**House Committee on Education**

**February 9, 2012**

**Hearing on HB 2634**

**Testimony by Jon Hummell, Director of Operations, Office of the Governor**

Mr. Chairman, members of the committee, thank you for allowing me to join you once again to discuss Governor Brownback's initiatives to improve education in Kansas. I would like to focus my comments today on correcting some of the inaccuracies that you may have heard over the past few weeks.

1. Despite what you may have heard or read, SB 361 does not require school districts to post teacher ratings on public websites. The language of the bill requires school districts to post teacher ratings on a website available to parents. I understand this language is not included in HB 2634, but I still wanted to take a moment to make that clarification.

2. Some have inaccurately described the No Child Left Behind waiver requirements. Requirement #3 reads as follows:

To receive this flexibility, an SEA and each LEA must commit to develop, adopt, pilot, and implement, with the involvement of teachers and principals, teacher and principal evaluation and support systems that: (1) will be used for continual improvement of instruction;
(2) meaningfully differentiate performance using **at least three performance levels**; (3) use multiple valid measures in determining performance levels, including as a **significant factor data on student growth for all students** (including English Learners and students with disabilities), and other measures of professional practice (which may be gathered through multiple formats and sources, such as observations based on rigorous teacher performance standards, teacher portfolios, and **student and parent surveys**); (4) evaluate teachers and principals on a regular basis; (5) provide clear, timely, and useful feedback, including feedback that **identifies needs and guides professional development**; and (6) **will be used to inform personnel decisions.** (http://www.ed.gov/esea/flexibility)

The fact of the matter is that the only significant difference between the legislation before you and the NCLB waiver request being prepared by KSDE is the date of the implementation. I would encourage the committee to invite Commissioner DeBacker to testify before the committee to compare and contrast the two.

3. There has been some confusion regarding the incentive program. The language in HB 2634 does not limit the teacher performance incentive program to one teacher or group of teachers per school district. It simply states the following, "a teacher or teacher team may be nominated by the board." If the committee feels a technical correction is necessary to provide additional clarity, we would be supportive of that change.

4. Some have argued that research on student achievement does not support the Governor's proposals. I asked the KS Dep. of Education to share with me information on a couple of research projects on teacher effectiveness that are most widely respected by the education community. Excerpts from those findings are below:

"…the results of this study well document that the most important factor affecting student learning is the teacher. In addition, the results show wide variation in effectiveness among teachers. The immediate and clear implication of this

finding is that seemingly **more can be done to improve education by improving the effectiveness of teachers than by any other single factor. Effective teachers appear to be effective with students of all achievement levels**…"

"…**if the teacher is ineffective, students under that teacher's tutelage will achieve inadequate progress** academically…"

"…recent studies show that **teacher effects on student learning as inferred from standardized test scores are additive and cumulative over grade levels with little evidence of compensatory effects**. Thus, students in classrooms of very effective teachers, following relative ineffective teachers, make excellent academic gains but not enough to offset previous evidence of less than expected gains."

**"Differences in teacher effectiveness were found to be the dominant factor affecting student academic gain. The importance of the effects of certain classroom contextual variables appears to be minor and should be viewed as inhibitors to the appropriate use of student outcome data in teacher assessment."**

**"Those developing future teacher evaluation systems might take comfort in the results reported here with the suggestion that variation in ability levels of students, despite teacher arguments and conventional wisdom, is not a major factor framing effectiveness in teaching."**

"A notably non-significant factor was class size."

**"…students assigned to three highly effective teachers in a row would have attained fifth-grade mathematic scores that were as much as 50 percentile points higher than students with comparable beginning mathematics scores but who were assigned to a series of three highly ineffective teachers."**

5. Some have claimed the Governor's proposal is not consistent with the work of KSDE. Attached to my testimony you will find a copy of a power-point presentation Commissioner DeBacker gave to the KS Board of Education a year ago. Excerpts are below:

**"Kansas educators want pay for student performance."**

**"Kansas educators want pay for teaching in less desirable geographical locations in Kansas and low-performing school incentives."**

**"50% Individual Value Added (student growth)"**

In conclusion, it is clear that every concern expressed in regards to the Governor's teacher effectiveness proposal can be easily rebutted using research provided by the KS Dep. of Education, a closer examination of the actual language of the legislation before you, and a more complete reading of the background material we have provided.

An independent poll conducted by the media found that 70% of Kansans support the Governor's proposals. Upon closer examination you will notice that support from adults in Kansas who are likely to have school age children increases to nearly 80%.

Of course, anytime there is a discussion about additional accountability on a system, it will cause those who work within the system some anxiety. But we cannot let emotions prevent us from doing what is best for the children of Kansas. Parents understand this. Those who are truly interested in doing what's best to help Kansas students achieve also understand this.

I would ask you to take a moment to ask yourselves the following questions: Wouldn't it be helpful to know definitively who our best teachers are so they can be recognized? Shouldn't teachers who show an ability to achieve student achievement gains in At-Risk students be financially rewarded for their work? Does the state have an obligation to students and teachers to identify and provide assistance to teachers who may be struggling? Should performance be a factor in personnel decisions? We believe the answer to all of these questions is clear. Yes.


# A. General Compensation Questions

## Does evidence suggest that some teachers are significantly more effective than others at improving student achievement?

Yes. Ample evidence indicates that there is wide variation among teachers in their ability to produce student learning gains, as measured by standardized achievement tests (Murnane, 1975; Armor, Conry-Oseguera, Cox, King, McDonnell, Pascal, Pauly, & Zallman, 1976; Murnane & Phillips, 1981; McLean & Sanders, 1984; Hanushek, 1992; Sanders & Rivers, 1996; Wright, Horn, & Sanders, 1997; Jordan, Mendro, & Weerasinghe, 1997; Rivers-Sanders, 1999; Aaronson, Barrow, & Sander, 2007 Rockoff, 2004; Nye, Konstantopoulos, & Hedges, 2004; Hanushek, Kain, O'Brien, & Rivkin, 2005; Rivkin, Hanushek, & Kain, 2005; Kane, Rockoff, & Staiger, 2006). Hanushek (2002), for example, notes that the magnitude of differences among teachers is so great that within a single large urban district, "teachers near the top of the quality distribution can get an entire year's worth of additional learning out of their students compared to those near the bottom." However, it is important to draw a distinction between two types of research studies of teacher effect.

One group of research studies simulates how much a student would have gained if he or she had been assigned to highly effective teachers for several years in a row. William Sanders and his colleagues in Tennessee conducted some of the best-known research of this type. They developed a value-added model to measure individual teacher contributions to student learning. By grouping teachers into quintiles according to the size of their former students' achievement gains, the researchers could estimate how assignment to teachers of different levels of effectiveness would influence student outcomes. In one study conducted in two large Tennessee school districts, Sanders and Rivers (1996) estimated that students assigned to three highly effective teachers in a row would have attained fifth-grade mathematics scores that were as much as 50 percentile points higher than students with comparable beginning mathematics scores but who were assigned to a series of three highly ineffective teachers.

Further simulations conducted by Sanders and his associates revealed that variability in teacher effectiveness increased across grades and was greatest in mathematics (University of Tennessee Value-Added Research and Assessment Center, 1995, cited in Rivers & Sanders, 2002). Estimates of teacher effect revealed that highly effective teachers tended to be effective with all groups of students regardless of initial achievement level, while highly ineffective teachers produced unsatisfactory gains among all groups of students (Sanders & Rivers, 1996). Moreover, results were additive and cumulative, so that the contributions of both highly effective and ineffective teachers to students' learning gains could be measured for at least four years after students left their classrooms (Sanders & Rivers, 1996). Sanders and Rivers found little evidence of compensatory effects, however. That is, simulations revealed that students who were assigned to highly effective teachers after having been assigned to a series of highly ineffective teachers made greater than expected gains, but not enough to make up for lost ground.

The same pattern of results was found in Chicago and Dallas. In their study of ninth-grade student mathematics achievement in Chicago public high schools, Aaronson, Barrow, and Sander (2007) estimated that "one semester with a teacher rated two standard deviations higher in quality could add 0.3 to 0.5 grade equivalents, or 25 to 45 percent of an average school year, to a student's math score performance." A study conducted by Jordan et al. (1997) estimated that average reading scores of sixth graders in Dallas schools would be expected to increase from the 59th percentile to the 76th percentile if they were assigned to three highly effective teachers in a row, while average scores for sixth graders would be expected to decrease from the 60th to the 42nd percentile if they were assigned to a series of three highly ineffective teachers during the same period. In mathematics, third graders in Dallas schools would be expected to increase their average mathematics score from the 55th percentile to the 76th percentile if they were assigned to three highly effective teachers, while the average mathematics score for third graders would be expected to decline from the 57th percentile to the 27th percentile if they were assigned to highly ineffective teachers for three years in a row.

These findings suggest that teachers are not equally effective at increasing student learning gains and that it is possible to identify the contributions that individual teachers make to student learning. Although it is tempting to conclude that policymakers can significantly narrow achievement gaps simply by assigning the lowest performing students to highly effective teachers, the solution is not that simple. These research studies reveal substantial differences in individual teachers' abilities to improve student achievement, but the identification of a highly effective or ineffective teacher is backward-looking. That is, we know after the fact which teachers produced the greatest student learning gains because we have analyzed their gain score data.

However, in a school setting we can only know who was a good teacher in the past, not who will be a good teacher in the future. This is an important distinction because research shows that these teacher effects have a strong random element (e.g., Ballou, Sanders, & Wright, 2004; Aaronson,et al., 2007; Koedel, 2007). Koedel, for example, found that the year-to-year correlation in teacher effects was only about 0.35. This means that it is difficult to identify in advance which teachers will be top performers the next year. It is even more difficult to predict who will be top performers over the next several years.

A second type of research study on teacher effect would examine what would happen to learning gains if students were assigned to high- or low-performing teachers based on historical data. However, no one has run a true experiment that involves actually randomly assigning students to high-performing teachers for several consecutive years.

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# Teacher and Classroom Context Effects on Student Achievement: Implications for Teacher Evaluation

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*Abstract*

The Tennessee Value-Added Assessment System (TVAAS) has been designed to use statistical mixed-model methodologies to conduct multivariate, longitudinal analyses of student achievement to make estimates of school, class size, teacher, and other effects. This study examined the relative magnitude of teacher effects on student achievement while simultaneously considering the influences of intraclassroom heterogeneity, student achievement level, and class size on academic growth. The results show that teacher effects are dominant factors affecting student academic gain and that the classroom context variables of heterogeneity among students and class sizes have relatively little influence on academic gain. Thus, a major conclusion is that teachers make a difference. Implications of the findings for teacher evaluation and future research are discussed.

## Overview

Over the years, educational researchers have investigated many factors considered to affect student learning. At the heart of this line of inquiry is the core belief that *teachers make a difference*. There are continuing debates about how much the extant teacher-effectiveness literature (e.g., Brophy, 1986; Porter & Brophy, 1988) can be trusted to identify characteristics of effective teachers, and additional debates as well about how such research findings should frame the subsequent development of teacher evaluation systems (e.g., Ellett, 1990; Scriven, 1990; Peterson, Kromrey & Smith, 1990). In addition, there is considerable argument over the logic behind and the extent to which student achievement data should be used as a basis for teacher evaluation (Berk, 1988; Schalock & Schalock, 1993). These debates aside, few attempts have been made to directly measure the influence of individual teachers on the academic progress of large *populations of students* using measurements available from traditional standardized testing programs. Partial confounding of educational (teacher) effects with factors exogenous to schooling influences (see Wang, Haertel & Walberg, 1993 for an explication of these issues) and the nonrandom assignment of students to teachers are two of the reasons most often assumed to be insurmountable obstacles to this type of inquiry.

In criticizing and arguing equity issues in the fair application of teacher evaluation instruments and procedures, teachers have often directed their comments to classroom context characteristics. Key among these has been the issue of the ability level of students and the range in individual differences among students in ability levels. As the argument

typically proceeds, teachers who have classes more heterogeneous than homogeneous in ability levels are at a distinct disadvantage in producing effects on student learning and subsequent achievement, particularly as inferred from standardized test scores.

Recently, new processes for estimating the effects of teachers and schools on student academic outcomes free of these traditional objections have been developed. One of these—the Tennessee Value-Added Assessment System (TVAAS), which uses statistical mixed-model methodology to enable a multivariate, longitudinal analysis of student achievement data— has been demonstrated to produce estimates of school and teacher effects that are free of socioeconomic confoundings and do not require direct measures of these concomitant variables (see Sanders & Horn, 1995b, and Sanders, Saxton & Horn, in press, for greater detail). To support TVAAS, a massive database of longitudinally merged student, teacher, school, and school system information has been compiled for the primary purpose of determining system, school, and teacher effects on the academic gains of students. Utilizing this database, the present study attempts to measure the relative magnitude of teacher effects while simultaneously considering the influences of intraclassroom heterogeneity, student achievement level, and class size on academic growth. Among these influences, intraclassroom heterogeneity is of special interest. The magnitude of this variability may be a natural occurrence or can result from intentional grouping of students. Regardless of cause, the evaluation of the influence of intraclassroom, variability on the academic growth of student populations and its interaction with teacher effects is another important research objective of this study.

## Methodology

For the purpose of this investigation, results are derived from analyses of a subset of data from the 1994 and 1995 TCAP scores for five subjects (math total, reading total, language total, social studies, and science) and three grades (third, fourth, and fifth). TCAP tests are given each spring to all students in Tennessee in grades two through eight. An important property of these tests is that the scale scores form a single, continuous, equal-interval scale across all grades (CTB/McGraw-Hill, 1990, pp. 4–5), allowing for measurement of student academic progress from year to year. The analyses reported here are based on student academic gain—that is, the student's scale score this year minus that student's scale score last year. Thirty separate analyses were done. Each of the fifteen subject–grade combinations was analyzed separately, and each of these fifteen analyses was carried out on two different sets of school systems in Tennessee. One set consisted of thirty East Tennessee school systems, and the other consisted of twenty-four Middle Tennessee systems. A mixed-model analysis of variance was obtained by fitting the following model[1] to the data:

$$Y = M + S + H + C + H^*C + T(S^*H^*C) + A + A^*S + A^*H + A^*C + A^*H^*C + A^*T(S^*H) + E,$$

where

$Y$ is the student's gain score,
$M$ is an overall mean gain,
$S$ is the school system,
$H$ is heterogeneity-in-achievement (three groups were used),
$C$ is the class size (two groups were used),
$H*C$ is the heterogeneity-by-class-size interaction,
$T(S*H*C)$ is the teacher, each one nested within a particular combination of system, heterogeneity groups, and class-size group,
$A$ is achievement level (four groups were used),
$A*S$ is the achievement-by-system interaction,
$A*H$ is the achievement-by-heterogeneity interaction,
$A*C$ is the achievement-by-class-size interaction,
$A*H*C$ is the achievement-by-heterogeneity-by-class-size interaction,
$A*T(S*H*C)$ is the achievement-by-teacher interaction,
$E$ is the random "error" term.

The $T(S*H*C)$, $A*T(S*H*C)$, and $E$ terms represent random effects. All the other effects are fixed. The analyses were done with the MIXED procedure in SAS/STAT version 6.09 running on an IBM RS/6000 Model 590 work station at the Value-Added Research and Assessment Center at the University of Tennessee, Knoxville.

The response variable—the educational outcome of the student—was the student's gain score from 1994 to 1995—that is, the student's 1995 scale score on the TCAP minus the student's 1994 scale score. The student's achievement level was defined operationally as the average of the student's 1994 and 1995 scale scores. Classroom heterogeneity in achievement was defined operationally as the standard deviation of the achievement level scores of the students in the class, as defined above. The larger the standard deviation, the more heterogeneous in achievement were the students in the class. For the analysis, classrooms were classified into three groups—low, moderate, and high heterogeneity—using their standard deviation of achievement level. The moderate group contained about half of the classrooms, and the two extreme groups each contained about one-fourth of the classrooms. Students were classified into four achievement level groups of roughly equal size using the achievement level scores described above. Inclusion of an achievement level variable was thought to be particularly important in view of the results of earlier studies indicating that the value of tracking or not tracking depended on the achievement level of the student (Kulik, 1992).

Two class-size groups were used: small (ten to nineteen students) and large (twenty to thirty-two students). Classes of fewer than ten or more than thirty-two students were omitted. There were several reasons for omitting the larger classes. The first was that the database currently does not actually identify the classroom of each student. It does identify the teacher for each student and subject. The reason that only third, fourth, and fifth grades were analyzed is because, in these grades, it is more commonly the case that each student is in a single classroom with a single teacher. Nevertheless, some teachers in the database

were shown to have a large number of students, too many to represent a single classroom. Omitting teachers with more than thirty-two students provided a way to avoid treating as one classroom what was in fact several classes taught by the same teacher.

## Results

Table 1 through 3 summarize the results for grades three through five, respectively. As an aid for assessing both the statistical significance and the effect sizes of the various effects in the model, $z$-scores are reported for each effect. For random effects, $z$-scores were obtained by dividing the estimated variance component for the effect by its estimated standard error. For large samples (such as those in this study), this $z$-score is approximately distributed as a standard normal variate. For fixed effects, first $p$-values were obtained

*Table 1.* $z$-Values for Analyses of Third-Grade Gains.

| *Source* | *Set* | *Math* | *Reading* | *Language* | *Social Studies* | *Science* |
|---|---|---|---|---|---|---|
| System (*S*) | 1 | 6.12 | 2.26 | 4.34 | 4.03 | 3.13 |
| | 2 | 4.86 | 3.55 | 5.39 | 5.55 | 3.92 |
| Heterogeneity (*H*) | 1 | 1.39 | 0.25 | 0.61 | 0.81 | 0.05 |
| | 2 | 1.54 | 0.09 | 1.64 | 0.61 | 0.30 |
| Class size (*C*) | 1 | 0.57 | 0.02 | 1.45 | 0.14 | 1.92 |
| | 2 | 1.03 | 0.64 | 0.16 | 0.97 | 0.38 |
| H*C | 1 | 0.58 | 0.49 | 0.29 | 0.45 | 1.83 |
| | 2 | 0.20 | 0.47 | 2.21 | 0.20 | 0.83 |
| Teacher (*S*H*C*) (*T*) | 1 | 12.48 | 7.85 | 11.04 | 6.09 | 7.76 |
| | 2 | 13.14 | 8.69 | 12.06 | 8.33 | 8.88 |
| Achievement level (*A*) | 1 | 17.00 | 12.65 | 8.49 | 10.04 | 6.76 |
| | 2 | 28.04 | 20.14 | 8.96 | 14.53 | 8.41 |
| *A*S* | 1 | 2.19 | 1.88 | 2.70 | 2.49 | 2.19 |
| | 2 | 1.25 | 5.31 | 1.46 | 3.34 | 3.26 |
| *A*H* | 1 | 2.05 | 4.64 | 1.15 | 4.36 | 0.53 |
| | 2 | 1.41 | 0.76 | 1.29 | 3.78 | 4.27 |
| *A*C* | 1 | 1.37 | 0.53 | 0.40 | 0.18 | 1.53 |
| | 2 | 0.12 | 0.67 | 1.14 | 2.33 | 1.19 |
| *A*H*C* | 1 | 0.07 | 0.22 | 0.32 | 0.10 | 0.70 |
| | 2 | 2.05 | 0.94 | 0.37 | 2.12 | 2.18 |
| *A*T* | 1 | 2.35 | 4.88 | 2.02 | 0.61 | 1.05 |
| | 2 | 0.73 | 0.68 | 1.27 | 1.69 | 2.39 |
| *N* | 1 | 10751 | 10564 | 10916 | 10005 | 9939 |
| | 2 | 13632 | 13506 | 14079 | 13651 | 13624 |

Set: 1 = 30 East Tennessee school systems.
2 = 24 Middle Tennessee school systems.
*N* = total number of students.

from $F$ statistics, then corresponding $z$-scores were calculated from the $p$-values by treating the $p$-values as if they were two-tailed and from a standard normal distribution. This technique of converting $p$-values to $z$-scores is commonly used in meta-analysis to convert results from a variety of tests to a common metric (see, for example, Rosenthal, 1984, p. 65). For reference, the $z$-values correspond to the two-tailed $p$-values of 0.10, 0.05, 0.01, 0.001, and 0.0001 are 1.64, 1.96, 2.58, 3.29, and 3.89, respectively.

It is clear from Tables 1 to 3 that the two most important factors impacting student gain are the teacher and the achievement level for the student. The teacher effect is highly significant in every analysis and has a larger effect size than any other factor in twenty of the thirty analyses. The achievement-level effect is significant in twenty-six of the thirty analyses and has the largest effect size in ten of the thirty analyses. These results are discussed in more detail in the Discussion section below.

The third most important factor overall was the school system. There were significant

*Table 2.* z-Values for Analyses of Fourth-Grade Gains.

| *Source* | *Set* | *Math* | *Reading* | *Language* | *Social Studies* | *Science* |
|---|---|---|---|---|---|---|
| System (*S*) | 1 | 5.63 | 3.66 | 5.68 | 4.23 | 2.55 |
| | 2 | 5.56 | 5.07 | 4.62 | 4.02 | 3.00 |
| Heterogeneity (*H*) | 1 | 0.20 | 0.03 | 0.13 | 2.53 | 0.62 |
| | 2 | 1.84 | 1.32 | 0.94 | 1.47 | 1.00 |
| Class size (*C*) | 1 | 1.65 | 1.00 | 1.30 | 2.83 | 1.47 |
| | 2 | 0.39 | 1.14 | 1.14 | 0.81 | 0.49 |
| H*C | 1 | 2.29 | 0.80 | 0.98 | 2.30 | 0.75 |
| | 2 | 1.31 | 0.69 | 0.62 | 2.40 | 1.11 |
| Teacher (*S*H*C) (*T*) | 1 | 11.17 | 6.04 | 9.24 | 7.17 | 7.93 |
| | 2 | 12.49 | 5.72 | 10.48 | 6.69 | 7.62 |
| Achievement level (*A*) | 1 | 2.45 | 13.04 | 8.61 | 3.37 | 10.99 |
| | 2 | 6.70 | 11.92 | 8.36 | 4.59 | 10.91 |
| *A*S* | 1 | 2.63 | 3.01 | 1.86 | 2.14 | 1.55 |
| | 2 | 3.50 | 4.50 | 1.43 | 5.27 | 3.74 |
| *A*H* | 1 | 0.28 | 1.32 | 2.53 | 2.01 | 0.12 |
| | 2 | 0.59 | 0.89 | 1.02 | 0.55 | 2.06 |
| *A*C* | 1 | 2.96 | 0.84 | 1.18 | 1.53 | 0.34 |
| | 2 | 1.09 | 1.99 | 0.99 | 0.42 | 1.68 |
| *A*H*C* | 1 | 1.13 | 1.33 | 0.02 | 0.73 | 1.25 |
| | 2 | 1.50 | 0.18 | 0.05 | 1.09 | 0.78 |
| *A*T* | 1 | 1.75 | 0.56 | 1.40 | 2.45 | 1.24 |
| | 2 | 2.14 | 2.61 | 1.10 | 1.06 | 0.47 |
| *N* | 1 | 10344 | 10477 | 10497 | 9438 | 9329 |
| | 2 | 13102 | 13102 | 13498 | 12320 | 12406 |

Set: 1 = 30 East Tennessee school systems.
2 = 24 Middle Tennessee school systems.
*N* = total number of students.

differences among school systems in twenty-seven of the thirty analyses, and the effect sizes are in most cases impressively large, though not nearly as large as for the teacher and achievement-level factors. A notably nonsignificant factor was class size. The main effect for class size was significant in only three of the thirty analyses. In two of these three instances, the smaller-size class had the higher gains; in the other case, the larger-size class had higher gains. Class size also appeared in a number of statistically significant interactions, though most of these had relatively small effect sizes. The interpretations of these interactions are as varied as those for the class-size main effect. Since the objective was not to investigate the class size effect per se but merely to control for that effect where it occurs, no further discussion of this point is offered.

Based upon an effect size (z-value) of 2.0 (corresponding to a significance level of approximately 0.05), the main effect for heterogeneity was statistically significant in only two of the thirty analyses, approximately the number that would be expected to occur by

*Table 3.* z-Values for Analyses of Fifth-Grade Gains.

| *Source* | *Set* | *Math* | *Reading* | *Language* | *Social Studies* | *Science* |
|---|---|---|---|---|---|---|
| System (*S*) | 1 | 1.30 | 3.52 | 3.18 | 1.04 | 1.30 |
| | 2 | 5.69 | 3.50 | 2.49 | 4.20 | 3.02 |
| Heterogeneity (*H*) | 1 | 0.55 | 0.57 | 1.44 | 0.37 | 2.56 |
| | 2 | 0.66 | 0.33 | 1.41 | 0.12 | 0.59 |
| Class size (*C*) | 1 | 2.19 | 0.72 | 0.59 | 1.58 | 2.35 |
| | 2 | 1.13 | 1.40 | 0.71 | 0.14 | 0.01 |
| H*C | 1 | 0.29 | 0.82 | 0.23 | 1.13 | 1.77 |
| | 2 | 0.66 | 0.79 | 1.37 | 0.10 | 0.11 |
| Teacher (*S*H*C*) (*T*) | 1 | 9.70 | 5.80 | 6.29 | 5.65 | 6.24 |
| | 2 | 9.13 | 6.33 | 9.68 | 6.62 | 6.27 |
| Achievement level (*A*) | 1 | 1.94 | 4.42 | 1.51 | 0.14 | 5.20 |
| | 2 | 3.88 | 5.12 | 2.26 | 1.29 | 2.24 |
| *A*S* | 1 | 2.60 | 2.03 | 2.64 | 0.91 | 2.15 |
| | 2 | 3.36 | 2.15 | 0.98 | 4.24 | 0.59 |
| *A*H* | 1 | 2.81 | 1.07 | 1.10 | 0.78 | 1.18 |
| | 2 | 0.70 | 2.40 | 0.91 | 1.22 | 0.97 |
| *A*C* | 1 | 2.07 | 1.09 | 1.70 | 0.94 | 0.93 |
| | 2 | 2.35 | 1.18 | 0.13 | 0.86 | 0.88 |
| *A*H*C* | 1 | 1.49 | 0.06 | 1.31 | 0.24 | 1.63 |
| | 2 | 1.46 | 0.39 | 1.43 | 0.45 | 3.04 |
| *A*T* | 1 | 1.79 | 2.52 | 1.52 | 0.05 | 0.63 |
| | 2 | 3.48 | 0.64 | 0.00 | 0.00 | 1.87 |
| *N* | 1 | 8259 | 8874 | 8615 | 6527 | 6662 |
| | 2 | 9939 | 9629 | 10141 | 9136 | 8569 |

Set: 1 = 30 East Tennessee school systems.
2 = 24 Middle Tennessee school systems.
*N* = total number of students.

chance. The statistically significant effects for heterogeneity were found in fourth-grade social studies and fifth-grade science in East Tennessee. In the first instance, the estimated mean gains for the three groups (low, moderate, and high heterogeneity) were 26.9, 26.4, and 21.6. In the second instance, the estimated mean gains were 10.8, 10.7, and 15.9. So in one case, higher gains occurred under lower heterogeneity, and in the other case higher gains occurred under higher heterogeneity. (Note that the scales for social studies and science are not comparable, so the larger point gains in social studies do not indicate greater academic progress than the smaller ones indicated for science.)

In addition to significant main effects, there were a number of statistically significant interactions, including a significant three-way interaction of achievement level, heterogeneity, and class size in four of the thirty analyses. Specifically, in the thirty analyses there were a total of 180 interaction effects of which fifty-one were statistically significant. However, the effect sizes were relatively small: only seventeen exceeded 3.0 (in absolute value) and only eight exceeded 4.0. The largest interaction effect had a $z$-value of 5.31. For comparison, the smallest teacher effect size was 5.65. While some of the interaction effects appear to be different from zero, their interpretation tends to vary from subject to subject and grade to grade so that no general conclusions can be drawn. For example, there were seventeen significant interactions involving the heterogeneity factor (out of a total of ninety interactions involving heterogeneity in the thirty analyses), mostly with relatively small effect sizes. From these analyses, we conclude that the effect of intraclassroom heterogeneity neither as a main effect nor interacting with other factors is important in the academic growth of students.

## Discussion

Despite ongoing debates about whether, and how much teachers make a difference in student learning relative to a host of other factors assumedly affecting student learning (Wang, Haertel & Walberg, 1993), and whether particular elements of teaching can be systematically and causally linked to student achievement (Scriven, 1990), the results of this study well document that the most important factor affecting student learning is the teacher. In addition, the results show wide variation in effectiveness among teachers. The immediate and clear implication of this finding is that seemingly more can be done to improve education by improving the effectiveness of teachers than by any other single factor. *Effective teachers appear to be effective with students of all achievement levels, regardless of the level of heterogeneity in their classrooms.* If the teacher is ineffective, students under that teacher's tutelage will achieve inadequate progress academically, regardless of how similar or different they are regarding their academic achievement. This finding is corroborated by recent research on the cumulative effects of teachers on the academic progress of students (Sanders & Rivers, 1996). These recent studies show that teacher effects on student learning as inferred from standardized test scores are additive and cumulative over grade levels with little evidence of compensatory effects. Thus, students in classrooms of very effective teachers, following relatively ineffective teachers,

make excellent academic gains but not enough to offset previous evidence of less than expected gains.

The other dominant factor in the results of the analyses reported here was the achievement level of the student. Table 4 shows the estimated mean gains in each achievement

*Table 4.* Estimated Mean Gains by Four Achievement Levels with Standard Errors in Parentheses.

| | | *Achievement Level* | | | | |
|---|---|---|---|---|---|---|
| | *Set* | *Lowest* | | | *Highest* | *z* |
| Third grade | 1 | 64.2 (1.6) | 56.0 (1.4) | 45.2 (1.4) | 35.9 (1.4) | 17.0 |
| | 2 | 75.4 (1.2) | 59.3 (1.2) | 47.5 (1.1) | 36.6 (1.1) | 28.0 |
| Fourth grade | 1 | 20.8 (1.4) | 19.3 (1.1) | 19.9 (1.1) | 16.1 (1.2) | 2.5 |
| | 2 | 28.7 (1.1) | 25.7 (1.1) | 21.4 (1.0) | 20.5 (1.0) | 6.7 |
| Fifth grade | 1 | 23.6 (1.4) | 26.1 (1.2) | 27.0 (1.2) | 24.0 (1.3) | 1.9 |
| | 2 | 25.9 (1.1) | 27.2 (1.0) | 25.9 (1.1) | 21.2 (1.2) | 3.9 |
| Reading: | | | | | | |
| Third grade | 1 | 42.5 (1.5) | 34.0 (1.2) | 27.7 (1.3) | 19.4 (1.3) | 12.7 |
| | 2 | 45.3 (1.2) | 33.0 (1.0) | 26.6 (1.0) | 16.4 (1.0) | 20.1 |
| Fourth grade | 1 | 10.5 (1.1) | 16.8 (0.9) | 20.4 (1.0) | 28.5 (1.0) | 13.0 |
| | 2 | 16.7 (1.0) | 20.8 (0.9) | 22.9 (0.9) | 32.6 (1.0) | 11.9 |
| Fifth grade | 1 | 9.7 (1.3) | 9.7 (1.1) | 16.0 (1.1) | 13.6 (1.1) | 4.4 |
| | 2 | 11.6 (1.1) | 10.3 (1.1) | 16.0 (1.0) | 17.4 (1.1) | 5.1 |
| Language: | | | | | | |
| Third grade | 1 | 29.7 (1.1) | 25.1 (1.0) | 18.4 (1.0) | 23.0 (1.0) | 8.5 |
| | | 30.7 (0.9) | 26.6 (0.8) | 21.3 (0.8) | 23.4 (0.8) | 9.0 |
| Fourth grade | 1 | 10.7 (1.1) | 20.0 (1.0) | 18.5 (1.0) | 23.4 (1.1) | 8.6 |
| | 2 | 16.2 (1.0) | 21.7 (1.0) | 21.1 (0.9) | 27.3 (1.0) | 8.4 |
| Fifth grade | 1 | 14.8 (1.1) | 16.9 (1.1) | 15.8 (1.0) | 17.9 (1.1) | 1.5 |
| | 2 | 13.5 (1.0) | 14.6 (1.1) | 15.8 (1.0) | 17.5 (1.1) | 2.3 |
| Social studies: | | | | | | |
| Third grade | 1 | 40.8 (2.0) | 46.9 (1.7) | 37.1 (1.6) | 24.4 (1.6) | 10.0 |
| | 2 | 46.2 (1.7) | 49.0 (1.4) | 39.8 (1.3) | 23.6 (1.4) | 14.5 |
| Fourth grade | 1 | 26.7 (1.9) | 27.5 (1.6) | 26.3 (1.6) | 19.5 (1.7) | 3.4 |
| | 2 | 28.5 (1.6) | 31.4 (1.4) | 29.4 (1.4) | 22.3 (1.4) | 4.6 |
| Fifth grade | 1 | 30.2 (1.8) | 30.1 (1.6) | 29.1 (1.6) | 30.8 (1.8) | 0.1 |
| | 2 | 28.9 (1.6) | 28.3 (1.5) | 25.6 (1.5) | 25.7 (1.3) | 1.3 |
| Science: | | | | | | |
| Third grade | 1 | 18.1 (1.9) | 28.5 (1.5) | 24.5 (1.5) | 15.9 (1.5) | 6.8 |
| | 2 | 23.3 (1.5) | 30.1 (1.3) | 25.2 (1.2) | 15.8 (1.3) | 8.4 |
| Fourth grade | 1 | 24.9 (1.7) | 22.6 (1.4) | 17.6 (1.4) | 5.6 (1.4) | 11.0 |
| | 2 | 25.0 (1.5) | 24.4 (1.2) | 20.0 (1.2) | 8.3 (1.3) | 10.9 |
| Fifth grade | 1 | 19.6 (1.7) | 10.2 (1.5) | 8.2 (1.4) | 11.8 (1.6) | 5.2 |
| | 2 | 13.7 (1.6) | 9.4 (1.4) | 9.3 (1.3) | 12.9 (1.3) | 2.2 |

Set: 1 = 30 East Tennessee school systems.
2 = 24 Middle Tennessee school systems.

level group for all thirty analyses (including four in which the effect was not statistically significant). No universally applicable pattern emerges, but it is worth noting that out of the twenty-six analyses in which achievement level was significant, the largest gains occurred in the lowest achievement group twelve times, in one of the two middle groups eight times, and in the highest group six times. Similarly, the smallest gains occurred in the highest achievement group fifteen times, in one of the two middle groups six times, and in the lowest group five times. In other words, there is a disturbingly common but not universal pattern for the best students to make the lowest gains. Possible explanations include a lack of stretch in curriculum and instruction to accommodate the highest achievers and insufficient availability of higher level course offering in all schools.

Hundreds of studies on ability grouping have been conducted since the 1930s. Recent meta-analyses of these studies by Slavin (1987, 1990) and Kulik (1992) have synthesized the findings of the most rigorous studies. Slavin, in both of his studies, discovered that "study after study, including randomized experiments of a quality rarely seen in educational research, finds no positive effect of ability grouping in any subject or at any grade level, even for the high achievers most widely assumed to benefit from grouping" (Slavin, 1990, p. 491). Experts on ability grouping contend that the effects of grouping on achievement are minimal except in classrooms where there is significant curricular adjustment to meet the needs of students at different levels (Kulik, 1992; O'Neil, 1992; Rogers & Kimpston, 1992). Slavin (1990, p. 491) goes so far as to suggest that "the lesson to be drawn from research on ability grouping may be that unless teaching methods are systematically changed, school organization has little impact on student achievement," This study supports Slavin's conclusion.

Teachers seem to have far more to do with the academic progress of students than does the method used for assignment of children to teachers. The contention that high academic gains are more likely to be produced in highly homogeneous classrooms is not supported by our research, and, therefore, neither is the corollary that teachers with highly heterogeneous classrooms should not be expected to make those gains.

Perhaps the persistence of the phenomenon of ability grouping in American schools, despite the preponderance of research attesting to its ineffectiveness, can be attributed to the reluctance of the educational community to assign responsibility for student achievement to teachers. Travers (1981, p. 18) expresses this point of view thusly: "The extent to which a pupil learns in the school is a function of many different conditions, of which the teacher's mode of operation is only one. . . . The teacher factor may well account for only a small amount of the differences in achievement." Such statements as these, in turn, may derive from two widely held beliefs: that the interplay of the educational setting with factors outside the purview of formal education prevents the correct attribution of learning effects; and that most educational assessment tools and standardized tests, in particular, are poor indicators of academic progress (for a discussion of this latter point, see Sanders & Horn, 1995a). However, these beliefs do not seem supported and are contrary to the findings of this study. It is recognized here, however, that identifying a common set of factors and interpretation of their effects on student learning and achievement presents a highly complex set of methodological and theoretical issues (Wang, Haertel & Walberg, 1993).

## Conclusions and Implications

Differences in teacher effectiveness were found to be the dominant factor affecting student academic gain. The importance of the effects of certain classroom contextual variables (class size and classroom heterogeneity) appears to be minor and should not be viewed as inhibitors to the appropriate use of student outcome data in teacher assessment. These results suggest that teacher evaluation processes should include, as a major component, a reliable and valid measure of a teacher's effect on student academic growth over time. The use of student achievement data from an appropriately drawn standardized testing program administered longitudinally and appropriately analyzed can fulfill these requirements. If the ultimate goal is to improve the academic growth of student populations, one must conclude that improvement of student learning begins with the improvement of relatively ineffective teachers regardless of the student placement strategies deployed within a school.

In addition, student academic level was found to be significantly related to academic progress, although not nearly to the degree found for the teacher. Disproportionately, high-scoring students were found to make somewhat lower gains than average and lower-scoring students. Possible explanations include lack of opportunity for high-scoring students to proceed at their own pace, lack of challenging materials, lack of accelerated course offerings, and concentration of instruction on the average or below-average student. This finding indicates that it cannot be assumed that higher-achieving students will "make it on their own."

Though the debate about whether student achievement data should be used as part of an assessment, evaluation, and accountability system for teachers will assuredly continue, the results of this study suggest that *teachers do make a difference* in student achievement. It is recognized here, however, that there were no direct, systematic observations of the quality of teaching and learning at the classroom level in this study. Thus, identifying teachers that clearly get results over time, and comparing them to teachers over time who do not, seems a logical, worthwhile next step in addressing the issues raised here and in further developing general lines of inquiry about the important relationship between teacher effectiveness and teacher evaluation. If characteristics of teaching and learning environments that differentiate teachers who are demonstrably effective (as opposed to ineffective) in different contexts over time can be documented, subsequent teacher evaluation systems might be developed to accommodate these characteristics. Continuing debates aside, the results presented here suggest that *teachers indeed make a difference* and that homogeneity and heterogeneity of student ability levels within classes are not major concerns in assessing teacher effectiveness. Those developing future teacher evaluation systems might take comfort in the results reported here with the suggestion that variation in ability levels of students, despite teacher arguments and conventional wisdom, is not a major factor framing effectiveness in teaching.

## Notes

1. This model would not be adequate and appropriate to provide the best possible estimate of an individual effect. Rather the full TVAAS model should be used (Sanders, Saxton & Horn, in press).

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