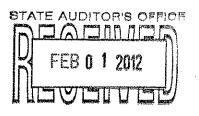
# **Opponents Statement of Fiscal Impact**



## **Related to Article IX**

## Submitted by:

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#### Overview:

This document describes the anticipated fiscal impact of the proposed amendment to Article IX of the Missouri Constitution. While we believe this Amendment has wide ranging financial impacts for Missouri State Government, a chronically underfunded Department of Elementary and Secondary Education (DESE), and local government entities who would be required constitutionally to develop expertise on school district evaluation policies before releasing funds, our analysis will focus the specific costs of <u>developing student assessment</u> tools for all grades across all subject areas, implementing a testing regime, and applying those tools to develop and execute an evaluation model as prescribed in sections 3(f) and 3(g) of the amendment using data from Missouri and similar proposals from Colorado as a basis for analysis.

In general, the proposed amendment's costs are driven by the need to create quantifiable and objective data on each Missouri student, in every subject, to be used as a basis for evaluation of educators. To acquire the incredible amount of data necessary to fulfill this goal is a herculean task – a proven and scientifically reliable test for every subject must be created and administered for every grade level to every student. Missouri has developed test for a handful of core subjects and administers them periodically in a student's progression from kindergarten to the 12<sup>th</sup> grade. This allows a real and accurate basis for the costing of testing for every child in every subject.

# Test Development and Implementation Costs and Considerations

Mr. Ellinger's submission requires that every school district develop a set of locally based performance standards a majority of which is based on "quantifiable data":

3(g) Notwithstanding any other section of this constitution, every school district shall develop and use local performance standards to retain, remove, promote, demote, and set compensation for teachers in such school district, the majority of such standards shall be based on quantifiable student performance data as measured by objective criteria.

Our assumption is the state would develop a series of "template" standards of evaluation and guide the development of testing tools that could be utilized by individual districts.

### **Development:**

Districts will recognize that the language allows them to create their own unique assessments, but no district would be able to fund the development of tests to meet the reliability, validity and scope required by this proposal. Districts will require defensible research-based measures provided by the state, given the results of these assessments would be the major factor in employment decisions. (Notably, the validity of state assessments for use in teacher evaluations has not been studied.)

Currently, the state of Missouri provides assessments in only two subjects, math and communication arts, for students in grades 3-8 and one year in high school. Science tests are available for one elementary, one middle school grade, and high school biology. The state paid for the development of the tests, including item and task specification, item authoring, bias and sensitivity checks, psychometric work, piloting, lay out and printing for the paper based 3-8 tests, and computer adaptive work for the high school tests. The state pays for the scoring of these tests, at .06 per test. Until the recent budget crisis, the

cost to score was higher, as Missouri's assessments were not limited to multiple-choice questions as they are now. Previous assessments included constructed response questions where students wrote in short answers, as well as performance events where students wrote an essay or did multi-step problem solving, such as figuring the cost of a installing a chain link fence for a yard of a given dimension.

In addition, tests need ongoing revisions through the use of parallel questions, so the questions are not the same from year to year, but the knowledge and skill tested remains the same.

In recent years, this annual revision has been limited due to budget restraints. Constructed response items and performance events have been removed from the assessments. In addition, budget cuts have forced DESE to pay the cost of current year assessments out of the next year's funding.

In order to evaluate teachers based on student assessments, you must first have baseline achievement data on each student for that subject. Current growth models can only provide data for  $4^{th} - 8^{th}$  grade students in math and communication arts, because there is no baseline data for third graders. High school courses each consist of distinct content and scores on one course cannot be considered a starting point for another with the possible exception of Algebra I and II.

Massachusetts began to use student growth measured by state assessments in teacher evaluations, and found current assessments only produced data for 17% of teachers. The language in 3 (g) would require annual assessments of pre-K to 8<sup>th</sup> grade students in every subject. High school courses would require pre-tests at the beginning of the course as well as end of course tests to measure student achievement growth in each course offering.

The following list of courses was taken from the Missouri School Improvement Program 4 Resource Standards, found at <a href="https://www.dese.mo.gov">www.dese.mo.gov</a>.

**Table 1 School Improvement Courses** 

	Elementary Courses	Middle School Courses
1	Math by grade	Math by grade
2	Reading by grade	Reading by grade
3	Language Arts by grade	Language Arts by grade
4	Social Studies/History by grade	Social Studies/History by grade
5	Science by grade	Science by grade
6	Music by grade	Vocal Music
7	Art by grade	Instrumental Music
8	Physical Education by grade	Art
9	Foreign Language by grade	Physical Education by grade
10	Health by grade	Health
11	Career Awareness by grade	Foreign Language
12	Instrumental Music I and II	Speech
13	Library Skills by grade	Algebra 1
14		Agriculture
15		Family and Consumer Science
16	,	Industrial Technology
17		Computer Literacy
18		Career Education

Middle school students are required to take the four core subjects, physical education, health, art and music. Some students will also have a stand-alone reading course. This totals nine subjects for one year. Seventh and eighth graders must in addition have access to four exploratory classes, bringing the total courses for them to 13. Some of these courses would only last for 6 weeks, others may last a semester.

High school courses would require a pre-test and an end-of-course test for each subject offered. Jefferson City High School offers 236 unique courses. That would require the development and administration of 472 tests, only 8 of which are currently available.

# **Development Costs:**

Table 2 illustrates the costs associated with developing new testing regimes from previous RFPs on Smarter Balanced Assessment Consortium website.

Table 2: RFP for Smarter Balanced Assessment

PROJECT	DETAILS	BID COST Estimate
SBAC RFP No. 14	SBAC Pilot	\$19,000,000
	Item/Task/Stimulus	
	Research Development and	
	Reviews	·
SBAC RFP No. 07	Item Authoring and Item	\$1,988,000
	Pool Application	
SBAC RFP No. 09	Test Blueprint and	\$1,457,721
	Computer Adaptive Test	,
·	Specifications	
SBAC RFP No. 08 1-2012 to	Participation and Training	\$739,392
10-2013	Materials	
SBAC RFP No. 05	Psychometric Services	\$3,500,000
SBAC RFP No. 06	Development of	\$930,000
	Accessibility and	
	Accommodations Policies	
·	and Materials	
SBAC RFP No. 04	SMARTER Balanced	\$1,500,000
	Assessment Consortium	
	Request for Proposals to	
	Develop Item and Task	
	Specifications, Style Guide,	
	Bias and Sensitivity	
	Guidelines, and	
	Accessibility and	
	Accommodations	
	Guidelines	
SBAC RFP No. 03	SMARTER Balanced	\$2,000,000
	Assessment Consortium II	
	Systems Architecture	
	(word)	
SBAC RFP No. 02	IT Readiness Tool for SBAC	\$500,000 (2011-14)
	and PARCC (word)	
SBAC RFP No. 01	Smarter Balanced	\$2.2 million (2011-14
	Assessment	
	Communications RFP	

RFP 2010-07 (SBAC RFP)	Comprehensive Assessment Systems Grant – Project Management Partner	Not included
Total for Math and CA		\$33,815,113 for 14 tests
Cost per test to develop		<u>\$2,415,365</u>
Total FY 2013 Cost for 481 new tests		\$1,161,790,565

#### **Administration Costs:**

Administering assessments for pre-K through 2<sup>nd</sup> grade students is significantly more costly for school districts, as much of this testing must be administered one-on-one. This means the district hires a substitute for the several days it takes the classroom teacher to complete individual student assessments.

Cost to districts: Cost estimates are based on current charge districts for MAP tests, and testing every student in every subject.

Table 3:Average cost of MAP testing to districts from state

Grade	Total students	Cost per test	Statewide total one subject	Number of subjects	Statewide total
Pre-K	29,141 (2011)	\$.90 est.	\$26,227	6	\$157,362
К	66,000	\$.90 est.	\$59,400	9	\$534,600
1	66,000	\$.90 est.	\$59,400	9	\$534,600
2	66,000	\$.90 est.	\$59,400	9	\$534,600
3	66,000	\$0.90	\$59,400	9	\$534,600
4	66,000	\$0.90	\$59,400	9	\$534,600
5	66,000	\$0.90	\$59,400	9	\$534,600
6	66,000	Free for math and CA	\$59,400 for additional subjects	9	\$534,600
7	66,000	\$0.90	\$59,400	13	\$772,200

8	66,000	\$1.80	\$118,800	13	\$1,544,400
		net word to take the property of the property		95	\$6,216,162
TOTAL # of s	subject tests that t	will be required by Elling	ger petition in K-8		
······································				12	\$712,800
Current poli grade level.		he administration of 12	tests in the K-8		·
	83 new test ad	ministrations for K-8 gr	ade levels FY	83 new	\$5,503,362
	2013 New cost	s and reoccurring FY 20	14	tests	

On average, Missouri high school students take seven classes a day, one to four of which are semester courses. Older students take more semester courses.

Table 4: Average Cost per Test Applied to New Subject Areas (Statewide)

Grade	Students	Cost per test	Statewide one test	Number of subjects	Statewide total
9	66,000	\$.90	\$59,400	8 x 2 tests	\$950,400
10	66,000	\$.90	\$59,400	8 x 2 tests	\$950,400
11	66,000	\$.90	\$59,400	9 x 2 tests	\$1,069,200
12	66,000	\$.90	\$59,400	9 x 2 tests	\$1,069,200
Total	Total all co	sts if Ellinger I	Petition become	es law.	\$4,039,200
Current tota test in curre	\$178,200				
Total new o	\$3,861,000				

State expenditures on MAP and EOC tests in FY 2012 are 10.5 million, covering 22 tests: 3<sup>rd</sup> to 8<sup>th</sup> grade math, 3<sup>rd</sup> to 8<sup>th</sup> grade communication arts, 5<sup>th</sup> and 8<sup>th</sup> grade science, and eight high school end-of-course tests. This averages to \$477,273 per test.

Table 5: Cost of Expanded State Expenditures on MAP and EOC tests using FY 2012 costs

Number of assessments	Cost per assessment	Total cost to state
22 current	\$477,273 currently	\$10.5 million
95 (pre-K to 8 <sup>th</sup> grade)	\$477,273	\$45,340,935
236 x 2 (one large high school)	\$477,273	\$225,272,856
Total new assessments 545	\$477,273	\$260,113,785

## **Teacher Evaluation Assumptions and Data:**

In developing the cost estimates contained, we relied on the experiences other states have had in creating a similar evaluation model prescribed in the proposed amendment.

Specifically, the removal of teacher experience as part of compensation 3(f) and the development of new evaluation systems for educators on the district level (3g):

- 3(f) Notwithstanding any provisions of this constitution, no school district which uses seniority or duration of employment as a basis, in whole or in part, to retain, remove, promote or demote teachers shall receive any state funding or local tax revenue.
- 3(g) Notwithstanding any other section of this constitution, every school district shall develop and use local performance standards to retain, remove, promote, demote, and set compensation for teachers in such school district, the majority of such standards shall be based on quantifiable student performance data as measured by objective criteria.

While our analysis will cite information from multiple states - the recent experience of Colorado in developing a remarkably similar system of teacher evaluation and estimating

the implementation costs serves as a good exemplar of what Missouri policy makers and budget analysts should expect as they are required to implement sweeping changes to teacher evaluation and compensation. Additionally CO and MO have similarly sized public education systems — and when ranked nationally are very close in size and scope (See table 6 below).

Table 6: Similarities in the size of public education systems in MO and CO\*

	Missouri	National Rank (MO)	Colorado	National Rank (CO)
Average Daily Attendance (2010)	835,780	19	771,938	21
Number of Public High School Graduates '09-'10	62,342	20	46,811	22
Number of Public School Teachers K-12	67,882	14	48,960	23

<sup>\*</sup>NEA Research. (2010). Rankings & Estimates Rankings of the States 2010 and Estimates of School Statistics 2011. http://www.nea.org/assets/docs/HE/NEA\_Rankings\_and\_Estimates010711.pdf

Salary data used in this analysis will assume average pay for a Missouri teacher plus 34% to included benefits and other employer obligations. The current average salary for a Missouri teacher is \$45,317 or 48<sup>th</sup> in the nation and 81.5% of the national average.

## The Colorado Experience:

In May of 2010, Colorado passed Senate Bill 191 which completely changed how public-school educators were evaluated in Colorado. At the core of the proposal were two policy objectives similar to those in 3(f) and 3(g) of the current proposal: 1) the removal of duration of employment as a basis of evaluation in whole or in part and 2) replaced with a model where quantifiable student growth/achievement represents at least 50% of the total performance by quantifiable and objective standards. Table 7 places the proposals for quantifiable measurement side-by-side for comparison:

Table 7: Comparison of Measurement Standard of Ellinger Proposal v. SB 191 Colorado

rasie 7. comps	Ellinger Missouri Proposal	<u>Senate Bill 191 Colorado</u>
Side-by-side comparison of measurement standards from MO and CO	"3(g) Notwithstanding any other section of this constitution, every school district shall develop and use local performance standards to retain, remove, promote, demote, and set compensation for teachers in such school district, the majority of such standards shall be based on quantifiable student performance data as measured by objective criteria."	"Procedures for prioritizing or weighting measures of performance that ensure that measures of student growth represent at least 50 percent of total performance and are prioritized by technical quality, and that measures of professional practice are prioritized by local objectives."
Source	*Ellinger Submission. (January 17, 2012). Pg 3	* Colorado State Board of Education. Report & recommendations; submitted to the Colorado State Board of Education pursuant to SB 10-191. (April 13, 2011). Pg 18 Available online: http://www.cde.state.co.us/EducatorEffectiven ess/downloads/Report%20&%20appendices/SC EE_Final_Report.pdf

We believe the process of estimating costs to local school districts used by the Colorado State Board of Education will shed light on the Ellinger proposal and permit an estimate of the fiscal impact to school districts in Missouri.

# Translating the Colorado Experience to Missouri:

In preparation for the transition to the proposed evaluation system for teachers, the Colorado State Board of Education spent over a year building consensus with education stakeholders about how the evaluation system would develop and preparing districts for its implementation — part of that process was a thorough analysis by the state to develop a teacher evaluation system school districts could use as a template and for preparing administrators for the transition. None of which is guaranteed by the Ellinger proposal to occur — however for purpose of analysis we will assume the following role for the state:

- 1) Create an exemplar template and evaluation system with a resource bank of evaluation tools.
- 2) Provide student, teacher, and parent survey instruments and analysis of results to districts.
- 3) Provide a definition of what constitutes a qualified educator for every subject area and grade level.
- 4) Develop materials to support professional development.
- 5) Collect and report evaluation data for the state.

NOTE: None of this is guaranteed or funded under the Ellinger proposal – nor do we attempt in this analysis to associate costs – but it is worth noting that the state would likely need to develop a whole host of example evaluation tools that districts could adopt and such development is likely to be a costly process.

In addition to the items above the state will likely have to develop and provide:

- 1) Assessment tools from the state need to be available to districts in all subjects, at no cost, and resulting data must be reliable and valid. Districts will recognize that they are allowed to create their own unique assessments, but districts will likely want to use defensible research-based measures provided by the state given the implications the data can have on educators and students.
- 2) A valid individual teacher and student tracking system needs to be developed and in place provided by the state. Much of the ability for districts to evaluate teacher performance based on at least "50% quantifiable data" will rely on the ability to correctly identify the teacher of record for each student in each subject area and assign attributable changes in performance to the appropriate teacher.

## **Startup Costs:**

Certain initial costs are likely to be required at the district level prior to the implementation of the new evaluation system. We assume the burden for implementing the state mandates would fall to **individual school districts**. For example, districts would have to spend time selecting evaluation tools and measurements from the state templates, set up first time data systems, develop an appeals process, and provide comprehensive training for evaluators and educators. Colorado estimates the effort needed to accomplish these tasks is as follows:

Table 8: One Time Costs for each district:

	Selecting Evaluation			Professional	Professional
	Tools and	One time Data	Developing	Davelopmont	Development
	Measurements	Zež Up	Appeals Process	for all Staff	for Evaluators
District Personnel*				www.co.co.co.co.co.co.co.co.co.co.co.co.co.	
. http://www.dispersion.com/					
Suppositionent		1		2 (5)(5	30 haurs
Assistant Superintendent					30 hours
Director		5 dess			J0 hours
Trainer				3 03/6	EX) France
Clesical Staff					
IT Technician	which was the summer of the su	Sidays			
School Personnel*				* Count Out Again & Abrahama Mysterife consensation	
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l'evchers	\$100 a day for a days			tepetatr	-
Committee leacher Leader	1% of all teachers. SAME acay for 5 days	,			
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Principal			442	2 days for every principal	\$8 hears for every principal
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District/School Costs*	A STATE OF THE STA				
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Augenblick,
Paslaich, and
Associates INC.
Costing Out the
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Coloraodo School
Districts: Prepared
for State Council
for Educator
Effectiveness.
March 2011. Pg
35

Augenblick, Paslaich, and Associates and the Colorado State Board of Education estimate that the initial one-time costs on average are \$53 per student. Given the comparability of Missouri and Colorado (see table 1) we believe that this estimate is applicable to our

school system and may be conservative given Missouri has a full 350 more school districts then CO.

## **Ongoing Costs:**

For ongoing costs the computation of new expenses that are above and beyond the current requirement set out by regulation or Missouri statute are considered in this section. As such what follows in this section are:

- 1) Likely tools and measures to be used;
- 2) The new effort and resources needed; and
- 3) The ongoing cost for three categories of teachers, (novice, effective, and ineffective).

When considering such a broad and sweeping change of the Missouri education system the usual disclaimers apply – 1) we are anticipating standards based on our experience with DESE and local school boards – nothing in this document should be viewed as an endorsement of any system of evaluation, 2) additionally our estimations are based on an average school district in an average resource environment, and 3) the cost estimate only the amount to evaluate teachers (not administrators or any other group).

# **Evaluating Teachers:**

To evaluate teachers numerous measurers and tools will need to be developed as well as the standards for apply those tools (including but not limited to):

- Observation with pre/post interview
- Examination of lessons, unit plans, assignments and assessments
- Student and Parent feedback

- Peer observation and feedback.
- Teacher self review and interviews
- Analysis of student data and growth.

While these tools can be used with teachers at all levels of experience and ability—allotments must be made for more time and effort to be spent with teachers based on their experience (or lack thereof) and abilities.

The consulting firm of Augenblick, Paslaich, and Associates concluded that teachers are likely to fall into one of the three categories below and require a differing amount of ongoing supervision and evaluation costs. (SEE APPENDIX A - TABLES I-III for breakdown of evaluation and resources for each population of teachers).

Performance Standard	Per Teacher
Novice* Effective	\$343 (increased training and data analysis) \$531 (increased data analysis and frequency of evaluation)
Need Improvement	\$3,783 (increased number of teachers identified that require supervision and remediation)

<sup>\*</sup>Boulder Valley School District. SB 191 and you. April 2011

# Fiscal Impacts of 3(f) and 3(g) implementation of proposed evaluation model:

Fiscal Year  $2013 - 1^{st}$  year of implementation: Assumes average costs of \$53 per student and an even Missouri Public School Population of 903,423 students.

Fiscal Year 2014 –  $1^{st}$  year of evaluation. Assumes A novice teacher has less than 3 years experience (approximately 14.5% of 67,882) and assumes that only .5% of 62,342 need improvement (See Table 9 for overall costs).

Table 9: Estimated Cost to District for Evaluation

FY 2013		\$ Estimate
Startup Cost assume	One time Cost Student K-12	903,423 x \$53 =
average of \$53 per student	Population of Missouri	\$47,881,419
(Pg 9)	903,423 (2010)	·
FY 2014	First Round of Evaluation:	14.5% x 67,882 x \$343 =
	NOVICE evaluation costs	\$ 3,376,111
	\$343 *	
	First Round of Evaluation:	0.5% x 67,882 x \$3,783 =
	NEED IMPROVEMENT	\$12,839,880
	evaluation costs \$3,783	
	First Round of Evaluation:	80% x 67,882 x \$531 =
	Effective \$531	\$28,836,274
Total Costs of evaluation	One Time Expenses Plus +	\$ 92,933,684
program to School Districts	First time evaluation	

<sup>\*</sup>The National Commission on Teaching and America's Future (NCTAF). Report of Teacher Age and Experience by State (2007-2008). Available via: http://nctaf.org/wp-content/uploads/2012/01/WebAgeandExpbyState07-08.pdf

# **Cost Summary:**

Mr. Ellinger's proposal is a blunt instrument wielded with broad and far-reaching language. The proposed amendment imposes a requirement to evaluate students and teachers based on quantifiable data creating a chain of unintended consequences. The state and districts will have to develop a series of new tests for every subject from math and reading

to home economics and wood shop. Tests used to evaluate student progress are expensive and scientifically rigorous instruments that must bear heavy scrutiny from a number of stakeholders. Should the state and school districts be mandated, the costs quickly explode. Table 10 below summarizes our estimate of costs in the next two fiscal years.

### **Table 10 Costs FY2013-2014**

## FY2013 (First Year)

#### State:

FY 2013 (First Year Costs)		\$ Estimate	
Test Development all subjects	Based on Previous RFP's	\$1,161,790,565	
and all grades:	Smarter Balanced		
	Assessment (See Table 2)		
FY 2013		\$ Estimate	
Startup Cost assume average of	One time Cost Student K-12	903,423 x \$53 =	
\$53 per student (Pg 9)	per student (Pg 9) Population of Missouri		
	903,423 (2010)		
	(See Table 9)		
FY 2013		\$ Estimate	
Cost to State for 545 new	See table 5 State Costs for	\$260,113,785	
assessments. (Reoccurring)	MAP / EOC Admin		
<u>Total</u>		<u>\$1,469,785,769</u>	

#### **School Districts:**

FY 2013		\$ Estimate		
Additional MAP Testing	Based on previous costs to	\$5,503,362 + \$3,861,000 = \$9,364,362		
(reoccurring)	districts (Table 3 +4)			
FY 2013		\$ Estimate		
Startup Cost assume average of	One time Cost Student K-12	903,423 x \$53 =		

\$53 per student	Population of Missouri	\$47,881,419
	903,423 (2010)	
FY 2013		\$ Estimate
Teacher Evaluations First Round	See Table 9 sum of all	\$45,052,265
(Re-occurring expense)	evaluations	
<u>Total</u>		\$102,298,046

## FY 2014 (Second Year)

#### State:

FY 2014	·	\$ Estimate
Cost to State for 545 new	See table 5 State Costs for	\$260,113,785
assessments. (Reoccurring)	MAP / EOC Admin	
<u>Total</u>		<u>\$260,113,785</u>

## **School Districts:**

FY 2014		\$ Estimate
Additional MAP Testing	Based on previous costs to	\$5,503,362 + \$3,861,000 =
(reoccurring)	districts (Table 3 +4)	\$9,364,362
FY 2014		\$ Estimate
Teacher Evaluations Re-occurring	See Table 9 sum of all	\$45,052,265
expense	evaluations	
Total	,	\$54,416,627

Total Costs State And Districts FY 2013 = \$ 1,572,083,815

Total Costs State And Districts FY 2014 = \$ 314,530,412

## **APPENDIX A**

NEW RESOURCES NEEDED BY TEACHER BASED ON DESIGNATION

**TABLES PREPARED BY:** 

Augenblick, Paslaich, and Associates March 2011

		METEROLOGICAL SERVICE	Eyalı	ation (For	nal and ini	formal]			
				ndards i V			Standards VI		Reporting
	Training on Evaluation System/Tools	Observations, Pre/Post Interviews	Exeminatior of Artifects	Studerit Surveys	Parent Surveys	Peer Observation/ Collaboration	Student Growth Assessments	Rating, Review of Results	Reviewing Evaluation Results
listrict (Personne)			W. HANTESTON					<u> </u>	
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