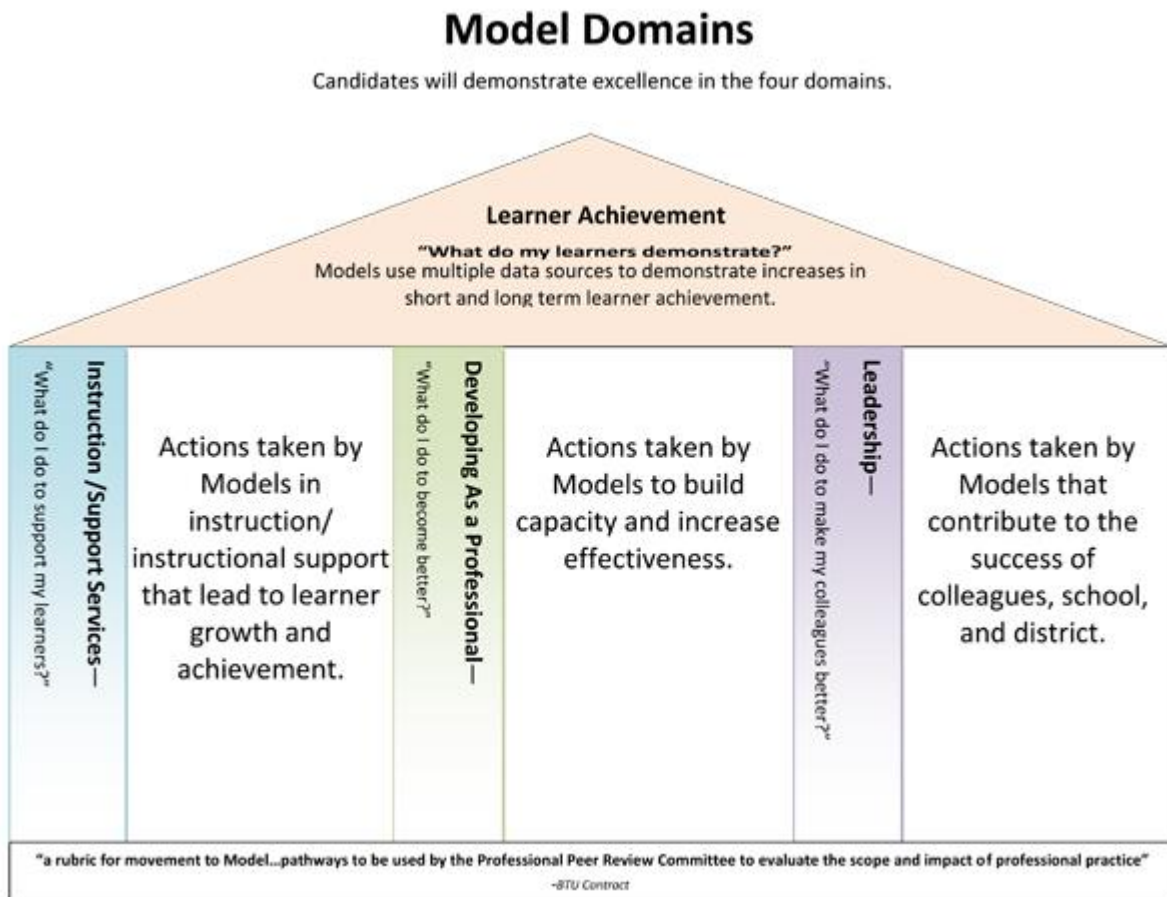
- Five members of BTU and AFT
- Five members of City Schools leadership



(BTU) Baltimore Teachers Union, (AFT) American Federation of Teachers

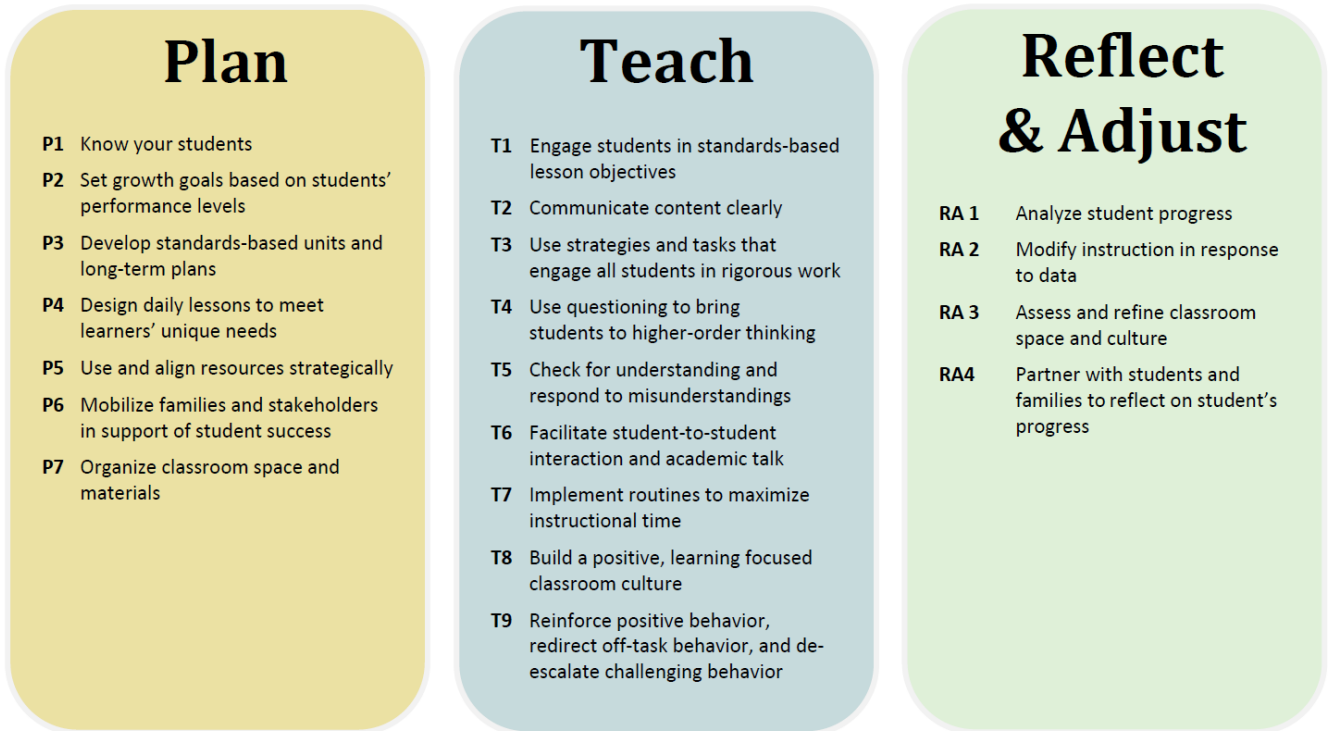
Source: Baltimore City Public Schools.

Exhibit 9 Definition of a Model Teacher



Source: Baltimore City Public Schools.

Exhibit 10 Instructional Framework Evaluation Domains and Indicators



Source: Baltimore City Public Schools.

Exhibit 11 Instructional Domain Excerpts from Model Pathway Rubric

	<p>2.2 delivers excellent instruction by...</p>	<ul style="list-style-type: none"> a. using probing questions and prompting to help learners discover and/or work through their misunderstandings and misconceptions. b. empowering learners to independently connect the objective to prior learning and/or other content in order to make meaning of it. c. presenting content clearly, accurately, and rigorously based on the developmental needs of learners. d. clearly communicating the objective and its purpose so it is accessible to all learners.⁵ e. sharing examples at various performance levels with learners to lead them to demonstrate mastery of the content on selected assignments without stifling creativity. f. checking for understanding at key points in the lesson in order to adjust instruction during the lesson based on individual needs. g. expecting and encouraging learners to use academic talk, and to use it correctly. h. empowering learners to self-select appropriate tools for their learning. 	<ul style="list-style-type: none"> a. ensuring learners understand the importance of the objective, including how it connects to their learning. b. presenting content in a clear, logical, and cohesive way that leads learners to understand key concepts and ideas. c. clearly communicating instructions in a way that emphasizes the rationale of the activity. d. providing multiple and varied ways for learners to show their understanding of key concepts and objective mastery. e. checking for understanding at key points in the lesson in order to adjust instruction during the lesson based on group needs. f. continuously modeling academic talk for learners. g. providing a variety of academic tools to support learning. h. proactively adjusting instructional materials and/or learner resources so content is challenging and accessible to all learners. i. scaffolding and differentiating so that all learners can achieve mastery. j. implementing interventions when data points show deficiencies in learners' skills and knowledge. 	<ul style="list-style-type: none"> -lesson demonstration (video required) -lesson plans -class work
<p>2.0 Instruction/Support Services :- What do I do to support my learners?</p>	<p>Standard</p>	<p>In addition to the 1-point column, a model provides evidence of:</p>	<p>An emerging model provides evidence of:</p>	<p>A person earning 0 points shows insufficient or no evidence in these standards.</p>
	<p>A model ... 2.1 plans thoroughly by creating short- and long-term plans² that include ...</p>	<p>2 Points</p> <ul style="list-style-type: none"> a. lessons that strive to lead learners to mastery of deep levels of content that extend beyond the depth of the standards. b. the regular use of multiple data points to identify and address individual and group learning needs, interests, and backgrounds on a daily basis.³ c. specific, standards-based and measurable individual and group goals which lead all learners to mastery. d. options for struggling learners and learners who are moving quickly which meet learners at their own level of readiness for rigor and reinforce mastery of the instructional objective. e. authentic assessments.⁴ 	<p>1 Point</p> <ul style="list-style-type: none"> a. the regular use of multiple data points to identify and address group needs on a daily basis. b. specific, standards-based and measurable group goals which lead all learners to mastery. c. daily learner-centered activities that activate prior knowledge, require learners to apply their learning to relevant and challenging new situations, and effectively assess learner understanding. d. standards-based and rigorous formative and summative assessments. e. designing the lesson in a way that takes misconceptions into account. f. appropriately allocating standards into units so that skills are connected to broader concepts. g. scaffolding lessons towards the objectives based on learners' performance and interests. h. lesson objectives that are standards-based and tell learners what they will learn and be able to do. i. planning questions prior to the lesson that will push learners to higher-order thinking. 	<p>0 Points</p> <ul style="list-style-type: none"> -daily lesson plans -unit plans -long-term plans -individual and class goals -data sources -quizzes, units tests, daily assessments, authentic assessment

Source: Baltimore City Public Schools.

Exhibit 12 Research on Teacher Quality Handout**What Do the Experts Say About How to Assess Teacher Quality?**

“Determining teacher quality requires that the diverse evidence—classroom observations, parent surveys, student test scores, other evidence of student learning, etc.—be assembled into a single system to create a profile of teacher accomplishment.” – AFT website

What educational consultants say:

“With no observation, there is no credibility.” – Steve Leinwand, AIR

“I believe that anecdotal evidence such as student work and documentation can support the two domains, but I don’t think you can make judgments of classroom environment and instruction without actually seeing them take place.” -Cody Claver, Danielson Group

“It is my belief that a combination of classroom observations [more than one – and informal as well as formal] and other sources such as student work, etc should be used to attain a comprehensive assessment of a teacher’s practice.” - Bernadette Cleland, Ed.D, Danielson Group

“While teacher observation is only a part of the assessment process, it is an important part. I can’t imagine being able to assess a teacher’s practice without having actually observed in the classroom. Thinking one can assess a teacher’s performance without observing in the classroom would seem to me a bit like thinking a professional football team would draft a quarterback without watching him, videotaping him, and fully discussing what he can or cannot do.” -Darlene Axtell, Danielson Group

“Observation is a necessary component of the determination of teaching excellence, along with the other sources.”-Paula Bevan, Danielson Group

“No system for determining teacher excellence can be considered valid if it does not include observation of practice. There certainly are other ways for a teacher to demonstrate expertise, including those you named, which could be used in addition to observations. However, I can’t imagine not wanting to have a demonstration of the actual teaching.” -Lynn Sawyer, Danielson Group

“No [assessment of teacher quality] is complete without at least one observation of actual teaching. While not sufficient by itself to capture all that is important about teaching, observation is an essential methodology for collecting evidence of a teacher’s skill in engaging students in the process of learning.” - Charlotte Danielson, Danielson Group

“It remains an open question as to whether it is even possible to judge teachers’ effectiveness outside of direct observations of their teaching.” – Urban Institute

What the research says:

In *Evaluating Teacher Effectiveness* (2011), Kane, Taylor, Tyler and Wooten found that, “teachers’ classroom practices, as measured by [observation], do predict differences in student achievement growth. Overall Classroom Practices is the strongest predictor of student achievement in both subjects.”

In *Recognizing and Enhancing Teacher Effectiveness: A Policy Maker’s Guide* (2007), Linda Darling-Hammond reviews evidence of teacher performance. She finds that the National Board of Professional Teaching Standards, Minnesota, Denver, and Rochester school districts, and other organizations that reward highly effective teachers all use a videotape component. Further, she cites a number of studies that show that teachers who are identified as high-performing by these processes are more effective in raising student achievement than others. She concludes that assessing teacher quality can be accomplished “through observations of practice.”

Source: Baltimore City Public Schools.

Exhibit 13 Model Pathway Rubric Scoring Sheet

1.0 Learner Achievement	Standard:	Artifacts Score:	Comments:
	1.1 Ensures learner growth	/6	
	Total Score:	/6 = ___ % x .3 =	

1) This indicator is worth 6 points.

2.0 Instruction and Instructional Support	Standard:	Artifacts Score:	
	2.1 Plans thoroughly by creating short- and long-term plans that include...	/6	
	2.2 Delivers excellent instruction by...	/10	
	2.3 Engages learners in high-level tasks that require extended levels of thinking by...	/8	
	2.4 Demonstrates content mastery by...	/8	
	2.5 Creates a positive academic environment in which...	/6	
	2.6 Maximizes learning time by...	/6	
	2.7 Creates meaningful learning experiences for learners by...	/6	
	2.8 Constantly moves learners toward success by...	/6	
Total Score:	/56 = ___ % x .3 =		

3) This score gets changed into a percent, and then multiplied by .3 to account for the 30%

2) Points for the domain are totaled.

3.0 Developing as a professional	Standard:	Artifacts Score:	Comments:
	3.1 Engages in professional development	/6	
	3.2 Demonstrates academic risk taking	/6	
	3.3 Uses reflective practice	/6	
Total Score:	/18 = ___ % x .2 =		

4.0 Leadership	Standard:	Artifacts Score:	Comments:
	4.1 Contributes to the school community	/6	
	4.2 Positively influences the practice of peers	/6	
Total Score:	/12 = ___ % x .2 =		

Total of all Domains:	/100	Model?	yes	no
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4) Points for each domain are added together at the end to determine Model status.

Candidates must attain a minimum total score of 80 to earn Model status.

Source: Baltimore City Public Schools.

Endnotes

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