

TEACHER EVALUATION POLICIES AND PROCESSES IN THE
COMMONWEALTH OF VIRGINIA, 1986-87

by

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CHAPTER I
THE PROBLEM

INTRODUCTION

One makes judgments all the time, judgments about oneself and what one does and about others and what they do. In turn, that person is being judged by others. No one can escape evaluation (Millman, 1981). Bolton (1980) defined evaluation as "the process of making judgments regarding the value or goodness of certain events, behaviors, or results of behaviors in light of certain agreed-upon or well-understood and predetermined objectives" (p. 8). There can be little argument over the need for evaluation of employees of any organization. The public school setting is no exception. In fact, the need for teacher evaluation is one of the few areas upon which most educators will agree.

Teacher evaluation has been criticized for being too casual, haphazard, unsystematic, highly personalized, and esoteric. Efforts are constantly underway to eliminate favoritism and inequitable treatment from the process. This restructuring of the evaluation process has been

ongoing. In fact, teacher evaluation processes are undergoing major changes as this study is being undertaken.

The Commonwealth of Virginia is required by its Constitution to seek high quality educational programs for its constituents. In addition, through the Standards of Quality, the Virginia General Assembly has mandated that all localities evaluate their teachers.

To assist local school divisions in implementing this mandate, the Virginia Department of Education authorized two committees in 1972 -- a Committee on Evaluation of Central Office Personnel and Principals and a Committee on Evaluation of Teachers and Other School Employees. These two committees' reports were combined and a Tentative Report: Evaluation of Personnel was issued in August, 1972.

The Virginia Department of Education published the Evaluation Procedures Handbook (Tentative Model) (January, 1974) which contained suggestions and instructions designed to help local divisions implement the model. Local school divisions were permitted to adopt the state approved model

and its instruments or develop their own. Initially, many chose to utilize the state model; however, it was found to be quite cumbersome and time consuming. Many local divisions have since gone away from the state model but continue to comply with the latest edition of the Standards of Quality 1986-88 which state--

Each school division shall maintain and follow an up-to-date policy manual which shall include, but not be limited to:

.
 2. A cooperatively developed procedure for personnel evaluation appropriate to tasks performed by those being evaluated (p. 9).

Teacher evaluation has always served two major roles, the formative role and the summative role. Millman (1981) stated that --

Formative evaluation helps teachers improve their performance by providing

data, judgments, and suggestions that have implications for what to teach and how to teach it. Summative evaluation serves administrative decision making with respect to hiring and firing, promotion and tenure, assignments, and salary (p. 13).

Depending upon which author one reads, one often gets conflicting opinions as to the major role teacher evaluation should play. McNeil (1981) professes formative evaluation, writing that evaluation should be nonjudgmental. He goes on to say that teachers should be seen as competent persons whose instructional performance can be improved when additional resources are made available to them.

Scriven (1981), on the other hand, states that summative evaluation is primary because of the following:

1. Human careers are at stake, not "mere" improvement;

2. If it is not possible to tell when teaching is bad or good overall, it is not possible to tell when it has improved;

3. If it is possible to tell when it is bad or good, personnel decisions can be made even though it is not known how to make improvements (p. 244).

Scriven further states that diagnosis is sometimes easier than healing and that it is an essential preliminary to it.

The traditional view of summative teacher evaluation has been increasingly in conflict with the instructional improvement orientation (formative evaluation) that has been encouraged and supported according to McGreal (1983) by such factors as "the expanding number of tenured teachers, the increasing professionalism of teacher-administrator groups, and the increased visibility of growth oriented supervisory models" (p. 2).

Rosenholtz and Wilson (1980) reported that increased performance and organizational efficacy for teachers resulted from teacher input into evaluation criteria, along with diversity of evaluation criteria.

Further, Natriello and Dornbusch (1981) found teacher satisfaction related to the following:

a. perceptions that all evaluators share the same criteria for evaluation;

b. more frequent samplings of teacher performance;

c. more frequent communication and feedback;

d. teachers' ability to affect the criteria for evaluation (p. 12).

The task facing administrators today is an extremely difficult one -- to develop an evaluation system centered upon the improvement of instruction that also suffices in

the arena of documentation in making administrative decisions.

The Virginia Department of Education, after receiving feedback from local division superintendents across the state expressing a need for review of their teacher evaluation policies and procedures, appointed a task force in 1986 to study teacher evaluation in Virginia. Spearheaded by state department officials and a consultant, this committee was composed of teachers and principals representing local divisions throughout the state, as well as representatives from vocational education, special education, the Virginia Education Association, the Virginia Association of Elementary School Principals, and the Virginia Association of Secondary School Principals. The goal of this committee was to develop a prototype evaluation process which the local school divisions could adopt if they so desire. It is expected that this process will have been field tested and will be made available for local use in 1988 (Wildy, 1986).

STATEMENT OF THE PROBLEM

Currently each local school division in the Commonwealth of Virginia is permitted to "do its own thing" in the area of teacher evaluation so long as the procedure is "cooperatively developed and is appropriate to the tasks performed by those being evaluated." (Standards of Quality, 1986, p. 9) There appears to be no real consistency throughout the state of Virginia, such as is found in the State of North Carolina which has recently implemented a state mandated teacher evaluation process.

At the time of this study, no one really knew exactly what each of the one hundred thirty-seven school divisions in Virginia was doing in the area of teacher evaluation. With the State in the process of developing a prototype evaluation process, this study was undertaken to produce a set of guidelines which could be used in the development of "state-of-the-art" teacher evaluation policies and procedures. Furthermore, this study analyzed the policies and processes of teacher evaluation as they existed in 1986 and classified them according to the evaluation models established by McGreal (1983). It was hoped that the

results of this study might assist the Commonwealth of Virginia as it strives to provide a uniform, consistent, high quality evaluation procedure for teachers throughout the Commonwealth.

PURPOSE

The purposes of this study were to:

1. Describe the teacher evaluation processes carried out by the public school divisions of the Commonwealth of Virginia during the 1986-1987 school year.
2. Establish a recommended set of guidelines or criteria for teacher evaluation in local school divisions based on a review of the literature and an analysis of what was currently being utilized.

As of this writing, no comprehensive study had been conducted of the teacher evaluation processes in Virginia. The guidelines generated by this study could prove helpful to teachers, principals, personnel officers,

superintendents, and school board members as they carry out a review of the evaluation processes currently used in their school divisions.

MAJOR RESEARCH TASKS

This study:

1. Described and analyzed the policies and processes of teacher evaluation in Virginia according to the following criteria:

- a. the methodology used in their development;
- b. the purposes;
- c. the uses;
- d. the instruments, if any;
- e. the training, if any, provided for the evaluatee and the evaluator;
- f. the evaluator and his/her role;
- g. the methodology of data collection and its analysis;
- h. the frequency of observations;

i. the provisions, if any, for evaluation and revision of the policy and procedures;

j. pilot programs, if any, which existed.

2. Classified the evaluation models according to those categories established by McGreal (1983):

a. Common Law Model.

b. Goal-Setting Model.

c. Product Model.

d. Clinical Supervision Model.

e. Artistic or Naturalistic Model.

3. Developed a set of guidelines for use in the development of "state-of-the-art" teacher evaluation policies and processes.

DELIMITATION OF THE STUDY

This study was limited to the policy statements, evaluation procedures, and evaluation instruments of the teacher evaluation systems for the one hundred thirty-seven public school divisions of the Commonwealth of Virginia as

they existed in the 1986-87 school year, as well as the supplementary data gathered from the questionnaire and the review of the literature.

SIGNIFICANCE OF THE STUDY

This study has the potential to impact teacher evaluation throughout the Commonwealth of Virginia. The guidelines developed as a result of this study could assist the state in its development of prototype or alternative models for carrying on teacher evaluation.

This study is expected to add to existing knowledge concerning teacher evaluation in Virginia. The study could assist school divisions in determining if their evaluation policy, procedures, and instruments have been properly developed and contain components which are consistent with research findings and expert recommendations concerning teacher evaluation. Also, the guidelines generated by this study could serve as a reference point for school divisions as they consider developing an evaluation program or revising their existing evaluation program.

It is expected that training institutions of Virginia teachers and administrators would be interested in the results of this study as they prepare prospective teachers and as they train prospective administrators in the process of conducting teacher evaluations. Professional organizations might be interested in this study as they consider their role in teacher evaluation and in setting standards for their own members (House, 1980). This study might also prove helpful to school boards and administrators as they assess their own evaluation procedures and compare their practices with the guidelines suggested for teacher evaluation. Finally, this study could prove beneficial to the students of the public schools of Virginia, if indeed, better teacher evaluation programs result in improved instruction.

DEFINITION OF TERMS

For the purposes of this study, the following definitions apply:

Artistic or Naturalistic Model - teacher evaluation model that views the act of teaching as an art. Teachers make judgments based largely on qualities that unfold during the course of teaching; teaching is influenced by contingencies that are unpredictable; the ends achieved in teaching are often created in process (Eisner, 1979).

Clinical Supervision Model - teacher evaluation model that heavily emphasizes a collegial relationship between the teacher and the supervisor. It is an in-class approach which seeks to improve instruction and teacher development. It seeks to assist teachers to modify existing patterns of teaching in ways which the teacher observes (Sullivan, 1980).

Common Law Model - teacher evaluation model characterized by high supervisor-low teacher involvement. It usually contains standardized criteria, forces comparative judgments, and emphasizes summative evaluation (McGreal, 1983).

Criteria of the evaluation - factors on which an employee is evaluated (Glueck, 1982).

Development and implementation - refers to the steps used in the evolvment and execution of a teacher evaluation program.

Goals - statements cited as goals, objectives, and purposes of a teacher evaluation program.

Goal-Setting Model - teacher evaluation model that emphasizes an individualized approach to evaluation. Its steps include setting goals, working toward those goals, and reviewing progress toward the goals (McGreal, 1983).

Nontenured teacher - an employee usually in the first few years of teaching within a school district. Such teachers are being tested to see if their qualifications, character, and performance are adequate (Boynton, 1976).

Peer - person working with and at the same level as the employee (Glueck, 1982).

Policy - a statement adopted by a local board of education outlining the procedures to be followed in the evaluation of teachers.

Procedures - specific steps used in the evaluation of teachers.

Process - a series of actions or operations used in achieving something.

Product Model - teacher evaluation model that utilizes various measures of student achievement as a measure of teacher competence (McGreal, 1983).

Teacher evaluation process - the formal and systematic approach utilized in assessing the competence of a teacher.

Tenured teacher - a teacher who has been tested and found acceptable after serving a specified probationary period (Castetter, 1976).

SUMMARY

Teacher evaluation is one of the most important tasks which is undertaken by a school division. It is critical that a teacher evaluation program be sound, that it be

research based, and that it be communicated to all parties -- teachers, administrators, and the public. Without an effective teacher evaluation program, the ultimate goal of providing the best possible education to the young people being served can never be attained. This obligation is one that must be taken seriously.

CHAPTER II

REVIEW OF LITERATURE

INTRODUCTION

The review of related literature chapter is divided into four sections. The first section looks in depth at each of the five teacher evaluation models as categorized by McGreal -- Common Law Model, Goal-Setting Model, Product Model, Clinical Supervision Model, and Artistic Model. This is followed by a discussion of formative and summative evaluation. Next is a look at those states which have implemented statewide teacher evaluation procedures. This chapter closes with a discussion of the background of teacher evaluation in the Commonwealth of Virginia and a brief look at the direction in which it is headed.

McGREAL'S MODELS

Thomas L. McGreal (1983) writes in his book entitled Successful Teacher Evaluation that five evaluation models have emerged upon reviewing the literature and the common practices in schools. They are the Common Law Model, Goal-Setting Model, Product Model, Clinical Supervision

Model, and Artistic Model. Since this study will seek to classify the evaluation models currently being utilized in the Commonwealth of Virginia according to these categories established by McGreal, each of the five models are discussed in detail.

Common Law Model

"The label 'common law' is used to describe certain evaluation systems since most districts who employ this form of evaluation have done so for so long that they have finally married it by formalizing the procedures" (McGreal, 1983, p. 9). Most common law systems are composed of standardized criteria accompanied by some sort of scaling device. The rating system may vary from a five-item scale to a three-item scale to a narrative format. However, the basic premise remains the same -- the supervisor must provide a high inference judgment on where the teacher stands on each of the predetermined criteria. These judgments are made by comparing people (McGreal, 1983, p. 11).

McGreal (1983) lists the following as standard characteristics of common law models:

1. High supervisor-low teacher involvement.
2. Evaluation is seen as synonymous with observation.
3. Similar procedures for tenured and nontenured teachers.
4. Major emphasis on summative evaluation.
5. The existence of standardized criteria.
6. The formats of the required instrumentation force comparative judgments to be made between and among people (p. 10-11).

Checklists and rating scales have been noted as having both advantages and disadvantages. Educational Research Service notes that Griffith (1973) reported several advantages to using the checklist:

1. It directs attention to aspects of a lesson which an observer might otherwise miss.
2. It gives a degree of objectivity to an evaluator's observations.
3. It provides a permanent record which is quick and easy to make.
4. It helps a teacher to analyze his or her own lesson and to determine what a supervisor considers important (p. 5).

McGreal (1983) offers the following as advantages of the common law model:

1. It can be used in situations of high teacher-low supervisor ratios.

2. The common law model requires very little training on the part of supervisors.

3. Common law systems allow districts to visibly meet accountability demands while minimizing the often disruptive influence of evaluation (p. 12).

On the other hand, McGreal (1983) lists the major complaints about common law models to be as follows:

1. The common law model reinforces traditional concepts of evaluation that promote "watchdog" attitudes.

2. Common law systems promote low teacher involvement and minimal contact time between supervisors and teachers.

3. There is a heavy emphasis on standardized criteria.

4. Most criteria on common law instruments tend to be administrative rather than teacher criteria.

5. Common law models force supervisors to make judgments between people when there is no need to do so (p. 12-14).

Common law models have been criticized because the assumption according to MacNaughton, Tracy, and Rogus (1984) is prevalent that "the presence or absence of particular traits, techniques, or skills is synonymous with effective instruction" (p. 3). Also, the authors report that most checklists fail to differentiate the relative importance of specific traits and techniques.

Goal-Setting Model

The basic belief to the development of goal-setting

systems is the assumption that the clearer the idea a person has of what is to be accomplished, the greater the chances of success. The emphasis is placed on an individualized approach to evaluation (McGreal, 1983).

Underlying goal-setting models are the following basic assumptions as reported by McGreal (1983):

1. Evaluation systems that are primarily oriented at finding the "bad apples" in the system or "cutting out the deadwood" are counterproductive.

2. Unless supervisors work almost daily in direct contact with an individual, there is no way they can evaluate all the things that individual does.

3. Lack of defined priorities results in a disruption of resources.

4. Supervision is not a passive activity.

5. People often have perceptions of their priority responsibilities that differ from the perceptions of the supervisor or the organization.

6. Continuous dialogue between supervisor and teacher concerning agreed upon priorities is both productive to the efficiency of the school and to the psychological/emotional well-being of the individual (p. 14-15).

One of the originators of the goal-setting model in teacher evaluation was George Redfern. He was the driving force behind the Performance Objectives Approach. This approach has as its prerequisite a clear and comprehensive definition of the duties and responsibilities of each position. Redfern (1980, p. 14) sees the Performance Objectives Model (Figure 1) as a cyclical process that goes on continuously with the following steps:

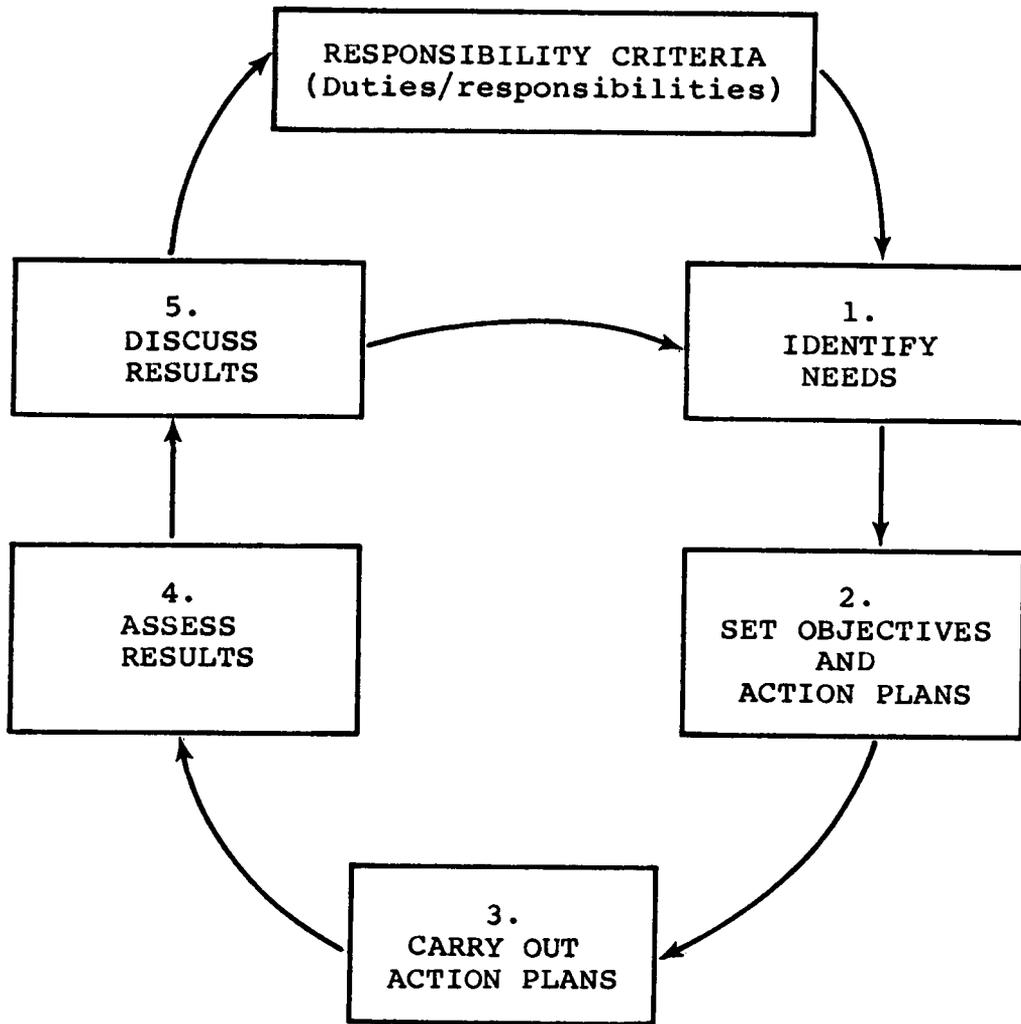


Figure 1. The Performance Objectives Model (Redfern, 1980, p. 14)

1. Identify needs.
2. Set objectives and action plans.
3. Carry out action plans.
4. Assess results.
5. Discuss results.

A number of advantages of goal-setting models have been cited by educators. Among the advantages reported by the Educational Research Service (1978) are the following:

1. The method encourages evaluator and evaluatee to operate as a team and to concentrate on improvement.
2. Evaluator and evaluatee can focus on the procedures they are using, how they are functioning in leadership roles, and how they can concomitantly meet their goals and the goals of the school system.

3. Assessment of teacher effectiveness involves several types of evaluation, including self-evaluation and student evaluation.

4. There is less tendency for the personality of the teacher to become an issue.

5. A teacher involved in the goal-setting process is more apt to realize he or she is the principal participant in his or her own development and is responsible for it (p. 7).

Educators have also noted several problems with goal-setting models of teacher evaluation. The Educational Research Service (1978) lists the disadvantages as follows:

1. It has been difficult for teachers to identify and formulate realistic job targets.

2. Goal-setting evaluations require a relatively long span of time to ascertain the gains students have made, while long time spans are not suitable for effective feedback.

3. The translation of outcomes into behavioral terms can simplify outcomes in such a way that learning is weakened.

4. Assessing teaching by student gains reflects other factors such as sociocultural and school environments, administrative leadership, and budget constraints.

5. New skills and training for the effective utilization of this procedure are necessary (p. 8).

Product Model

No model for evaluating teacher performance has generated as much controversy as the use of student performance measures as a method for assessing teacher competence. Product models are based on the results or outcomes of instruction. McGreal (1983) writes that "changes in students' behavior, in their growth in skills, in their knowledge of subject matter, and in their attitudes are all instances of product model measures" (p. 19).

Perhaps the use of product models is attractive because it follows the industrial model. Soar (1983) states that --

If the job of the assembly line worker is to assemble widgets, then the more of these he assembles per unit of time, the more efficient the worker. Following the analogy, then, the more a given teacher's pupils learn, the better the teacher is (p. 8).

Bolton (1973) points out that in the product model the emphasis is on the result or outcome of instruction rather than the process of instruction because the goal of teaching is learner development. Therefore, he writes that the teacher should be accountable by providing evidence that learning has occurred.

Simmons (1982) lists the following shortcomings of the product model:

1. Too many confounding factors affect students' learning and are beyond the control of the teacher.

2. Good (reliable, valid, usable) tests for summative evaluation are not widely available.

3. A teacher's effect on different groups of students varies from one year to the next and for the same group of students from one topic to another. The

same teacher can produce markedly different results in different situations.

4. Researchers suspect that teachers who are held accountable for student achievement will teach to the test or may focus their attention on those students who are likely to show the greatest achievement gains (p. 164).

In its 1985 study on teacher evaluation procedures, the National Education Association (NEA) writes that it is a poor idea to use student achievement scores as a method of teacher evaluation. It states that it "is educationally unsound, ignores all that research has demonstrated about the nature and use of student testing, might set teacher against teacher for the better students, and might have a serious negative affect on teacher morale" (p. 53). Adding to the reasons outlined above, the NEA advances the proposition that scores are influenced by too many variables outside the classroom and school. Teacher ratings, it goes on to say, will be affected by the composition of the class regardless of the quality of the teaching performance.

Clinical Supervision Model

Cogan (1973) defines clinical supervision as follows:

Clinical supervision may, therefore, be defined as the rationale and practice designed to improve the teacher's classroom performance. It takes its principal data from the events of the classroom. The analysis of these data and the relationships between teacher and supervisor form the basis of the program, procedures, and strategies designed to improve the students' learning by improving the teacher's classroom behavior (p. 54).

Since it revolves around a collegial rather than authoritarian relationship between teacher and supervisor, Pfeiffer and Dunlop (1982) refer to the process of clinical supervision as being humane and democratic.

The specific goals of clinical supervision according to Acheson and Gall (1980) are as follows:

1. To provide teachers with objective feedback on the current state of their instruction.

2. To diagnose and solve instructional problems.

3. To help teachers develop skill in using instructional strategies.

4. To evaluate teachers for promotion, tenure, or other decisions.

5. To help teachers develop a positive attitude about continuous professional development (p. 12).

Clinical supervision, as outlined by Cogan (1973) is a cyclical process that consists of eight phases. The phases are as follows:

Phase 1. Establishing the teacher-supervisor relationship.

Phase 2. Planning with the teacher.

Phase 3. Planning the strategy of observation.

Phase 4. Observing instruction.

Phase 5. Analyzing the teaching-learning processes.

Phase 6. Planning the strategy of the conference.

Phase 7. The conference.

Phase 8. Renewed planning (p. 10-12).

Cogan states that "the supervisor's first commitment is to the dignity and human worth of the teachers he/she serves and that his/her first function is the improvement of teaching" (p. 24). He goes on to say that the teacher and clinical supervisor work together as associates and equals,

and that they are bound together by that common purpose of instructional improvement.

The Association of California School Administrators (1982) lists the following strengths of clinical supervision:

1. Presents a systematic approach for instructional improvement and evaluation.

2. Offers a basis for making valid decisions regarding the teaching/learning act.

3. Establishes a cooperative atmosphere for decision making between the teacher and the administrator.

4. Makes provisions for enhancing (changing behavior) teacher skills.

5. Establishes the principal or supervisor as an instructional leader.

6. Supported by research which shows increased student learning with teachers who have been trained in Clinical Teaching and Supervision.

7. Can be used with all instructional materials and strategies.

8. Fosters decision making based on data that is recorded from the lesson and not on the personal biases of the evaluator.

9. Promotes accountability on the part of both the teacher and administrator.

10. Provides for a system to maximize the administrator's efforts both in instructional improvement and evaluation (p. 103).

As reported by Lewis (1982) clinical supervision also has its drawbacks. She lists them as follows:

1. Development and implementation of clinical cycles is a time-consuming process.

2. The one being supervised must want to change and be autonomous enough to change.

3. Personality and philosophical differences may arise between supervisor and the one being supervised.

4. Supervisors often approach the process from a superior-subordinate reference, not as an equal, collegial relationship.

5. Data collected may not clearly reflect the actual situation (p. 33).

Artistic Model

Elliott Eisner (1982) defines the artistic model of teacher evaluation as --

"an approach to supervision that relies on the sensitivity, perceptivity, and knowledge of the supervisor as a way of appreciating the significant subtleties occurring in the classroom, and that exploits the expressive, poetic, and often metaphorical potential of language to convey to teachers or to others whose decisions affect what goes on in the schools, what has been observed" (p. 59).

In such an approach to supervision, the human is the instrument that makes sense of what has gone on. The major aim is to improve the quality of educational life in school.

Proponents of the artistic model essentially view the teaching act as an art. They go on to point out that there is often a performance quality to teaching characterized by both skill and grace which liken it to an aesthetic experience.

McGreal (1983) writes that there are several kinds of objectives and outcomes of legitimate artistic models.

They are:

1. Behavioral objectives specify outcomes in the form of proposed changes in learners.
2. Problem-solving objectives pose a problem for students to solve and a set of criteria to be used in solving the problem.
3. Expressive outcomes are the consequences of teaching activities and learning encounters that are intentionally planned for students.

4. Unanticipated outcomes are gains that are beneficial to students as a result of an educational encounter, but which are not logically linked to that encounter (p. 30-31).

Eisner (1982) wrote that an artistic approach to supervision and evaluation characteristically:

1. Requires attention to the muted or expressive character of events, not simply to their incidence or literal meaning.

2. Requires high levels of educational connoisseurship, the ability to see what is significant yet subtle.

3. Appreciates the unique contributions of the teacher to the educational development of the young, as well as those contributions a teacher may have in common with others.

4. Demands that attention be paid to the process of classroom life and that this process be observed over extended periods of time so that the significance of events can be placed in a temporal context.

5. Requires that rapport be established between supervisor and those supervised so that dialogue and a sense of trust can be established between the two.

6. Requires an ability to use language in a way that exploits its potential to make public the expressive character of what has been seen.

7. Requires the ability to interpret the meaning of the events occurring to those who experience them and to be able to appreciate their educational import.

8. Accepts the facts that the individual supervisor with his or her strengths, sensitivities, and experience is the major "instrument" through which the educational situation is perceived and its meaning construed (p. 66).

According to McGreal (1983), the criticism of the artistic model "usually revolves around the lack of precision by traditional standards that accompany activities relying on intuition and feeling" (p. 34). Furthermore, he writes that "the time and training required for the appropriate involvement of the supervisor in the classroom and for the production of the type of educational criticism needed to be worthwhile make the artistic model impractical" (p. 35).

FORMATIVE VERSUS SUMMATIVE EVALUATION

Teacher evaluation has always served two major roles, the formative role and the summative role. Millman (1981) states that --

Formative evaluation helps teachers improve their performance by providing data, judgments, and suggestions that have implications for what to teach and how to teach it. Summative evaluation serves administrative decision making with respect to hiring and firing, promotion and tenure, assignments, and salary (p. 13).

Barber and Klein (1983, p. 248) compare the philosophy, theory, and practice of formative and summative evaluation. Their congruence is found in Figure 2.

Researchers have discovered a number of differences between formative and summative evaluation. The first is purpose. Lewis (1982) writes that the purpose of formative evaluation is "to gather specific information about an individual teacher's strengths and weaknesses" (p. 9). On the other hand, she states that the purpose of summative evaluation is "to collect a broad sample of information about a teacher's overall performance" (p. 9). Formative evaluation is a diagnostic, informal process while

FORMATIVE EVALUATION	SUMMATIVE EVALUATION
Philosophy:	
Each individual strives for excellence.	Individuals achieve excellence only if supervised or evaluated by others.
Theory:	
Evaluation is done to improve the performance of the individual. Reward or punishment should be decided internally.	Evaluation is done to improve the performance of the social system. Reward or punishment should be decided externally.
Practice:	
Evaluate the process of instruction but not the person.	Evaluate the products of instruction as well as the process and the person.

Figure 2. Congruence of Philosophy, Theory, and Practice in Evaluation
(Barber and Klein, 1983, p. 248)

summative evaluation is a formal, legal process. Furthermore, the writer points out the fact that the expected outcome of formative evaluation is to improve an individual teacher's performance whereas the outcome of summative evaluation is to make administrative decisions.

Stiggins and Bridgeford (1984) state that "formative and summative evaluations serve different purposes -- both important. Summative evaluations are designed to ensure that highly qualified educators enter the profession and continue teaching. Formative evaluations help those already teaching to develop and refine vital skills" (p. 4). They go on to write that most teacher evaluations conducted today attempt to do both simultaneously while in practice, however, most evaluation practices address only summative goals. According to these authors, formative teacher evaluation -- potentially important in instructional improvement and individual development -- often assumes a secondary role.

STATEWIDE EVALUATION PROCEDURES

All states of the United States except for Delaware, the District of Columbia, Indiana, Louisiana, Michigan, Minnesota, Montana, New Hampshire, North Dakota, Rhode Island, and Wyoming require either by state statute or state regulation that their teachers be evaluated. Those states listed above permit the local education agency to determine what, if anything, they do in the area of teacher evaluation.

Five states are seeking to determine statewide performance criteria for teacher evaluation. They are Alabama, Florida, North Carolina, Tennessee, and Texas (Allen, 1986).

The Legislature in Alabama passed the Career Incentive Program Act during its 1985 legislative session. This act outlines the criteria to be included in the performance evaluation of teachers and requires that all districts use the criteria. A committee is currently working to develop the evaluation instrument (Bray, Flakus-Mosqueda, Palaich, and Wilkins, 1985, p. 27).

Within the last three years, the state of Florida has eliminated tenure for those persons new to the profession. Its statewide procedure requires that beginning teachers be evaluated through a performance measurement system. Teachers are now issued two year contracts which are renewable based on annual performance evaluations by trained evaluators. However, current tenure holders are protected by a grandfather clause. Florida has also instituted a Master Teacher Program. Teachers are selected for this program based upon the same performance evaluation criteria that are utilized in the Beginning Teacher Program (Bray et al, 1985, p. 43).

The North Carolina General Assembly in Section 35 of the Appropriation Act of 1980 stated:

The State Board of Education, in conjunction with local boards of education, shall develop uniform performance standards and criteria to be used in evaluating professional public school employees. It shall develop rules and regulations to insure the use of these standards and criteria in the employee evaluation process.

The act further states that the purpose of the performance appraisal program for appraising the performance of professional public school personnel in North Carolina is to improve the teaching-learning process and provide guardianship of the public interest by setting higher standards and for developing efficient appraisal procedures. Section 35 goes on to state that local boards of education shall utilize performance standards and criteria adopted by the State Board of Education; however, the standards and criteria used by the local board of education are not limited to those adopted by the State Board of Education (Twiford, 1986).

Tennessee developed its Career Ladder Program which was funded by its 1984 legislature. This ladder includes five levels for teachers: Probationary, Appentice, and Career Levels I, II, and III. All teachers hired after July 1, 1985 must participate in the program. Teachers already employed were given the opportunity to enter the program at appropriate career levels via "fast-track" options, which included evaluative career-ladder tests or successful full evaluations. Teachers at or above Career Level I earn salary supplements, work an extended year, and

are assigned additional responsibilities within the local system. The evaluation program is currently being refined (Bray et al, 1985, p. 33).

TEACHER EVALUATION IN VIRGINIA

The Constitution of Virginia requires that the Virginia General Assembly "shall seek to ensure that an educational program of high quality is established and continually maintained" (Virginia School Laws, 1984, p. 10). Article VIII, Section 2 states:

Standards of quality for the several school divisions shall be determined and prescribed from time to time by the Board of Education, subject to revision only by the General Assembly (Virginia School Law, 1984, p. 11).

The Commonwealth of Virginia mandates that localities evaluate their teachers. The initial Standards of Quality and Objectives for Public Schools in Virginia 1972-74 which

were enacted by the Virginia General Assembly contained the following provision:

The superintendent and his staff shall provide for the cooperative evaluation of central office personnel and principals and shall provide assistance to principals in the cooperative evaluation of teachers and other school employees (p. 8).

To assist local school divisions in implementing this provision, the Virginia Department of Education authorized two committees in 1972 -- a Committee on Evaluation of Central Office Personnel and Principals and a Committee on Evaluation of Teachers and Other School Employees. Each of these committees was composed of teachers, building administrators, central office administrators, a local school board member, a parent representative, state department officials, and a consultant. The Virginia Department of Education combined these two committees' reports and issued a Tentative Report: Evaluation of Personnel in August, 1972.

After reviewing the latest research on teacher evaluation, the committee developed a five-step performance-directed model in which instructional efficiency was said to be the key to successful accountability (Tentative Report, 1972). The model found in Figure 3 contained five steps as follows:

Step 1 - Diagnose Current Performance - The evaluatee and evaluator diagnose the status of the evaluatee's current performance.

Step 2 - Set Performance Objectives - The evaluatee and evaluator agree upon a set of performance targets for the year.

Step 3 - Plan of Action - The plan of action to attain the performance targets is cooperatively determined by the evaluatee and the evaluator.

Step 4 - Assessment - The attainment of the performance targets is assessed by the evaluatee, evaluator, and other individuals where appropriate.

Step 5 - Conference and Followups - The conference is held between the evaluatee and the evaluator to compare self-assessment of the evaluatee and that of the evaluator, discuss implications of the assessments, analyze the causes of performance accomplishment and lack of it, and make plans for the next evaluation cycle.

The Virginia Department of Education published the Evaluation Procedures Handbook (Tentative Model) (January, 1974) which contained suggestions and instructions designed to help local divisions implement the model. Local school divisions were permitted to adopt the state approved model and its instruments or develop their own. Initially, many chose to utilize the state model; however, it was found to be quite cumbersome and time consuming. Many local divisions have since gone away from the state model but continue to comply with the latest edition of the Standards of Quality 1986-88 which state --

Each school division shall maintain and follow an up-to-date policy manual which shall include, but not be limited to:

.

2. A cooperatively developed procedure for personnel evaluation appropriate to tasks performed by those being evaluated (p. 9).

The Virginia Department of Education, after receiving feedback from local division superintendents across the state expressing a need for review of their teacher evaluation policies and procedures, appointed a task force in 1986 to study teacher evaluation in Virginia. Spearheaded by state department officials and a consultant, this committee was composed of teachers and principals representing local divisions throughout the state, as well as representatives from vocational education, special education, the Virginia Education Association, the Virginia Association of Elementary School Principals, and the Virginia Association of Secondary School Principals. The goal of this committee was to develop a prototype evaluation process which the local school divisions could adopt if they so desire. It is expected that this process will have been field tested and will be made available for local use in 1988 (Wildy, 1986).

CHAPTER III

METHODOLOGY

INTRODUCTION

This chapter outlines the methodology that was utilized in this study, the population addressed in this study, the method by which the questionnaire was developed, the validation process that was utilized for the questionnaire, and the method which was used to analyze the data collected.

POPULATION

The population used in this study consisted of all one hundred thirty-seven public school divisions in the Commonwealth of Virginia as listed in the Virginia Educational Directory 1986-87.

METHODOLOGY AND VALIDATION

The data gathered for this research were gathered from three sources -- a review of the literature, a collection

of teacher evaluation documents from local school divisions, and a questionnaire distributed to local division chief personnel officers.

The review of the literature was carried out to determine the "state-of-the-art" or what researchers said was the "best practice" in evaluating teachers. From the review, five sets of criteria were identified as being representative of the latest research on the topic. The research was also selected because the authors represented various constituencies who play a role in teacher evaluation. They were:

1. Patra M. Janney - an elementary school principal who as a doctoral candidate conducted a study, similar to this study, of teacher evaluation in a neighboring state, West Virginia.

2. Thomas L. McGreal - a professor at the University of Illinois who is well known for his research and writing on teacher evaluation.

3. Educational Research Service - a nationally recognized service organization that does extensive research on all educational topics.

4. The Rand Corporation - a recent study on teacher evaluation in the United States.

5. National Education Association - considered by some individuals to be the largest "union" in the United States, a study by this organization was considered to be representative of the classroom teachers.

Contemporary recommendations for policy and practice in teacher supervision/evaluation from the above researchers were identified and are reported in Appendix A (p. 140-144).

The literature review resulted in the preparation of preliminary guidelines/criteria for model teacher evaluation policies and procedures. From these guidelines the original draft of the questionnaire was developed. The review also helped identify a group of experts in the field of teacher evaluation with whom personal contacts

were made. The personal contacts, some of whom validated the questionnaire, assisted the researcher as the research tasks were finalized, as they were researched, and as the questionnaire was developed.

Finally, a preliminary review of the literature generated two schemes for data analysis. The first required a review of teacher evaluation documents; the second used a questionnaire to supplement information gathered through the document analysis.

DOCUMENT ANALYSIS

Each of the one hundred thirty-seven school divisions in the Commonwealth of Virginia was asked to forward a copy of the school division's policy and procedures for teacher evaluation. Once collected, the documents were analyzed according to a criteria for effective evaluation checklist which had been developed as a result of the review of literature. This checklist appears in Appendix B (p. 145-149).

SURVEY DATA

Further data for this research were gathered through the distribution of a questionnaire to the chief personnel officers of the one hundred thirty-seven school divisions in the Commonwealth of Virginia. This questionnaire was utilized to gather data to supplement the information provided in the teacher evaluation documents. To determine where to begin, a review of the appropriate, pertinent research in this field was carried out.

INSTRUMENTATION

A draft of the questionnaire was developed through a review of the literature and through consultation with a review panel. The draft of the questionnaire was validated by distributing it with a cover letter (Appendix C, p. 152) to fifteen (15) persons (Appendix C, p. 151) familiar with teacher evaluation, with questionnaire techniques, or both. The group was composed of five (5) officials of the Virginia Department of Education, five (5) superintendents of school divisions in the State of West Virginia, and five

(5) college of education personnel specialists or college professors familiar with research techniques. Responses, suggestions, and comments were received on the questionnaire evaluation form (Appendix C, p. 153) from all persons mentioned above and were incorporated into a finalized questionnaire which was distributed to the chief personnel officers included in the study.

The questionnaire (Appendix C, p. 154-160) consisted of thirty (30) questions. All questions address research task number one. The questionnaire provided data pertinent to the research which could not be found in teacher evaluation documents or served to validate the data which was included. As previously stated, in addition to the questionnaire, each chief personnel officer was asked to forward a copy of the school division's policy and procedures for teacher evaluation. The division's policy and procedures for teacher evaluation were utilized to address research tasks number one, two and three.

A letter of introduction co-signed by the student's advisor and the Administrative Director of Teacher Education, Certification, and Professional Development for

the Virginia Department of Education (Appendix C, p. 161) was sent along with the student's cover letter (Appendix C, p. 162-163) to each school division's chief personnel officer on November 3, 1986 announcing the arrival of the questionnaire and requesting a copy of the school division's policy and procedures for teacher evaluation. A deadline of November 21, 1986 for response was included in the cover letter. A stamped self-addressed envelope was also included for the materials. Within three weeks, responses had been received from approximately seventy-five per cent of the school divisions. On the deadline for returning the questionnaire and the teacher evaluation policy and procedures, a tally of division chief personnel officers not responding to the first request was developed. A second appeal letter (Appendix C, p. 164), a questionnaire, and a stamped self-addressed envelope was mailed to each potential respondent who had not returned the questionnaire and teacher evaluation policy and procedures as of December 1, 1986. In instances where the questionnaire was completed and returned but the school division's policy and procedures were not, a follow-up letter (Appendix C, p. 165) was utilized. By mid January, 1987 approximately ninety-five per cent of the responses

were received. Then, telephone calls and contacts were made to the school divisions who had failed to respond. A plea made to the chief personnel officer emphasized the importance of the study and the need to include all school divisions. All of the one hundred thirty-two operating public school divisions in Virginia did respond and a return rate of one hundred per cent was achieved by mid March, 1987.

ANALYSIS OF DATA

The nature of this study necessitated the recording of data gathered through the questionnaire and documents by means of frequency and percentage as well as content analysis. Data from some responses were recorded by frequency and percentage. Responses to other questions were examined in conjunction with the analysis of policy and procedures documents. This information was compared to the guidelines recommended as to the "state-of-the-art" teacher evaluation policy and procedures.

The majority of the items on the questionnaire required a yes or no response. The other items permitted the respondent to select his/her preference from a set of possible responses or to develop another response.

The policies and procedures for teacher evaluation were analyzed and recorded as to the frequency and percentage of each responding school division according to the criteria for a model teacher evaluation policy and procedures. These criteria included the methodology used in the development, the purposes, the uses, the instruments, the training provided for the evaluatee and the evaluator, the role of the evaluator, the methodology of the data collection and its analysis, the frequency of observations, and the provisions for evaluation and revision of the policy and procedures. Finally, the policies and procedures were classified according to one of the five evaluation models outlined by McGreal (1983).

CHAPTER IV

STATUS OF THE TEACHER EVALUATION POLICIES AND PROCESSES IN THE COMMONWEALTH OF VIRGINIA, 1986-87

Introduction

The Virginia Department of Education reports that there are one hundred thirty-seven local public school divisions in the Commonwealth of Virginia as of September 26, 1986. However, five of the localities in which a county surrounds a city combine school systems through contracts for educational purposes. They are Greensville/Emporia, James City/Williamsburg, Halifax/South Boston, Bedford City/Bedford County, and Fairfax City/Fairfax County.

The chief personnel officer of each of the one hundred thirty-two operating public school divisions was sent a questionnaire to be completed. In addition, they were asked to forward a copy of their division's written teacher evaluation policy and procedures for review and analysis. Responses were received from all one hundred thirty-two school divisions in the Commonwealth of Virginia resulting in a one hundred per cent return rate.

In this chapter the data are separated into six areas for reporting purposes -- policy, procedures, career ladders and pilot programs, state mandated teacher evaluation, categorizations, and documents. Frequencies and percentages were computed to describe the practices and procedures utilized for teacher evaluation in the Commonwealth of Virginia as well as to categorize them. This chapter contains the results of these computations. Findings are based on the written responses and materials submitted by the school divisions.

Policy

The data concerning teacher evaluation policies for the local public school divisions in the Commonwealth of Virginia can be found in Tables 1-7. Almost ninety-eight per cent of the school divisions have a written policy in place as indicated in Table 1. Written procedures are in place in over ninety-eight per cent of the school divisions. The difference of one in the figures is attributed to the fact that one division noted it planned to write its policy at the conclusion of the piloting of

TABLE 1

FREQUENCY AND PERCENTAGE OF VIRGINIA SCHOOL DIVISIONS
WITH WRITTEN POLICIES, WRITTEN PROCEDURES, AND
PARTICIPANTS IN THEIR DEVELOPMENT (N=132)

Survey Item	Frequency of Divisions	Percentage of Divisions
Written policy is in place		
Yes	129	97.7
No	3	2.3
Written procedures are in place		
Yes	130	98.5
No	2	1.5
Policy and process were developed by		
Administrators	128	97.0
Teachers	122	92.4
Students	2	1.5
Parents	14	10.9
School Board Members	55	42.0
Consultants	46	34.8
State Department Officials	2	1.5
Teacher Education Associa- tion Representatives	1	0.8
Non-Certified Personnel	1	0.8
Don't Know	1	0.8

its evaluation procedures. Administrators (ninety-seven per cent) and teachers (more than ninety-two per cent) took part in the development of almost all of the policies and processes. School board members assisted in less than one-half of the divisions while consultants were utilized in over one-third of the divisions. Students (two per cent) and parents (eleven per cent) participated in only a few of the divisions.

The teacher evaluation policies specify how data will be collected and analyzed in over seventy-seven per cent of the school divisions, as shown in Table 2. Just under twenty per cent of the policies do not. More than one-half of the policies do not contain a provision for regular review and revision. Of the sixty divisions that have a provision for review in their policy, almost two-fifths of them are reviewed on an annual basis. One-third of the school divisions with a review provision failed to respond when asked how often.

Table 2 further reports that seventy-two per cent of the teacher evaluation policies have been written since the 1982-83 school year while twenty-one per cent were written

TABLE 2

FREQUENCY AND PERCENTAGE OF VIRGINIA SCHOOL DIVISIONS'
TEACHER EVALUATION POLICIES WITH SPECIFICATIONS
CONCERNING DATA COLLECTION AND ANALYSIS, PROCEDURE
REVIEW, AND NEED FOR REVISION (N=132)

Survey Item	Frequency of Divisions	Percentage of Divisions
Data collection and analysis procedures are specified		
Yes	102	77.2
No	26	19.7
No Policy	3	2.3
No Response	1	0.8
Procedure for regular review and revision exists		
Yes	61	46.2
No	70	53.0
No Response	1	0.8
If so, how often		
Continuously	1	1.6
Annually	23	37.7
Biennially	2	3.3
Triennially	7	11.5
Every 5 Years	1	1.6
Every 3-5 Years	1	1.6
As Needed	4	6.6
No Specific Time	2	3.3
No Response	20	32.8

Table 2 -- Continued

Survey Item	Frequency of Divisions	Percentage of Divisions
Last update of policy and procedure was		
1973-74	2	1.5
1974-75	1	0.8
1975-76	1	0.8
1976-77	1	0.8
1978-79	3	2.3
1979-80	7	5.2
1981-82	5	3.8
1982-83	8	6.0
1983-84	17	12.9
1984-85	20	15.2
1985-86	42	31.8
1986-87	16	12.1
Prior to 1985	1	0.8
Not Sure	4	3.0
No Response	4	3.0
Current need for revision of policy exists		
Yes	54	40.9
No	72	54.5
No Response	3	2.3
Not Applicable	3	2.3

before then. More than one-half of the chief personnel officers state that a need for revision does not exist currently. However, over forty per cent report that their policy is in current need of revision.

In reviewing the literature, the researcher discovered that the primary purposes of teacher evaluation are to improve instruction, make tenure decisions, identify areas of instruction needing improvement, assess performance of teachers, plan staff development, and identify and remove incompetent teachers. These purposes proved to be the ones most frequently noted by the chief personnel officers of Virginia's public school divisions (Table 3). Improvement of instruction was specified as a purpose of teacher evaluation in all but one public school division in the Commonwealth. Ninety-five per cent indicated that the assessment of teacher performance was also a purpose. Eighty-one per cent noted the identification of instructional areas needing improvement, seventy-five per cent specified the identification and removal of incompetent teachers, nearly seventy per cent identified planning of staff development, and sixty-four per cent noted the making of personnel decisions as a

TABLE 3

FREQUENCY AND PERCENTAGE OF VIRGINIA SCHOOL DIVISIONS'
PURPOSES OF TEACHER EVALUATION (N=132)

Survey Item	Frequency of Divisions	Percentage of Divisions
Purposes of teacher evaluation are		
Improve Instruction	131	99.2
Make Tenure Decisions	84	63.6
Identify Areas of Instruction Needing Improvement	107	81.1
Assess Performance of Teachers	126	95.5
Plan Staff Development	92	69.7
Identify and Remove Incompetent Teachers	99	75.0
Assess Curriculum	1	0.8
Establish and Carry Out Goals of School and Division	2	1.5
Facilitate Communication Among Teachers, Administrators, and School Board	1	0.8
Improve Key Interpersonal Relationships	1	0.8
Maintain Good Morale	1	0.8
Provide Positive Reinforcement for Excellence in Performance	3	2.3
Reinforce Personnel's Self-Concept	1	0.8
Part of Reduction in Force Policy	1	0.8

purpose. When given the opportunity to add other purposes of teacher evaluation, two or more personnel officers identified only two additional items -- three indicated that a purpose was to provide positive reinforcement for excellence in performance and two noted that a purpose was to establish and carry out goals of the school and division. No other purpose was included by more than one chief personnel officer.

Sometimes policies are utilized in ways that are different from their intended purpose. Therefore, the chief personnel officers were surveyed concerning the utilizations of teacher evaluation in their school divisions. As shown in Table 4, there is a high correlation between the purposes and utilizations of teacher evaluation in the public school divisions in Virginia. Ninety-eight per cent of the school divisions actually utilize their teacher evaluations to assess the performance of their teachers and ninety-two per cent utilize it for the improvement of instruction. In addition, three-fourths of the school divisions utilize teacher evaluation to make personnel decisions while just under three-fourths utilize it to plan staff development.

TABLE 4

FREQUENCY AND PERCENTAGE OF VIRGINIA SCHOOL DIVISIONS'
UTILIZATIONS OF TEACHER EVALUATION (N=132)

Survey Item	Frequency of Divisions	Percentage of Divisions
Utilizations of teacher evaluation are		
Assessment of Performance	129	97.7
Determination of Merit Pay or Placement on Career Ladder	9	6.8
Improvement of Instruction	121	91.7
Personnel Decisions	99	75.0
Plan Staff Development	96	72.7
Make Teaching Assignments	1	0.8
Make Tenure Decisions	1	0.8
Reinforce Personnel's Self-Concept	1	0.8

Teacher evaluation systems in Virginia have been influenced by a number of different individuals and programs. As described in Table 5, Madeline Hunter has influenced three times as many evaluation systems as all other individuals identified in responses combined. One-third of the school divisions were in the category of not responding to the item, not knowing who or what was the greatest influence, or stating that no one person or program had the greatest influence.

Teacher evaluation is tied to student achievement in fewer than ten per cent of Virginia's school divisions. Of that ten per cent, most use the following methods of assessment -- pupils' ability to accomplish stated objectives (8), student grades as assigned by the teacher (8), and standardized achievement tests (9). A smaller number (5) use locally developed tests. These data are reported in Table 6.

Table 7 reveals that more than twice as many of the division's policies contain an appeals procedure as do not. It should be noted that the Commonwealth of Virginia has a state mandated Grievance Procedure that could be utilized.

TABLE 5

FREQUENCY AND PERCENTAGE OF GREATEST INFLUENCE ON
TEACHER EVALUATION SYSTEMS IN VIRGINIA (N=132)

Survey Item	Frequency of Divisions	Percentage of Divisions
Greatest influence on current evaluation system was		
Effective Teaching and Schools Research	14	10.6
Lynn Canaday	2	1.5
Joan Fulton	3	2.3
Madeline Hunter	56	42.4
Richard P. Manatt	2	1.5
David Parks	4	3.0
Mastery Learning	2	1.5
George Redfern	10	7.6
Standards of Quality/ Accreditation Standards	6	4.6
TESA	8	6.1
Miscellaneous Individuals/ Systems	18	13.6
None	14	10.6
Not Applicable	2	1.5
Did Not Know	4	3.0
No Response	25	18.9

TABLE 6
TEACHER EVALUATION AND STUDENT ACHIEVEMENT
IN VIRGINIA'S SCHOOL DIVISIONS (N=132)

Survey Item	Frequency of Divisions	Percentage of Divisions
Teacher evaluation is tied to student achievement		
Yes	13	9.8
No	119	90.2
If yes, the following methods of assessing student achievement are used		
Locally Developed Achievement Tests	5	38.5
Pupils' Ability to Accomplish Stated Objectives	8	61.5
Student Grades as Assigned by the Teacher	8	61.5
Standardized Achievement Tests	9	69.2

TABLE 7

FREQUENCY AND PERCENTAGE OF VIRGINIA SCHOOL DIVISIONS'
 POLICIES CONTAINING APPEALS AND DUE PROCESS
 PROCEDURES (N=132)

Survey Item	Frequency of Divisions	Percentage of Divisions
Policy contains an appeals procedure		
Yes	88	66.7
No	41	31.0
No Response	3	2.3
Policy contains due process procedures for administrative transfer of personnel, demotion, suspension, non-renewal, and dismissal		
Yes	56	42.4
No	70	53.0
No Response	6	4.6

Fifty-three per cent of the policies contain due process procedures for administrative transfer of personnel, demotion, suspension, non-renewal, and dismissal. Forty-two per cent do not contain such procedures according to the respondents.

Procedures

The data concerning the procedures utilized for teacher evaluations in the local public school divisions in the Commonwealth of Virginia are found in Tables 8-14.

Table 8 points out that more than four times as many school divisions train their evaluators than do not. All but one school division (which failed to respond to this item) informs its teachers of evaluation criteria prior to an observation as shown in Table 9. Ninety-seven per cent of the school divisions use the same criteria in evaluating all of its teachers. It should be noted that this is one of the characteristics of the Common Law Model of teacher evaluation as defined by McGreal. Almost eighty per cent state that their evaluation criteria are based on a clear

TABLE 8

FREQUENCY AND PERCENTAGE OF VIRGINIA SCHOOL DIVISIONS
THAT TRAIN EVALUATORS (N=132)

Survey Item	Frequency of Divisions	Percentage of Divisions
All evaluators are trained		
Yes	105	79.5
No	24	18.2
Somewhat	2	1.5
No Response	1	0.8

TABLE 9

TEACHERS AND THE EVALUATION CRITERIA IN
VIRGINIA'S SCHOOL DIVISIONS (N=132)

Survey Item	Frequency of Divisions	Percentage of Divisions
All teachers are informed of evaluation criteria prior to observation		
Yes	131	99.2
No	0	0.0
No Response	1	0.8
All teachers are evaluated using the same criteria		
Yes	128	96.9
No	3	2.3
No Response	1	0.8
Evaluation criteria are based on a clear definition of effective teaching		
Yes	105	79.5
No	24	18.2
Not Sure	1	0.8
No Response	2	1.5
If yes, teachers are provided with staff development on the criteria		
Yes	95	90.5
No	8	7.6
No Response	2	1.9

Table 9 -- Continued

Survey Item	Frequency of Divisions	Percentage of Divisions
Job descriptions are used in the teacher evaluation process		
Yes	64	48.5
No	62	46.9
Certain Positions	1	0.8
No Response	5	3.8

definition of effective teaching. Ninety per cent of those divisions provide their teachers with staff development on the evaluation criteria while fewer than eight per cent do not. School divisions were almost evenly divided when asked whether or not job descriptions were used in the teacher evaluation process.

As shown in Table 10, the building principal evaluates his/her teachers in all (one hundred per cent) of the local public school divisions. Supervisors are involved in that process in almost three-fifths of the divisions while teachers formally evaluate themselves in over one-third of the school systems. This table reports that students, parents, and peers are seldom involved in teacher evaluations. Also, there is little involvement by central office staff members other than supervisors as noted earlier.

Table 11 reports that school divisions were almost evenly split when asked whether or not tenured and nontenured teachers are evaluated under the same policy and procedures. Of those that are not, three-fifths indicated that the difference was the number of observations.

TABLE 10

WHO ARE THE EVALUATORS IN VIRGINIA'S SCHOOL
DIVISIONS (N=132)

Survey Item	Frequency of Divisions	Percentage of Divisions
Teachers are evaluated by		
Committee of Evaluators	6	4.6
Parents	1	0.8
Peers	9	6.8
Principal	132	100.0
Professional Consultant	2	1.5
Self	45	34.1
Students	3	2.3
Supervisors	79	59.8
Assistant Principal	15	11.4
Assistant Superintendent	2	1.5
Administrative Assistant	1	0.8
Central Office Staff	2	1.5
Director of Instruction	2	1.5
Department Chairman	4	3.0
Personnel Director	1	0.8
Expert	1	0.8

TABLE 11

EVALUATION OF TENURED TEACHERS AS COMPARED TO THE
EVALUATION OF NONTENURED TEACHERS IN VIRGINIA SCHOOL
DIVISIONS (N=132)

Survey Item	Frequency of Divisions	Percentage of Divisions
Tenured and nontenured teachers are evaluated under the same policy and procedures		
Yes	66	50.0
No	64	48.5
No Response	2	1.5
If not, the difference is		
Number of Observations	38	59.4
Yearly Versus Two Years	4	6.3
Yearly Versus Three Years	16	25.0
Yearly Versus Four Years	2	3.1
Yearly Versus Five Years	4	6.3
Subjectivity	1	1.6
Expectations	1	1.6

Further, one-fourth of those divisions evaluate nontenured teachers yearly while they evaluate tenured teachers every three years.

When under the evaluation cycle, nontenured teachers are observed more frequently than tenured teachers. Table 12 reveals that the most usual frequency for observing nontenured teachers was three. That frequency was more than double the next two reported frequencies of two and four. The responses for tenured teacher observations were almost equally divided between two and three observations during their evaluation cycle.

A formal conference is held with the teacher prior to an observation in forty-five per cent of the school divisions. Thirty-six per cent of the school divisions do not hold such a conference while almost fourteen per cent do sometimes. Table 13 also illustrates that a formal conference is held with the teacher following an observation in over ninety per cent of the divisions. Only three school divisions responded that a formal conference was not held following an observation.

TABLE 12

FREQUENCY OF TEACHER OBSERVATIONS IN VIRGINIA'S
SCHOOL DIVISIONS (N=132)

Survey Item	Frequency of Divisions	Percentage of Divisions
Frequency of observations		
Full/Nontenured		
1	7	5.3
2	27	20.5
3	58	43.9
4	25	18.9
5	1	0.8
6	3	2.3
Varies	11	8.3
Partial/Tenured		
1	24	18.2
2	41	31.0
3	38	28.8
4	16	12.1
5	1	0.8
6	1	0.8
Varies	11	8.3

TABLE 13

FREQUENCY AND PERCENTAGE OF VIRGINIA SCHOOL DIVISIONS
REQUIRING CONFERENCES PRIOR TO AND FOLLOWING AN
OBSERVATION (N=132)

Survey Item	Frequency of Divisions	Percentage of Divisions
A formal conference is held with the teacher prior to an observation		
Yes	59	44.7
No	48	36.3
Sometimes	18	13.6
First Year	1	0.8
First Observation	3	2.3
Optional	2	1.5
No Response	1	0.8
A formal conference is held with the teacher following an observation		
Yes	119	90.2
No	3	2.3
Sometimes	6	4.5
If Requested	4	3.0

Table 14 reveals that over one-half of the school divisions process and analyze the results of teacher evaluations to determine staff development activities and curriculum/instruction revisions. Of those who responded in the affirmative, the task was assigned to the building principal in over one-third of the cases. One-fifth of the divisions assigned that task to various supervisors in the central office.

Career Ladders and Pilot Programs

As reported in Table 15, Career Ladder or Merit Pay Plans can be found in just over eleven per cent of the local public school divisions in the Commonwealth of Virginia. These range from plans in which the selection is made by a committee from teacher applications (Danville City Schools) to one in which all teachers in the division are required to participate (Orange County Schools' Assessment for Professional Development).

TABLE 14

UTILIZATION OF THE RESULTS OF TEACHER EVALUATIONS
IN VIRGINIA SCHOOL DIVISIONS (N=132)

Survey Item	Frequency of Divisions	Percentage of Divisions
Results of teacher evaluations are processed and systematically analyzed to determine staff development activities and curriculum/instruction revisions		
Yes	74	56.0
No	57	43.2
Partially	1	0.8
If yes, the task is assigned to		
Supervisory and Central Office Staff	15	20.3
Assistant Superintendent	15	20.3
Director of Instruction	14	18.9
Staff Development Office	11	14.9
Personnel Director	8	10.8
Principal	27	36.5
Superintendent	1	1.4

TABLE 15
 CAREER LADDER OR MERIT PAY PLANS IN VIRGINIA
 SCHOOL DIVISIONS (N=132)

Survey Item	Frequency of Divisions	Percentage of Divisions
A Career Ladder or Merit Pay Teacher Evaluation Plan is in place		
Yes	15	11.4
No	117	88.6

Fewer than ten per cent of the divisions are piloting a teacher evaluation program at the present time. These data are revealed in Table 16.

State Mandated Teacher Evaluation

Chief personnel officers in Virginia were split in their responses to the question about a uniform teacher evaluation process for all teachers throughout the Commonwealth. Two-thirds responded no to the question regarding the need for such a policy while just over one-fourth responded yes as shown in Table 17. Those who responded no indicated different needs and expectations of the divisions as well as the need for local autonomy when asked why. In addition, ownership of the evaluation process was often cited as was the view that many personnel officers believed there is no "best" way to evaluate teachers. The need for continuity, consistency, and uniformity throughout the Commonwealth was the reason most often listed by those who responded in the affirmative.

TABLE 16
PILOT TEACHER EVALUATION PROGRAMS IN VIRGINIA
SCHOOL DIVISIONS (N=132)

Survey Item	Frequency of Divisions	Percentage of Divisions
Division is currently piloting a teacher evaluation program		
Yes	11	8.3
No	120	90.9
No Response	1	0.8

TABLE 17

NEED FOR A UNIFORM STATEWIDE TEACHER EVALUATION
PROCESS IN VIRGINIA SCHOOL DIVISIONS (N=132)

Survey Item	Frequency of Divisions	Percentage of Divisions
"The Commonwealth of Virginia needs a uniform teacher evaluation process by which <u>all</u> teachers throughout the state would be evaluated using the same criteria."		
Yes	36	27.2
No	88	66.7
Yes and No	5	3.8
No Response	3	2.3

Categorization

Chief personnel officers of the local public school divisions in the Commonwealth of Virginia were requested to forward written teacher evaluation policies, forms, and procedures to aid in the categorization process. The five categories established by McGreal (1983) were used to classify the evaluation models collected. McGreal's categories and their definitions are as follows:

Common Law Model - characterized by high supervisor-low teacher involvement. It usually contains standardized criteria, forces comparative judgments, and emphasizes summative evaluation (McGreal, 1983).

Goal-Setting Model - emphasizes an individualized approach to evaluation. Its steps include setting goals, working toward those goals, and reviewing progress toward the goals (McGreal, 1983).

Product Model - utilizes various measures of student achievement as a measure of teacher competence (McGreal, 1983).

Clinical Supervision Model - heavily emphasizes a collegial relationship between the teacher and the supervisor. It is an in-class approach which seeks to improve instruction and teacher development. It seeks to assist teachers to modify existing patterns of teaching in ways which the teacher observes (Sullivan, 1980).

Artistic or Naturalistic Model - views the act of teaching as an art. Teachers make judgments based largely on qualities that unfold during the course of teaching; teaching is influenced by contingencies that are unpredictable; the ends achieved in teaching are often created in process (Eisner, 1979).

Upon collecting the materials, the researcher discovered that a sixth category was needed -- Common Law/Goal-Setting. This category is a combination of the two -- both are used as part of the total process. The system begins with the Common Law Model and then includes the Goal-Setting Model as an important plan for those teachers not performing satisfactorily.

Table 18 reveals that almost forty-two per cent of the local public school divisions subscribe to the Goal-Setting Model of teacher evaluation. Those divisions which subscribe to this model followed the five step cyclical model as designed by Redfern and found in Figure 1 on Page 26 -- identify needs through a self evaluation and an evaluator's assessment, set objectives and action plans approved by the evaluator, carry out the action plans, assess the results, and discuss the results.

Over twenty-seven per cent utilize the Common Law Model which is characterized by a checklist with some sort of scaling device. The evaluator rates the evaluatee usually on standardized criteria using a three to five item scale.

Further, it is reported in Table 18 that more than twenty-three per cent utilize the combination model (Common Law/Goal-Setting Model). The process begins as the Common Law Model with the use of a checklist. If a teacher is performing in an unsatisfactory manner, the process moves into the Goal-Setting Model with the identification of

TABLE 18

FREQUENCY AND PERCENTAGE OF VIRGINIA SCHOOL DIVISIONS'
TEACHER EVALUATION MODELS ACCORDING TO THOSE
ESTABLISHED BY MCGREAL (N=132)

Model	Frequency of Divisions	Percentage of Divisions
Common Law	36	27.3
Common Law/Goal-Setting	31	23.5
Goal-Setting	55	41.6
Product	0	0.0
Clinical Supervision	10	7.6
Artistic	0	0.0

specific objectives for the teacher to work on as a means of remediation.

Documents

The documents that were collected from the public school divisions were analyzed using the form found in Appendix D (p. 166-168). They range from being similar in their entirety to somewhat similar in parts to being different in almost every respect. However these documents, with their varying degrees of similarity, are all used for the same purpose -- the evaluation of the professional teaching staff.

The first thing that is noticeable is the appearance of the documents. They range in size from one paragraph with concise statements to lengthy, detailed pieces of work. Sussex County Public School's teacher evaluation handbook totals one hundred forty pages. Bristol Public Schools goes to the extreme of addressing possible questions and concerns that could arise concerning the evaluation process in their handbook.

The quality of appearance varies greatly with the documents. Some are reproduced using mimeograph machines or copy machines. Others, such as the documents of the City of Norfolk and Henrico County, are professionally printed with designs and logos on top quality material. The forms utilized with the evaluation process range from single page, one color instruments to multiple page, multicolor instruments that contain built-in carbon capabilities and hard back copies like Lunenburg's. Montgomery County includes samples of completed forms for their entire evaluation process in the handbook.

The evaluation documents contain some or all of the following -- philosophy; purpose; model; timeline; procedures; roles of persons involved; evaluation criteria and indicators; observation instruments; conference forms; improvement plans; and self, student, parent, and administrator evaluation instruments.

Some documents begin with an acknowledgement of those individuals who were involved in its development (Albemarle County). Some state the school division's philosophy on evaluation. This is usually followed by the purpose. The

purposes of evaluation range from one statement in Charles City County to a listing of eight in Craig County. Often a timeline such as the one found in Brunswick's handbook follows giving deadlines by which certain events should have taken place. Some documents outline the roles that individuals play in the evaluation process. Mathews County Public School's handbook describes the role of each individual involved in the teacher evaluation process -- the classroom teacher up to the superintendent.

A flow chart can be found as a part of many documents. This chart details the steps of the evaluation process. If an observation is satisfactory, the process follows one route. If it is not satisfactory, the process goes another direction. Examples of such a flow chart can be found in the teacher evaluation handbooks of Giles and Patrick Counties.

The evaluation instruments vary a great deal from one division to another. Some divisions have as few as three main areas for evaluation with five to ten specific items under each. Generally, these areas are classroom management, instructional effectiveness, and professionalism.

The number of areas grow to a maximum of twenty-two in Henrico County. This particular division's instrument contains three to five specific items for evaluation under each of the major areas. Sussex County Public Schools divides its ten major areas over a three year period. A teacher is evaluated on three of these areas each year for three years. The tenth area, professionalism, is evaluated each year.

Teachers are evaluated using varied ratings throughout the state. The simplest scale used is a two item scale (satisfactory/unsatisfactory) that is being utilized in Pulaski County. Another simplistic scale is Prince George County's -- yes, no, not observed. Carroll County uses a numerical scale ranging from five down to one. Hanover County Public Schools use ten different rating terms starting with "no achievement" and ending with "considerable strength." Caroline County uses a weighted scale where certain areas that the division feels are more important than others carry added weight. The rates are multiplied by the weights and a composite score is tabulated. Finally, divisions such as Colonial Heights and Spotsylvania use a narrative format for teacher

observations, stating what was observed along with commendations and/or recommendations.

Evaluation handbooks for some school divisions simply state the areas upon which teachers are evaluated and explain the rating scale. Others go into greater detail. Many divisions go to great lengths in describing their expectations and performance indicators. Essex County Public Schools include the indicators on its observation report to assist the observer. Arlington gives examples of what is not acceptable as well as what is acceptable for each area in its document.

Pre-conferences are utilized in a number of school divisions in Virginia. Some of them, such as Pulaski County, require the completion of a form to aid in that conference. Others are similar to Chesterfield and Rockingham Counties in that they require that the form be completed and submitted but do not always require a conference.

Conferences are required in most school divisions following a classroom observation; they are not required in

some. Most of these school divisions, for example Prince George County, require that the date of the follow-up conference be included on the observation report. In addition, both the teacher and observer are expected to sign the report. It should be noted that the teacher's signature does not indicate agreement with the report. It is merely the acknowledgement of the fact that a conference has been held and the teacher has received a copy of the report. A few school divisions, including Montgomery County, have a required conference form which includes what was discussed in the conference and suggestions (if any) for improvement.

Whenever a teacher is not performing in a satisfactory manner, improvement is expected. A word of mouth acknowledgement of this improvement is all that is required in some school divisions. However, in Caroline and Carroll Counties, for example, a detailed, formal improvement plan is required whenever a teacher's performance is unsatisfactory. Most plans include these basic components: identification of areas of weakness, identification of strategies for improvement, an outline of available resources, a timeline for implementation, and specification

of expected results. Some school divisions, such as Hampton, include examples of improvement plans in their evaluation handbooks.

CHAPTER V
CONCLUSIONS AND RECOMMENDATIONS

Introduction

The purposes of this study were to describe the teacher evaluation processes carried out by the public school divisions of the Commonwealth of Virginia during the 1986-87 school year and to establish a recommended set of guidelines or criteria for teacher evaluation in local school divisions. The guidelines presented in this chapter are based on a review of the literature, the results of questionnaires returned by chief personnel officers, and an analysis of the documents currently utilized by public school divisions in Virginia. Questionnaires, policies, procedures, and documents on teacher evaluation were collected from all one hundred thirty-two operating public school divisions in the state.

This research describes the written policies and procedures which exist in the local public school divisions of Virginia as indicated by a review of documents and as reported by the chief personnel officers in the respective school divisions. Current practice may or may not be consistent with reported practice. This study did not

attempt to determine the congruence between reported practice and actual practice.

Findings

On the basis of the review and analysis of the questionnaires, policies, procedures, and documents and the comparison of this analysis with the criteria derived from the literature, the following findings are stated regarding public school teacher evaluation programs in the Commonwealth of Virginia:

1. Written teacher evaluation policies and procedures are in place in almost all of the public school divisions. The policies and procedures have been developed primarily by administrators and teachers. School board members and consultants were also involved in their development.

2. Data collection and analysis procedures are specified by three-fourths of the divisions.

3. There is no procedure for regular review and revision of teacher evaluation policies and procedures in over one-half of the divisions. For those divisions with a review procedure, the review is generally done on an annual basis.

4. Teacher evaluation policies are reasonably up to date. Three-fourths have been written since the 1982-83 school year. Most personnel officers do not see a need for policy revision in their school division.

5. The reported purposes of teacher evaluation in Virginia's public school divisions are to improve instruction, to assess the performance of teachers, to identify areas of instruction needing improvement, to identify and remove incompetent teachers, to plan staff development, and to make tenure decisions. Evaluations are used primarily for the assessment of teacher performance and for the improvement of instruction.

6. Madeline Hunter has influenced three times as many teacher evaluation systems in Virginia as all other individuals identified in responses combined.

7. Teacher evaluation is rarely tied to student achievement in Virginia's school divisions.

8. Two-thirds of the evaluation policies contain an appeals procedure. Due process procedures for administrative transfer of personnel, demotion, suspension, non-renewal, and dismissal are not contained in over one-half of the policies.

9. Most public school divisions train their evaluators.

10. All teachers are informed of evaluation criteria for their school division prior to formal observations. In most school divisions, all teachers are evaluated using the same criteria. Three-fourths of the public school divisions base their evaluation criteria on a clear definition of effective teaching. Most of these divisions provide their teachers with staff development on this criteria prior to formal observations.

11. Virginia's public school divisions are almost evenly divided on the use of job descriptions in the teacher evaluation process.

12. The building principal evaluates his/her teachers in all of the public school divisions. Supervisors evaluate teachers in three-fifths of the divisions while teachers evaluate themselves in one-third.

13. Divisions were almost evenly split as to whether or not tenured and nontenured teachers are evaluated under the same policy and procedures. Of those that are not, the main difference is the number of observations. Nontenured teachers are observed more frequently than tenured teachers.

14. A formal conference is held with the teacher prior to an observation in forty-five per cent of the divisions. Nine-tenths of the public school divisions require a formal conference following an observation.

15. Results of teacher evaluations are generally processed and systematically analyzed to determine staff

development activities and curriculum/instruction revisions. When this occurs, the task is usually assigned to the principal.

16. Just over one-tenth of Virginia's public school divisions have a career ladder or merit pay teacher evaluation plan in place.

17. Fewer than ten per cent of the divisions are piloting a teacher evaluation program at the present time.

18. Two-thirds of the public school divisions in the Commonwealth of Virginia do not see the need for a uniform teacher evaluation process by which all teachers throughout the state would be evaluated using the same criteria.

19. The Goal-Setting Model of teacher evaluation is utilized in over two-fifths of the divisions. Over one-fourth subscribe to a Common Law Model while just under one-fourth subscribe to a Common Law/Goal-Setting Model.

20. The evaluation documents range from one paragraph to one hundred forty pages in length. Some school

divisions have as few as three main areas of evaluation while others go as high as twenty-two.

21. Teacher evaluations vary from narrative formats to rating scales. Rating scales range from three item scales to a weighted scale to ten rating terms.

22. Many school divisions require a detailed, formal improvement plan whenever a teacher is not performing satisfactorily.

Conclusions

Based on the findings of this study, the following conclusions are drawn regarding public school teacher evaluation programs in the Commonwealth of Virginia:

1. The overall quality of personnel procedures in Virginia's public school divisions is good. Their content is consistent with what teacher evaluation experts say should be included.

2. At the present time, no need exists for the overhaul of the majority of teacher evaluation programs in Virginia.

3. For the most part, Virginia's public school divisions are conservative in their teacher evaluation programs. This is evidenced by their overwhelming reliance on the Common Law, Common Law/Goal-Setting, and Goal-Setting models of teacher evaluation.

4. There is no need for the Virginia Department of Education to develop a prototype evaluation process at this time. There is a sufficient number of outstanding processes that are already in place within the Commonwealth from which a division could select.

5. There is little interest for a statewide teacher evaluation process in the Commonwealth of Virginia.

Recommended Policies and Procedures

Any effort to design a set of guidelines for the

evaluation of teaching personnel in all school systems (even in the same state) is likely to be an impossible task due to the unique characteristics of each school division. The following guidelines for teacher evaluation programs are proposed based upon a review of the literature indicating "preferred practices" (see Appendix A, p. 140-144), the results of the questionnaires gathered as a part of this study, and an analysis of documents currently being utilized by the public school divisions in Virginia. While these guidelines may not represent perfection, they do reflect the current literature, as well as contemporary practice in Virginia's public schools.

Policy

1. School divisions should have a written policy and procedures in place.
2. There must be commitment to this policy from the top level administrator of the division.

3. Policy and process should be developed by a committee composed of teachers, administrators, and school board members. They should have access to the latest information and research on teacher evaluation, perhaps through the use of a consultant.
4. Data collection and analysis procedures should be specified.
5. A procedure for regular review and revision of the policy should exist, preferably on an annual basis.
6. The purposes of teacher evaluation should be specified and should ensure improvement of instruction, assessment of the performance of teachers, identification of areas of instruction needing improvement, identification and removal of incompetent teachers, planning for staff development, and making tenure decisions. The evaluation use should be consistent with its purpose.

7. Teacher evaluation should not be tied to student achievement.
8. Teacher evaluation policy should contain an appeals procedure.
9. Policy should contain due process procedures for administrative transfer of personnel, demotion, suspension, non-renewal, and dismissal.

Procedures

10. All evaluators should be trained to maintain the quality of evaluations in addition to ensuring consistency within the process.
11. All teachers should be informed of evaluation criteria prior to an observation.
12. All teachers should be evaluated using the same criteria, cooperatively developed by the policy committee.

13. Evaluation criteria should be based on a clear definition of effective teaching.
14. Teachers should be provided staff development on the evaluation criteria.
15. Job descriptions should be used in the teacher evaluation process as a means of informing teachers of expectations.
16. Teachers should be evaluated by more than one evaluator to eliminate evaluator bias and to help maintain the overall quality of the system.
17. Teachers should be evaluated by the principal, supervisors, and themselves.
18. Tenured and nontenured teachers should not be evaluated under the same policy and procedures. When under the evaluation cycle, nontenured teachers should be observed more frequently than tenured teachers.

19. Nontenured teachers should be observed a minimum of three times annually. Tenured teachers should be observed a minimum of two times.
20. A formal conference should be held with the teacher prior to an observation when deemed necessary by either party.
21. A formal conference should be held with the teacher following each observation.
22. Results of teacher evaluations should be processed and systematically analyzed to determine staff development activities and curriculum/instruction revisions.
23. There should be a written formal improvement plan for teachers who do not perform in a satisfactory manner. This plan should specify the area(s) of weakness, identify strategies for improvement, give a timeline for implementation, and specify expected results.

Comments

Theory and reported practice do not always equal truth. Therefore it may be a hopeless task to attempt the design of a model teacher evaluation program. A variety of factors both within and external to the school division will influence the development and implementation of such a program. The guidelines noted in this section should be examined and their advantages and disadvantages weighed carefully before they are included in the teacher evaluation program of any school division.

1. The participation of school board members in the development of the policy and process is prevalent in Virginia but not supported in the literature. The political ramifications of their involvement or their exclusion should be considered.
2. The literature supports a procedure for regular review and revision of the teacher evaluation policy. Whether an annual review is necessary or even desirable is not clear. Virginia's school divisions typically do not specify

review and revision procedures. They probably should do so.

3. The proposed purposes and uses of teacher evaluation reported in this study are supported by the literature and their inclusion in Virginia's policies. In reality, each school division must determine why and how its program will operate.

4. The use of student achievement in the evaluation of teachers is a "hot" item. Researchers have written in favor of and against their use. The National Education Association opposes the use of student achievement in teacher evaluation while many politicians favor its use. In Virginia, student achievement is used only as a part of the teacher's evaluation in relatively few school divisions. Before a decision is made to use or not to use student achievement in the evaluation of teachers, a school division should consider factors such as the availability of reliable, valid, and usable tests, the many confounding

factors that impact students' learning but are beyond the control of the teacher, the variance of a teacher's effect on different groups of students and on the same group of students on different topics, and the possibility of teachers teaching to the test or focusing their attention on those students likely to show the greatest achievement gain. These factors should be weighed with the continued push for accountability and the political ramifications of such a decision.

5. The use of job descriptions in the teacher evaluation process is an unsettled issue. School divisions in Virginia as well as researchers in the field are divided on this issue. However, they both agree that teachers should be informed of job expectations. This must be done -- in a job description or in the teacher evaluation handbook.
6. The person(s) charged with the responsibility of evaluating teachers must be determined by the local division. Research and reported practice

in Virginia agree that teachers should be evaluated by the principal. Research also supports peer evaluation, self evaluation, and, in some instances, student evaluation of teachers while reported practice in Virginia does not. Reported practice in Virginia supports the evaluation of teachers by supervisors while research does not. Since the goal is quality instruction, a school division must consider its personnel in making such a decision -- their backgrounds, abilities (strengths and weaknesses), time, and job restraints.

7. Teacher evaluation must ensure quality instruction. The frequency of observations for all teachers and the frequency of evaluation of nontenured versus tenured teachers should be determined by the local division relative to its unique situation and its desire to obtain and maintain quality instruction.

8. Reported practice in Virginia most frequently supports a formal conference prior to an observation. Research is divided on this issue. Unannounced observations help eliminate the "show" that is sometimes planned when a teacher is expecting the observation. There should be no change in the lesson because an observer is present. However, on the other hand, the pre-conference does allow both the teacher and observer to "key" in and concentrate on certain parts of the lesson. Local divisions must decide what works best for their division after considering the effects of a pre-conference or its exclusion on the quality of instruction as well as staff morale.
9. Research and reported practice in Virginia support a conference following each observation. However, it should be recognized that there could be instances where such a conference might not be desired or necessary. An example of such a situation is a moment versus trend occurrence.

Did something happen only once or is a pattern developing?

10. In addition to written formal improvement plans for teachers who do not perform in a satisfactory manner, this researcher suggests that school divisions might want to consider such improvement plans for teachers who do perform in a satisfactory manner. With the thought that there is always room for improvement even in the best of teachers, such a plan could be used to extend the teacher performing satisfactorily or exceptionally and improve his/her performance.

Summary

The improvement of the teacher evaluation programs in the Commonwealth of Virginia is a task which must be shared by teachers, administrators, school board members, state department officials, and experts in the field. A concerted effort should be undertaken to assist administrators and teachers in establishing and conducting the best

evaluation programs possible so that the quality of instruction can indeed be improved. This benefit of effective evaluation programs should be emphasized to all parties.

The majority of the chief personnel officers of Virginia's public school divisions do not want a uniform teacher evaluation process by which all teachers throughout the state would be evaluated using the same criteria. The need for local autonomy was cited for its importance as were different needs and expectations of local divisions. However, due to the lack of finances and manpower in some of the smaller divisions, a task force of the Virginia Department of Education will soon be making available a prototype teacher evaluation process which the local divisions may adopt if they so desire.

This study has identified criteria for effective teacher evaluation programs derived from a review of the literature, the response to questionnaires completed by chief personnel officers, and an analysis of the documents currently being utilized by the public school divisions in Virginia. A comparison of the current state of teacher

evaluation in Virginia with the literature indicated that the public school divisions' programs in Virginia are compatible with what the experts say should be included. The policies and procedures were found to be adequate.

Further Research

It is suggested that further research on teacher evaluation in the Commonwealth of Virginia be undertaken. Perhaps an ethnographic study should be considered as a way to determine if those persons charged with the responsibility of teacher evaluation are indeed doing what they say they are doing.

Further, it is suggested that this study should be replicated using school systems from other states to determine if they are as compatible with what the experts say should be included in teacher evaluation programs as Virginia's school divisions are. With the rapid growth of knowledge on teacher evaluation that one finds almost daily, it is also suggested that this study should be

repeated using the public school divisions in Virginia after a period of five years has elapsed.

Epilogue

This study has been a great educational experience for this researcher. If this researcher were to repeat this study, it would include teachers in the population as well as the chief personnel officers. It would be most interesting to determine how their perception of their divisions' teacher evaluation program correlates with that of the personnel officers.

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APPENDIX A

CRITERIA FOR TEACHER EVALUATION POLICIES
AS EXTRACTED FROM THE LITERATURE

APPENDIX A

CRITERIA FOR TEACHER EVALUATION POLICIES
AS EXTRACTED FROM THE LITERATURE

CRITERIA	EXPERTS				
	Janney	McGreal	ERS	Rand	NEA
Written policy should be in place	X	X	X	X	X
Commitment from top level administrator is crucial to success		X		X	X
Data collection methodology should be specified	X	X	X	X	X
Policy should be developed by					
Administrators		X	X		
Teachers	X	X	X	X	X
Consultants		X			
Teacher Organization Representative				X	
Provision for change should be built into policy	X	X		X	X
Policy and procedures should be regularly evaluated	X	X		X	X
Purposes of teacher evaluation should be stated	X	X	X	X	X

Appendix A -- Continued

CRITERIA	EXPERTS				
	Janney	McGreal	ERS	Rand	NEA
Purposes of teacher evaluation should be					
Improve Instruction	X	X	X	X	X
Make Tenure Decisions	X		X	X	X
Identify Areas of Instruction Needing Improvement	X			X	
Assess Performance of Teachers	X		X		
Modify Teaching Assignments		X	X	X	X
Reward Superior Performance		X	X		
Provide Basis for Career Planning and Professional Development		X	X		
Evaluators should be trained	X	X	X	X	X
All teachers should be informed of evaluation criteria prior to observation	X	X	X	X	X
All teachers should be evaluated using the same criteria	X	X	X		
There should be a common framework and definitions utilized in teacher evaluation		X		X	

Appendix A -- Continued

CRITERIA	EXPERTS				
	Janney	McGreal	ERS	Rand	NEA
Job descriptions should be used in the teacher evaluation process	X				X
Teachers should be evaluated by					
Parents			X		
Peers	X	X	X	X	X
Principal	X	X	X	X	X
Self	X	X	X	X	
Students	X	X	X		
Supervisors		X			
Teachers should be evaluated by more than one evaluator	X	X	X	X	X
Frequency of observations					
Nontenured					
1	X				
2 or more	X		X		
Tenured					
Annually	X		X		
Every 2 or 3 years	X				
There should be different requirements for tenured as compared to nontenured teachers		X	X		
Teacher evaluations should be tied to student achievement	X				

Appendix A -- Continued

CRITERIA	EXPERTS				
	Janney	McGreal	ERS	Rand	NEA
A formal conference should be held with the teacher prior to an observation			X		
A formal conference should be held with the teacher following an observation	X	X	X		X
Policy should contain an appeals procedure	X	X	X		X
Policy should contain due process procedures for administrative transfer of personnel, demotion, suspension, non-renewal, and dismissal	X	X	X		X

APPENDIX B

CRITERIA FOR EFFECTIVE TEACHER EVALUATION
POLICIES CHECKLIST

APPENDIX B

CRITERIA FOR EFFECTIVE TEACHER EVALUATION
POLICIES CHECKLIST

CRITERIA	YES	NO	COMMENTS
Written policy is in place			
Written procedures are in place			
Commitment from top level administrator is evident			
Policy was developed by			
Administrators			
Teachers			
Students			
Parents			
School Board			
Members			
Consultants			
Teacher Organization Representatives			
Data collection methodology are specified			
Provision for review and revision is built into policy			
Policy and procedures are regularly evaluated			
Purposes of teacher evaluation are stated			

Appendix B -- Continued

CRITERIA	YES	NO	COMMENTS
Purposes of teacher evaluation are Improve Instruction Make Tenure Decisions Identify Areas of Instruction Needing Improvement Assess Performance of Teachers Plan Staff Development Identify and Remove Incompetent Teachers			
Uses of teacher evaluations are Assess Performance Determination of Merit Pay or Placement on Career Ladder Improve Instruction Make Personnel Decisions Plan Staff Development			
Evaluators are trained			
All teachers are informed of evaluation criteria prior to observation			
All teachers are evaluated using the same criteria			

Appendix B -- Continued

CRITERIA	YES	NO	COMMENTS
A common framework and definitions are utilized in teacher evaluation			
Teachers are provided staff development on evaluation criteria			
Job descriptions are used in the teacher evaluation process			
Teachers are evaluated by			
Parents			
Peers			
Principal			
Self			
Students			
Supervisors			
Committee of Evaluators			
Professional Consultant			
Teachers are evaluated by more than one evaluator			
Frequency of observations			
Nontenured			
3			
4 or more			
Tenured			
2			
3 or more			

Appendix B -- Continued

CRITERIA	YES	NO	COMMENTS
There are different requirements for tenured as compared to nontenured teachers			
Teacher evaluations are tied to student achievement			
A formal pre-conference is held with the teacher			
A formal post-conference is held with the teacher			
Intensive assistance plan is available			
Results of teacher evaluations are processed and analyzed			
Policy contains an appeals procedure			
Policy contains due process procedures for administrative transfer of personnel, demotion, suspension, non-renewal, and dismissal			

APPENDIX C

SELECTED SPECIALISTS AND QUESTIONNAIRE DESIGN

SPECIALISTS

Virginia Department of
Education

Mr. William J. Burkholder
 Dr. N. Grant Tubbs
 Dr. M. Kenneth Magill
 Mrs. Winifred C. Mahony
 Mr. Kenneth Beachum

Rand Corporation

Dr. Arthur Wise

Teacher Effectiveness
Associates

Dr. Gene Huddle

University of Illinois

Dr. Thomas McGreal

Iowa State University

Dr. James Sweeney
 Dr. Richard Maratt

Berkeley County Public
Schools, West Virginia

Dr. Jackson L. Flanigan

Logan County Public
Schools, West Virginia

Dr. Samuel Sentelle

Pocahontas County
Public Schools, West
Virginia

Dr. Carl L. Holland

Preston County Public
Schools, West Virginia

Mr. Elmer L. Pritt

Kanawha County Public
Schools, West Virginia

Dr. Richard Trumble

1342 Riveroaks Drive
Colonial Heights, Virginia 23834
September 5, 1986

ADDRESS

Dear _____ :

I am currently studying the teacher evaluation processes carried out by the public school divisions of the Commonwealth of Virginia. I will be collecting and analyzing the policies and procedures of the one hundred thirty-seven local school divisions. Also as part of the study, I will be utilizing a supplementary survey to gather data that possibly would not be provided in the teacher evaluation documents. This survey will be distributed to the chief personnel officers of the local school divisions.

In an effort to make the questionnaire a clear and concise instrument, I am asking approximately fifteen professionals in whom I have the utmost confidence and who do not fall within the population of the study to review and comment on the questionnaire. I would appreciate and highly value your review and critique of the instrument. You are asked to make notes or comments on the questionnaire as well as on the evaluation form. Your comments and suggestions will be highly valued.

I have enclosed a questionnaire, an evaluation form, a copy of the dissertation abstract, and a stamped, self-addressed envelop. Please make your comments and return the form and questionnaire to me by September 19, 1986.

Thank you for your time and consideration.

Sincerely,

R. FRANCIS MOORE

Enclosures

QUESTIONNAIRE EVALUATION FORM

	YES	NO
1. Is the format of the questionnaire easy to follow?	_____	_____
2. Are the instructions clear?	_____	_____
3. Are the questions clear?	_____	_____
4. Is the meaning of each question apparent?	_____	_____
5. Is the length of the questionnaire excessive?	_____	_____
6. Does the format provide an adequate number of response options?	_____	_____

COMMENTS: (use back if necessary)

PERSONNEL OFFICERS' QUESTIONNAIRE

Please answer the following questions by checking the appropriate response or responses. Please feel free to elaborate on your answers as you deem necessary.

1. Does your school division have a written policy for teacher evaluation?

_____ YES

_____ NO

2. Does your school division have written procedures for teacher evaluation?

_____ YES

_____ NO

3. Was your teacher evaluation policy and process developed by (Check all that apply):

a. Administrators? _____

b. Teachers? _____

c. Students? _____

d. Parents? _____

e. School Board Members? _____

f. Consultants? _____

g. Others (Please explain)? _____

-
4. Does the policy specify how evaluation data will be collected and analyzed?

_____ YES

_____ NO

_____ NO POLICY

5. Is there a procedure for regularly reviewing and revising teacher evaluation policies and procedures in your school division?

_____ YES

_____ NO

If so, how often? _____

6. When were your division's evaluation policies and procedures last updated?

7. As the division personnel officer, do you see a current need for revision of your division's teacher evaluation policy?

_____ YES

_____ NO

8. The purposes of teacher evaluation in my school division are to (check all that apply):

a. Improve instruction _____

b. Make tenure decisions _____

c. Identify areas of instruction needing improvement

d. Assess performance of teachers _____

e. Plan staff development _____

f. Identify and remove incompetent teachers _____

g. Other (Please explain) _____

9. Are teacher evaluations utilized for (Check all that apply):
- a. Assessment of performance? _____
 - b. Determination of merit pay or placement on career ladder? _____
 - c. Improvement of instruction? _____
 - d. Personnel decisions? _____
 - e. Planning staff development? _____
 - f. Other (Please explain)? _____

10. Are all evaluators trained prior to making evaluations?
_____ YES _____ NO
11. Are all teachers informed of the evaluation criteria prior to being evaluated?
_____ YES _____ NO
12. Are all teachers evaluated using the same criteria?
_____ YES _____ NO
13. Are evaluation criteria based on a clear definition of effective teaching?
_____ YES _____ NO
14. If yes, are teachers provided with staff development so that they can understand and demonstrate the criteria?
_____ YES _____ NO

15. Are job descriptions or position guides for each teaching position used in the teacher evaluation process?

_____ YES

_____ NO

✓ 16. Are teachers evaluated by (check all that apply):

a. Committee of Evaluators? _____

b. Parents? _____

c. Peers? _____

d. Principal? _____

e. Professional Consultant? _____

f. Self? _____

g. Students? _____

h. Supervisors? _____

i. Others (Please list)? _____

✓ 17. How many formal classroom observations does each teacher receive annually?

✓ 18. Are tenured and nontenured teachers evaluated under the same evaluation policy and procedures?

_____ YES

_____ NO

If not, please specify the differences:

19. What consultant, "expert," or program, if any, would you say has had the most influence on your current system? (e.g., George Redfern, Madeline Hunter, TESA, etc.)?
-
-

- ✓ 20. Is teacher evaluation in your school division tied to student achievement?

_____ YES _____ NO

21. If yes, are the following methods of assessing student achievement used in teacher evaluation? (Please answer yes or no)

a. Locally developed achievement tests? _____

b. Pupils' ability to accomplish stated objectives?

c. Student grades as assigned by the teacher? _____

d. Standardized achievement tests? _____

e. Other (Please explain)? _____

- ✓ 22. Prior to an observation, is a formal conference held with the teacher to be evaluated?

_____ YES _____ NO

- ✓ 23. Following an observation, is a formal conference held with the teacher being evaluated?

_____ YES _____ NO

- ✓24. Are the results of teacher evaluations processed and systematically analyzed to determine staff development activities and curriculum/instruction revisions?

_____ YES

_____ NO

If yes, who is assigned that task? _____

25. Does your teacher evaluation policy have a built in appeals procedure?

_____ YES

_____ NO

26. Are due process procedures for administrative transfer of personnel, demotion, suspensions, non-renewal, and dismissal specified in the policy?

_____ YES

_____ NO

- ✓27. Does your school division have in place a Career Ladder or Merit Pay Teacher Evaluation Plan?

_____ YES

_____ NO

28. Is your school division currently piloting a teacher evaluation program?

_____ YES

_____ NO

If yes, please forward a copy of the pilot program along with the other materials requested.

29. Do you agree or disagree with the following statement:

"The Commonwealth of Virginia needs a uniform teacher evaluation process by which all teachers throughout the state would be evaluated using the same criteria."

_____ Yes, I Agree _____ No, I Disagree

Why? _____

30. Other Comments _____

PLEASE FORWARD A COPY OF YOUR SCHOOL DIVISION'S
POLICY AND PROCEDURES ON TEACHER EVALUATION
WITH THIS QUESTIONNAIRE IN THE ENVELOPE PROVIDED.

November 3, 1986

ADDRESS

Dear _____:

We know that you are swamped with requests to provide information on everything under the sun, but your help is needed in completing a study on the evaluation of school personnel in Virginia.

We are urging your special consideration of Mr. Moore's attached survey and request for information which we believe will yield essential data critical to the status of personnel evaluation in local school divisions. This information will be useful also to the Virginia Department of Education's Committee on Evaluation, which is currently studying evaluation practices and procedures across the state.

Thank you in advance for completing the survey form and for your assistance in determining the current status of personnel evaluation in Virginia school divisions.

Sincerely,

Wayne M. Worner
Professor of Educational
Administration
College of Education
Virginia Tech

William L. Helton
Administrative Director
Teacher Education, Certifica-
tion and Professional
Development
Virginia Department of Education

WMW:WLH:dj

Attachment

November 3, 1986

ADDRESS

Dear _____:

I am principal at J. E. J. Moore Junior High School in Disputanta (Prince George County), Virginia and a doctoral candidate in Educational Administration at Virginia Polytechnic Institute and State University. For my dissertation, I am studying the teacher evaluation processes that are currently utilized by the public school divisions of the Commonwealth of Virginia during the 1986-87 school year. Once completed, the study will be shared with local educators, State Department personnel, and other interested persons. It is my desire to present the information collected in a manner which will be useful to them as they make decisions concerning the further direction of teacher evaluation in the Commonwealth of Virginia.

In an effort to gather the information needed for the study, I am asking the personnel officer of each division in Virginia to respond to the enclosed questionnaire. In addition, I am requesting that you forward to me a copy of your school division's policy and procedures on teacher evaluation. Your individual responses will be held in strictest confidence. Information will be released only for groups. Since the study encompasses the entire state, it is important that a high percentage of the personnel officers respond. Out of respect for your time, I have attempted to keep the questionnaire brief and concise. A stamped, self-addressed envelope is enclosed for your convenience. Additional postage costs will be handled in cooperation with the Disputanta post office upon receipt. I request that you return the questionnaire along with a copy of your school division's policy and procedures on teacher evaluation to me by November 21, 1986.

November 3, 1986

Thanking you in advance for your time and consideration.

Sincerely,

R. FRANCIS MOORE

Enclosures

December 1, 1986

ADDRESS

Dear _____:

Approximately four weeks ago I mailed you a questionnaire. I asked that you complete it at your earliest convenience and forward it to me along with a copy of your school division's policy and procedures on teacher evaluation. As of this date, I have not yet received the materials from your school division.

As you may recall, I am studying teacher evaluation processes used by public school divisions in the Commonwealth of Virginia during the 1986-87 school year. This study is a valuable one which could be of interest to many of the school divisions of Virginia. Failure to include data from your school division will result in a critical void in the data of this study. In case your questionnaire was lost or misplaced, I am enclosing a second questionnaire and a stamped, self-addressed envelope.

Again, I request just a few minutes of your valuable time to complete this questionnaire. I ask that the questionnaire be completed and returned to me along with a copy of your school division's policy and procedures on teacher evaluation by December 19, 1986.

Thank you for your time and consideration.

Sincerely,

R. FRANCIS MOORE

Enclosures

December 11, 1986

ADDRESS

Dear _____:

Thank you for your quick response in returning the questionnaire on teacher evaluation that I recently sent you. It will be of great assistance to me as I study the teacher evaluation processes used by public school divisions in the Commonwealth of Virginia during the 1986-87 school year.

As you may recall, I asked that you complete the questionnaire at your convenience and forward it to me along with a copy of your school division's policy and procedures on teacher evaluation. Even though I did receive the questionnaire, I did not receive your division's policy and procedures. I am again asking that you forward those documents to me at your earliest possible convenience. That would permit me to include data from your school division in this study.

Again, I request just a few minutes of your valuable time to forward to me your school division's policy and procedures on teacher evaluation. It is a critical part of this study.

Thank you for your time and consideration.

Sincerely,

R. FRANCIS MOORE

APPENDIX D

DOCUMENT ANALYSIS FORM

APPENDIX D
DOCUMENT ANALYSIS FORM

APPEARANCE

1. Length
2. Quality of Printing

ITEMS INCLUDED

1. Acknowledgement
2. Philosophy
3. Purpose
4. Timeline
5. Role of Selected Personnel

Appendix D -- Continued

ITEMS INCLUDED (Continued)

6. Flow Chart

7. Instruments

A. Number of Sections

B. Ratings

8. Expectations and Performance Indicators

9. Pre-Conference

10. Post-Conference

11. Plan for Improvement

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TEACHER EVALUATION POLICIES AND PROCESSES IN THE
COMMONWEALTH OF VIRGINIA, 1986-87

by

RICHARD FRANCIS MOORE

Committee Chairman: Dr. Wayne M. Worner

Educational Administration

(ABSTRACT)

Evaluation of employees in any organization is an important task that must be carried out. The public school setting is no exception.

The purpose of this study was to describe the teacher evaluation processes carried out by the public school divisions of the Commonwealth of Virginia during the 1986-87 school year. This study --

1. Described and analyzed the local divisions' policies and processes of teacher evaluation in Virginia as they compared to the "state-of-the-art."
2. Classified the evaluation models according to those established by McGreal (1983).

3. Developed a set of guidelines for use in the development of a "state-of-the-art" teacher evaluation policy and process.

A questionnaire was sent to each local school division's chief personnel officer. The local divisions' written policies and processes were collected as well.

On the basis of the review and analysis of the questionnaire, policies, procedures, and documents, and the comparison of this analysis with the criteria from the literature, the following conclusions may be stated regarding public school teacher evaluation programs in the Commonwealth of Virginia:

1. The overall quality of personnel procedures in Virginia's public school divisions is good. Their content is consistent with what teacher evaluation experts say should be included.

2. At the present time, no need exists for the overhaul of the majority of teacher evaluation programs in Virginia.

3. For the most part, Virginia's public school divisions are conservative in their teacher evaluation programs. This is evidenced by their overwhelming reliance on the Common Law, Common Law/Goal-Setting, and Goal-Setting models of teacher evaluation.

4. There is no need for the Virginia Department of Education to develop a prototype evaluation process at this time. There is a sufficient number of outstanding processes that are already in place within the Commonwealth from which a division could select.

5. There is little interest for a statewide teacher evaluation process in the Commonwealth of Virginia.

Suggested guidelines for teacher evaluation programs conclude the study.