ROLE-RELATED INTERESTS AND PERCEPTIONS OF
A TEACHER INCENTIVE PROGRAM:
CASE STUDIES OF THREE ELEMENTARY SCHOOLS

by

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(ABSTRACT)

This study investigated the nature and impact of role-related interests on an attempt at organizational change in the school context. The change effort was an attempt to impose new teacher evaluation procedures in three elementary schools during the conduct of a pilot project. These schools implemented teacher evaluation procedures that were designed as a component of a teacher incentive program.

A conceptual model guided this research. The expectation was that role-related interests would have a direct effect on the various actors' perceptions of the teacher evaluation plan. The model presented other factors that would tend to intervene between the actor's role-related interests and perceptions of the plan. These potential intervening variables were defined as: (1) experiences during the pilot, (2) interpersonal relations, and (3) assignment of ratings.

The research questions for this study were defined as follows:

1. What are the role-related interests of the key actors at the school building level in the implementation of the pilot plan?

2. How are these interests related to perceptions of the plan?

3. How are perceptions of the plan influenced by experiences that occur during the pilot program?

4. How are perceptions of the plan influenced by interpersonal relations existing between key actors and significant others during the pilot program?

5. How are perceptions of the plan influenced by the actual process of assigning ratings to teachers?

A multiple-case design and multiple data gathering methods were employed in addressing the problem from an organizational perspective. Collection of data was begun in the fall of 1984 and completed in the spring of 1985, spanning the duration of the pilot project,

which was one school year. Data were collected through interviews, observations, and document analysis.

Role-related interests were found to be related to overall initial perceptions of the plan. Those who perceived positive impacts on their own satisfactions and needs were more likely to be positively disposed toward the plan in general and more likely to feel that the plan would achieve its intended goals. The relationship between role-related interests and plan perceptions was influenced by experiences during the pilot and interpersonal relations. A change in perceptions of the plan over time was found to be related to the process of assigning ratings to teachers and to the leadership of the principal.

ACKNOWLEDGEMENTS

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CHAPTER I

INTRODUCTION

There has been a growing interest in teacher evaluation in recent years as public demands for accountability increase. School improvement efforts, once directed toward curriculum improvement, now appear to be aimed at improving the quality of teaching that takes place in schools (Hatry & Greiner, 1984; Rosenholtz & Smylie, 1983; Ward, 1984). A variety of teacher incentive plans have been introduced all over the nation. Such plans are designed to attract and retain good teachers, help good teachers become better teachers and weed out the incompetent. These performance-based incentive plans are dependent upon effective evaluation procedures if they are to differentiate between the levels of competencies demonstrated by teachers.

In the National Commission on Excellence in Education Report in 1983, several of the recommendations were concerned with teacher evaluation:

> Persons preparing to teach should be required
> to meet high educational standards, to
> demonstrate an aptitude for teaching, and to
> demonstrate competence in an academic
> discipline. Colleges and Universities
> offering teacher preparation programs should
> be judged by how well their graduates meet
> these criteria.

1

Salaries for the teaching profession should
be increased and should be professionally
competitive, market-sensitive, and
performance-based.

Salary, promotion, tenure, and retention
decisions should be tied to an effective
evaluation system that includes peer review
so that superior teachers can be rewarded,
average ones encouraged, and poor ones either
improved or terminated.

President Reagan thrust this report into the

public limelight, endorsing the concept of "merit pay"

for teachers. Prominent educators such as Hendrik

Gideonse (1982) and John Goodlad (1983) have

recommended that America's schools be restructured to

provide for "career ladders" for teachers. A Gallup

poll conducted in 1984 reported that 65 percent of the

public believed that teachers should be paid on a merit

basis and 75 percent favored a career ladder plan for

teachers.

In light of this intense public interest in some

form of performance-based differential pay for

teachers, it is not surprising that many school

districts are reviewing their current teacher

evaluation practices. Effective teaching can be

recognized and rewarded only after effective evaluation

procedures are in operation.

Many teacher incentive plans being offered would

substantially change the nature of schools and the

teaching profession. It is not evident that the total impact of the proposed changes is fully appreciated or considered.

Organizational Change

We live in an ever-changing world. The new replaces the old at a remarkable pace. Change is highly valued in our society and is often equated with progress. Yet there is also a strong resistance to change from many quarters of our society and its organizations. The new and unfamiliar may be threatening.

In discussing the two countervailing forces toward change and stability that seem to operate in organizations, Graham states (1975, p. 469):

> Change is a complex phenomena; necessary for
> survival, yet destructive in many ways;
> important for adaptation, yet psychologically
> upsetting; desirable for growth and
> achievement, yet feared by many. There is
> little doubt that change will continue and at
> an increasing rate. It permeates
> organizations in many ways - technology,
> information, values, interpersonal
> relationships, structural relationships -
> and binds us closer to our organizations.

Kurt Lewin (1951) suggests that there are three sub-processes of change: (1) unfreezing the present equilibrium, (2) working toward the desired change, and (3) refreezing.

Any group will tend toward homeostatis or equilibrium for its own self-preservation. A need or desire for change may come from within the organization or may be brought by pressures from without. This desire for change unfeezes the present equilibrium condition. It involves the disintegration of the old, inappropriate group relations or behaviors.

The change process itself is focused on the formulation of new goals and strategies and processes. It generally involves forming new attitudes, learning new methods and techniques, and adapting behavior to fit the new expectations. According to Lewin, this process involves two basic mechanisms: identification and internalization. Individuals within an organization must first see the change as important to their own behavior. After they have a personal identification with the need for change, they seek to internalize the change, to incorporate it into their own behavior.

The final stage is the refreezing stage. Once the equilibrium is disturbed and the desired change has occurred, forces tend toward a new equilibrium. This includes generalizing and stabilizing new patterns and relationships. New attitudes, values, opinions,

beliefs and policies are integrated into the system and become an integral part of the organization.

Lewin viewed these sub-processes as continuous and overlapping. Rather than being three distinct phases, they represent differing degrees of a continuous cycle.

Change does not take place in isolation; a change in one component of an organization has some impact upon the total organization. Katz and Kahn warn that a common error made in dealing with organizational change is "to disregard the systemic properties of organizational change" (1966, p.390). This approach to change requires the direct manipulation of organizational variables to change the organization as a social system, to change the inter-related roles of actors within the system to support the desired change.

Role-Related Interests

In considering a change in the methods or purposes of evaluating its teachers, school districts must consider the implementation process. Such a change has far reaching implications for the organization and for the roles of its members. Other studies have established that the local organizational context plays a large part in determining the outcome of planned change efforts (Berman & McLaughlin, 1978; Corbett, Dawson & Firestone, 1984; Lipsky, 1980; Milstein, 1980;

Stone, 1980). A school system is not likely to accept

an evaluation plan that is at odds with its fundamental

approach to teachers and to teaching. No matter what

the intrinsic merit or worth of a plan may be, its

acceptance depends upon the local implementation

process and the extent to which the policy can be

shaped to meet the needs of the organization and

individuals within that organization.

Talcott Parsons (1951, p.492) discusses such needs

in terms of "vested interests":

> The term vested interest seems appropriate to
> designate this general resistance to change
> which is inherent in the institutionalization
> of roles in the social system. The term
> interest in this usage must, of course, be
> interpreted in the broad sense...It is not
> confined to "economic" or "material"
> interests though it may include them. It is
> fundamentally the interests in maintaining
> the gratification involved in an established
> system of need-dispositions, not of "drives"
> in the simple hedonistic sense. It clearly
> includes the interest in conformity with
> institutional expectations, of the
> affectively neutral and often moral type. Of
> course it also includes the interest in the
> relational rewards of love, approval and
> esteem. The phenomenon of vested interests,
> then, may be treated as always lying in the
> background of the problem of social change.

In considering a change in teacher evaluation

procedures, one must anticipate the impact of such a

change upon all of the actors in the system and the

totality of individual interests that are represented.

The change is more likely to be accepted if it can be

made to appeal to the interests those whose roles in
the organization are most strongly impacted by the
change. These persons are the stakeholders. Majchrzak
(1984) defines stakeholders as "individuals or groups
who either have some input into decisionmaking about a
social problem, or are affected by policy decisions on
that problem" (p.104).

Knapp (1982) speaks of the interests of various
stakeholders in viewing teacher evaluation from an
organizational perspective. Teachers have a stake in
maintaining their jobs, their self-respect and their
sense of efficacy. They want a teacher evaluation
system that protects their rights, respects the
complexity of their task and supports their efforts
toward meaningful self-improvement. Administrators
have a stake in maintaining stability in their
organizations, allowing them to respond to parental and
bureaucratic concerns for accountability while keeping
staff morale intact. They want an evaluation system
that is objective, not overly time-consuming and
politically and practically feasible. Parents want an
evaluation system that relates teacher performance to
teacher effectiveness and that guarantees a successful
school experience for their children.

Background of the Pilot Project

The pilot project was based on a consultant-designed teacher incentive plan for one of the largest school districts in the nation. Rather than implementing the plan in its entirety, the school board voted to conduct a pilot study of the teacher evaluation component only. This was done in order to allow the district time to more fully develop evaluation standards and to test the proposed evaluation procedures. There was no disruption to existing pay scales. Five schools were selected to be involved in the initial pilot project to be implemented during the 1984-1985 school year.

This writer was a member of a team that conducted an external evaluation for the school district's office of research and evaluation. The findings in this overall evaluation were reported to the school board members in order to assist them in making their decision about further steps to be taken.

The study reported here utilizes data gathered during the overall evaluation of the pilot project; however, it is more narrowly focused on the research questions delineated later in this chapter and deals with the implementation of the project in the three elementary schools only.

with the implementation of the project in the three elementary schools only.

For reasons of confidentiality, the school district and the schools are not identified. In the description of the plan, some of the labeling has been changed from the actual labels utilized in the pilot plan. Pseudonyms have been assigned to the three schools; they will be known as Lincoln, Madison and Washington Elementary Schools.

Description of the Teacher Evaluation Plan

The evaluation criteria were designed for a career ladder plan consisting of three steps: Level I, Level II, and Level III teachers. Advancement is based on experience and performance. After three years at the probationary or Level I step, the teacher should either advance to the Level II step or be dismissed. After five years at Level II, teachers are eligible to apply for advancement to Level III if they so desire. Selection of Level III teachers is based on evidence of quality teaching performance, as determined through the evaluation process.

The principal or other building administrator assesses the performance of Level I and Level II teachers. Level III teachers are evaluated by a team of three persons which include the principal or other

building administrator, a curriculum specialist and a peer. Each evaluator makes two separate visits to observe in the classroom; one is an announced visit and the other is unannounced. Conferences are held with the teacher before and after each announced visit and after the unannounced visits.

All teachers are assessed in three areas: (1) facilitating classroom environment for learning, (2) diagnosing and prescribing an effective instructional program, and (3) developing expanded professional competencies. Level III applicants are also assessed on (4) providing leadership. The forms utilized for reporting these assessments can be found in the appendix.

For each area to be assessed, the teacher is given a numerical rating on a one to five scale, with five being at the high end. A more detailed description of this rating scale is included in the appendix. An overall rating is then arrived at for each teacher. For the Level III applicants this involves a summative conference of all three raters.

The Level III applicants also prepare a portfolio which contains teacher products and other evidence of performance, such as lessons plans, curriculum units, descriptions of training activities, student products,

student test score gains, testimonials and other
materials that might assist the committee in assessing
teachers' competencies.

An appeals process was provided for in the event
that a teacher wished to challenge the rating received.

Focus of the study

This study was designed to investigate the nature
and impact of role-related interests on an attempt at
organizational change in the school context. The change
effort is an attempt to impose new teacher evaluation
procedures in three elementary schools during the
conduct of the pilot project. This study focuses on
the impact of this effort on the role-related interests
of teachers and administrators in those three schools.

The Conceptual Model

Figure 1 presents the conceptual model that
organized this research. The expectation was that
role-related interests would have a direct effect on
the various actors' perceptions of the teacher
evaluation plan. For example, teachers who expressed
an interest in receiving recognition for their work
would tend to have a favorable opinion toward the plan
if they felt that it recognized outstanding work. A
principal who expressed a desire to protect his/her
staff from outside interference would tend to have a

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                    ┌──────────────┐
                    │ Experiences  │
                    │ during pilot │
                    └──────────────┘

                    ┌──────────────┐
                    │Interpersonal │
                    │ Relations    │
                    └──────────────┘

┌──────────────┐                      ┌──────────────┐
│ Role-related │                      │ Perceptions  │
│ interests    │                      │ of the plan  │
└──────────────┘                      └──────────────┘

                    ┌──────────────┐
                    │ Assignment   │
                    │ of ratings   │
                    └──────────────┘
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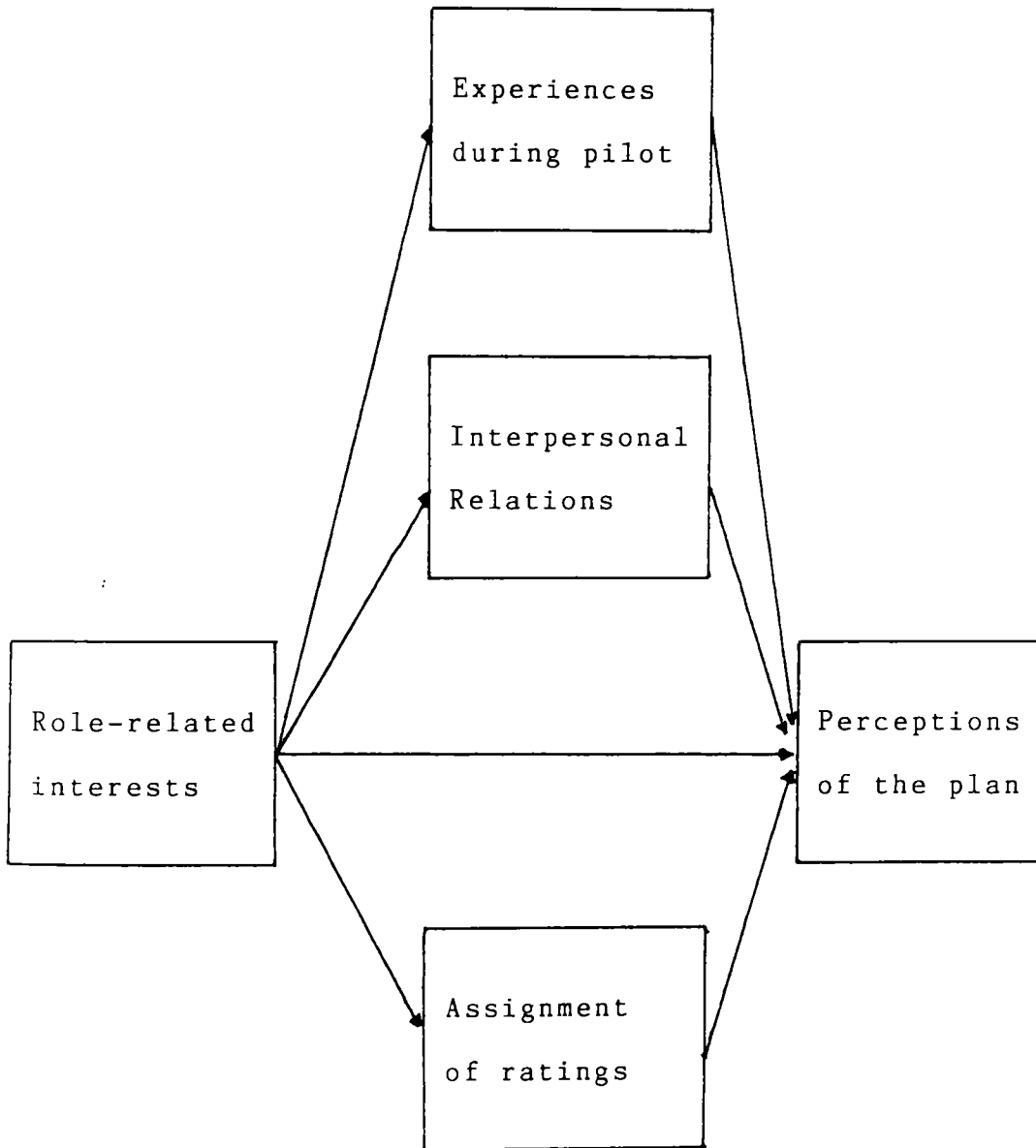
Figure 1: The conceptual model

negative perception of the plan because it brought in outside evaluators to assist in the evaluation process. This research sought to both define these interests and relate them to perceptions of the plan.

The model presents other factors that would tend to intervene between the actor's role-related interests and perceptions of the plan. These potential intevening variables are defined as: (1) experiences during the pilot, (2) interpersonal relations, and (3) assignment of ratings.

Experiences during the implementation of the pilot project are events and activities experienced by the individual that influenced the direct relationship between role-related interests and perceptions of the plan. For example, a teacher who has expressed a strong interest in receiving recognition for his/her work may have experienced, during the course of the pilot project, some negative feedback from one of the evaluators. A principal may have experienced initial doubts about his/her own ability to rate teachers fairly and effectively, but may have changed his/her mind after the training received in the program. These experiences would cause that particular teacher and principal to reevaluate their perceptions of the plan.

Interpersonal relations could also impact on the observed linkage between role-related interests and perceptions of the plan. Teachers who did not have a good working relationship with their principal, one of the evaluators in the plan, might tend to feel that the plan would not be fairly applied to them. Interactions among the evaluators could effect the implementation of the plan and thus influence perceptions of the plan. For example, a principal might feel better able to judge the quality of teaching in his/her own particular school and thus seek to influence the peer teacher or the curriculum specialist.

A final variable to be considered is the assignment of ratings to teachers. Perceptions of the plan were likely to be influenced by the rating received by an individual teacher or by the agreement between the observer/raters. This study sought to define these intervening variables and relate them to perceptions of the plan.

Research Questions

The research questions for this study flow from the conceptual model and can be defined as follows:

1. What are the role-related interests of the key actors at the school building level in the implementation of the pilot study?

2. How are these interests related to perceptions of the plan?

3. How are perceptions of the plan influenced by experiences that occur during the pilot program?

4. How are perceptions of the plan influenced by interpersonal relations existing between key actors and significant others during the pilot program?

5. How are perceptions of the plan influenced by the actual process of assigning ratings to teachers?

Significance of the Study

School districts often impose change upon schools without consideration of the full organizational impact. What impact does the desired change have upon the major actors in the system and upon the roles that they play in the organization? In an attempt to implement a desired change, these role-related interests must be considered. Otherwise, the organization will have difficulty returning to the equilibrium condition described by Lewin (1951).

Much of the current literature recognizes that every attempt at organizational change ought to give consideration to the interests of the stakeholders (Darling-Hammond, et. al., 1980; Elmore, 1980; Knapp, 1982). Most of this research, however, focuses on district-level policies or highly aggregated samples of schools (i.e. Berman & McLaughlin, 1981). Yet it is at

the individual school building level that an intended policy has its heaviest impact, at what Elmore (1980) calls the "delivery level unit" (p.30).

This research focuses on the implementation of a change effort at the service delivery level or the individual school site. It examines the impact upon the roles of the major actors at that level within the organizational context.

School districts across the nation are taking a look at their teacher evaluation practices. This study contributes a perspective for the examination of the impacts of proposed performance assessment plans. It defines some of the role-related interests that exist within that context and assesses the impact of those interests upon the outcomes or acceptance of the proposed change effort.

CHAPTER II

REVIEW OF RELATED LITERATURE

This study examines the implementation of a teacher evaluation plan which was designed for use in a teacher incentive program. The research focuses on the impact of a pilot project upon the roles of the major actors--teachers and school-based administrators--at three school sites.

Three major areas are addressed in the literature review which are pertinent to this study: (1) teacher incentive programs, (2) evaluation of teachers for incentives, and (3) organizational impacts of teacher evaluation. The review of research will focus particularly on role-related interests and perceptions of the major actors involved in the process.

Teacher Incentive Programs

Merit pay plans have been introduced into the educational arena at several points in the last century. Susan Moore Johnson (1984) points out that educators have adopted merit pay plans during periods in which there has been widespread concern about the country's international standing. In the 1920's, such concerns stemmed from participation in World War I and

in the 1960's the influence of the launching of Sputnik fueled major reform efforts in education.

In the wake of the report of the National Commission on Excellence (1983) and many other reports calling for strong educational reform measures, the notion of paying teachers on the basis of their performance has once again gained broad public appeal in our society (Educational Research Service, 1983; Gallup, 1984; Johnson, 1984). Although it has become an extremely controversial topic among educators themselves, there is support for the concept of paying teachers according to how effectively they perform in their jobs.

The National Schools Boards Association surveyed 1,261 teachers to assess their attitudes toward differential pay for teachers. Almost two-thirds of the respondents (63 per cent) supported the concept of paying teachers according to how well they perform in the classroom (Rist, 1983).

A survey of 1,756 principals and teachers in Texas public schools indicated that over half (923) of the respondents agreed with the philosophy of merit pay as a means of rewarding those educators determined to be most effective (Brooks, 1979).

While many teachers and administrators support the
concept of merit pay, they worry about the
implementation and administration of such plans
(Educational Research Service, 1983; Johnson, 1984;
Rist, 1983). School districts which have discontinued
their merit pay plans express the following reasons for
having done so: unsatisfactory evaluation procedures,
heavy administrative burdens, staff dissention,
restrictive artificial cutoffs, inadequate financial
incentives, lack of consent of teachers, lack of
definition of superior results, and inability to
measure program results (Educational Research Service,
1983, pp.17-20).

Types of Incentive Plans

Merit pay is but one type of incentive that is
considered in providing rewards selectively to
teachers. Cresap, McCormick and Paget (1984) in a
publication prepared for a group of professional
administrators' organizations, describe five categories
of incentive plans that may be employed by school
districts to attract, motivate and retain highly
qualified teachers:

> .Compensation plans (including merit pay and
> bonuses): various modifications in salary
> schedules, benefits, and perquisites to
> reward teachers and to address specific
> needs in attracting and retaining
> particular types of teachers

.Career options (including career ladders):
various modifications in the traditional
structure of the teaching career

.Enhanced professional responsibilities
(including master teacher plans): ways of
increasing teachers' compensation and
making the job more interesting by
extending and varying teachers'
responsibilities

.Nonmonetary recognition: awards and other
ways of motivating teachers through
attention to their accomplishments

.Improved working conditions: ways of
making teaching more professional and
enjoyable (and therefore more attractive)
by improving the physical and social
conditions under which teachers work
(p.16).

Such differentiation of types of incentives is not

often made in the literature. Most frequently, any

plan that offers additional pay or benefits to teachers

on a selective basis is labeled "merit pay" or

"incentive pay" (Educational Research Service, 1979,

1983; Johnson, 1983; Natriello and Cohn, 1983). Other

reviews of teacher incentive plans simply divide such

motivational plans into "monetary" and "non-monetary"

incentive plans (Hatry & Greiner, 1984). Yet, each

plan or type of incentive is based on differing

conceptions of what rewards motivate teachers to enter

teaching, improve performance and remain in the

profession. The task of assessing and evaluating the

acceptance and the impacts of such plans becomes a

problem when such terms as "merit pay" are used to
cover a wide variety of plans and programs.

Teacher Motivators

Dan Lortie (1975) examined the attractions to
teaching in his comprehensive look at the teaching
profession. Based on content analysis of 94 intensive
interviews with teachers, historical review, national
and local surveys and findings from observational
studies by other researchers, he identified five
major themes that decribe the motivations expressed by
those who have selected teaching as a profession:
(1) the interpersonal theme, describing those who like
to work with people, particularly young people, (2)
the service theme, describing those who feel that they
have a special mission and get satisfaction from
service to others, (3) the continuation theme,
describing those who see schools as socialization
agencies and see their roles as transmitters of the
culture, (4) the material benefits theme, describing
those for whom teaching represents employment security
or social mobility, and (5) the time compatibility
theme, describing those who appreciate the typical
length of the work day and the work year (pp. 27-32).

Lortie also looked at the rewards that teachers
receive from their work and classified them into three

types: extrinsic rewards, ancillary rewards, and psychic or intrinsic rewards (p. 101). Extrinsic rewards refer to those rewards such as earnings, prestige, and power over others. These rewards exist independent of the person who occupies the role. Ancillary rewards are those that may be thought of as rewards by some, such as the length of the work day or job security. These also flow from the nature of the work and are experienced by all, but are not perceived as rewards by all. Psychic rewards are entirely subjective valuations made in the course of work engagement. They include such things as satisfactions derived from seeing children learn and opportunities to express creativity.

In a study of teachers in Dade County, Florida, Lortie found that 76 percent of the teachers consider psychic rewards to be their major source of work satisfaction (p. 104).

Other studies support Lortie's findings. John Goodlad reports (1984) that a majority of teachers in his study had entered teaching because of the nature of the work it offered. From interviews with teachers who had left the profession, he found that they were "frustrated in what they wanted to do or disappointed in their own performance," and that although "money was

not a major reason teachers gave for entering teaching, it ranked second as a reason for leaving" (p. 172). Persons who do choose to stay say that they value intrinsic rewards, collegiality, mastery of subject matter and working with young people (Rosenholtz and Smylie, 1983).

The Role of the Principal

The principal plays a key role in introducing any new plan into the school setting. The role of the principal is especially crucial when that principal plays a major role in evaluating the performance of teachers under such incentive plans. Additionally, such plans have an impact on the principal's role in the school and upon the satisfactions and rewards gained in the performance of that role.

The vital importance of the leadership of the school principal has emerged very clearly from the effective schools research (Coleman, 1983). The importance of the principal as a force for change in the implementation of policy has been throughly established (Leithwood & Montgomery, 1982).

Most studies of job satisfaction factors in schools tend to focus on teachers rather than administrators. Friesen, et al. (1983), examined the satisfaction of school principals with their work in a

study involving a stratified random sample of 410
principals. They found that the main sources of
satisfaction for the principals studied "involved
interpersonal relationships, achievement,
responsibility and autonomy" (p.52).

Implications for This Study

These findings have implications for the study
reported here. Teachers and administrators at the
three schools were asked about the rewards and
satisfactions derived from their teaching and were also
asked to report their perception of the impact of the
pilot plan upon those rewards and satisfactions. Was
the proposed plan contributing to these rewards and
satisfactions or was it interfering with or having no
effect on these satisfactions? These relationships
are carefully examined in the present study.

Teachers and principals were also asked if they
thought the proposed incentive plan would achieve its
intended objectives, namely, to improve morale, help
recruit and retain excellent teachers, and improve the
instructional program. The results of these interviews
are also considered.

Teacher Evaluation

Teacher evaluation, as defined in this discussion
includes "any formalized appraisal of teacher

performance or capabilities with intended consequences for <u>individual teachers</u>, such as improving their teaching or determining their position within the organization in which they work" (Knapp, 1982, p.1).

If incentive plans are to be implemented, the question of how to assess individual teacher performance becomes important. School districts in the ERS studies (1979, 1983) report that the development of a comprehensive evaluation process is a key element in successful implementation of the program. The Hatry and Greiner study concludes that "a teacher evaluation process that participants perceive to be reasonably fair and objective" is essential (1984, p.FR-1).

Teacher evaluation has traditionally served a wide variety of purposes and has been accomplished through various methods. Both the purposes and the methods need to be carefully considered when designing and implementing teacher evaluation plans to address the issue of teacher incentive programs.

Purposes of Evaluation

Educators are concerned about teacher evaluation for many different reasons. Millman (1981) distinguishes between formative and summative evaluation. The goal of formative evaluation is to identify teachers' strengths and weaknesses and plan

appropriate professional development activities.

Summative evaluation provides a base for administrative

decisions involving hiring and firing, promotion and

tenure, assigments and salary. Both serve important

purposes, although in practice this is not often

clearly recognized. As Stiggins and Bridgeford (1985)

state:

> 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. Most
> teacher evaluation conducted today attempts
> to do both simultaneously. In practice,
> however, most evaluation practices address
> summative goals (p.85).

Wise, et al. (1984, p.11) further differentiate

among the purposes of teacher evaluation as indicated

in the matrix presented in Figure 2. Improvement

purposes in this model would correspond to formative

evaluation discussed above, while accountability

purposes can be compared to summative evaluation.

Another dimension is added in addressing the level of

impact for the evaluation activity. Both improvement

and accountability efforts can be directed at either

the indivdual teacher level or at the organizational

level.

Purpose / Level	Improvement	Accountability
Individual	Individual staff development	Individual personnel decisions (e.g., job status)
Organizational	School Improvement	School status decisions (e.g., accreditation)

Figure 2: Basic purposes of teacher evaluation

Wise et al. point out that different processes and methods suit the various purposes outlined in the matrix:

> For purposes of accountability, teacher evaluation processes must be capable of yielding fairly objective, standardized, and externally defensible information about teacher performance. For improvement objectives, evaluation processes must yield rich, descriptive information that illuminates sources of difficulty as well as viable courses for change. To inform organizational decisions, teacher evaluation methods must be hierarchically administered and controlled to ensure credibility and uniformity. To assist decisionmaking about individuals, evaluation methods must consider the context in which individual performance occurs to insure appropriateness and sufficiency of data (p.12).

Methods of Evaluation

The literature has contained several recent reviews of current methods utilized in evaluation of teachers (Ellett, Capie & Johnson, 1980; Haefele, 1980; Levin, 1979; Lewis, 1982; Medley, et al., 1984; Millman, 1981; Peterson & Kauchak, 1982; Popham, 1975).

Many different categorizations of evaluation methods can be found in the literature. The predominant methods utilized have been described by Knapp (1982, pp.2-3) as follows:

> .Observation of in-class teacher behavior, variously defined, by school principals or designated supervisors. Instrumentation varies, but usually includes some form of

structured observation, or rating (see
Medley, 1978). Less common variants include
peer observational systems (e.g., the
"collegial evaluation system," as reported
in Roper et al., 1976) with or without
teacher self-assessment, a student rating
component, and occasionally parent input as
well.

.Assessment of the outcomes of regular
classroom teaching, as indicated by tests of
student achievement, in some cases combined
with student satisfaction measures.
Approaches vary, depending on the criteria
against which satisfactory performance is
measured, ranging from established norms to
criterion-referenced gains of several kinds
(see Haefele, 1980; Millman, 1974).

.Performance tests of teaching abilities, as
indicated by the teacher's success in a
defined teaching exercise with a small group
of pupils over a brief period of time.
Success can be judged either in terms of
pupil learning gains (see Popham, 1975) or
selected teacher behaviors (Medley, 1978).
A variation on the theme assesses teacher
competence in simulations of classroom
interaction, peer-teaching, or role-playing
situations (e.g., Peck and Joyce, 1972).

.Assessment of teaching "know how" by written
tests such as the National Teacher Exam or
by other means such as the Teacher Perceiver
Interview (Selection Research, Inc., 1977;
Muller, 1978). The results of these
techniques are presented to discriminate
good from poor teachers, at least at the
level of adequate minimal competence.

A thorough examination of all the methods
currently utilized and a review of the research
surrounding each particular method is beyond the scope
of this review. Rather, the research findings that are
relevant to the evaluation procedures utilized in the

pilot project which is the focus of this particular
study are addressed.

Pilot Project Evaluation Methods

A discussion of the methods utilized in this
project is found in Chapter I and is briefly reviewed
here.

All observer/raters were trained in the use of the
rating instrument and general teacher supervision.
Teachers were observed and rated by either three
different observer/raters (Level III applicants) or by
the principal alone (Level I and II teachers).
Pre-conferences were held before each announced
observation and post-conferences were held after both
the announced and unannounced visits. During these
conferences, the observations were discussed and
teachers were questioned about criteria from the
observation instrument that were not observable in the
classroom visits. Level III applicants also compiled a
portfolio of materials which they felt reflected their
performance.

Ratings of Teacher Performance

For many years the ratings of teachers by
supervisors were based more on personal characteristics
than on classroom behaviors. The early work of Barr
(1929) along with the somewhat later work of Ryans

(1960) and other researchers focused on identifying and measuring personal characteristics which distinguished good and poor teachers. In the 1960's and 1970's, a major shift in research emphasis occurred. Researchers who were involved in measuring teacher effectiveness began to look at significant relationships between teacher behavior in the classroom and pupil learning gains (Medley, et al., 1984).

Supervisor ratings based on classroom observations are the most common form of teacher evaluation utilized in schools today (Levin, 1979; Popham, 1975). Peers are involved in rating teachers far less often. This may become more common as more Career Ladder or Master Teacher plans are developed and implemented. Many of these plans incorporate the involvement of identified master teachers in evaluating and assisting other teachers (Darling-Hammond, 1985).

When an instrument is utilized in rating teachers, validity and reliability of the instrument is important. Instruments are most often developed by indivdual school districts based on their respective ideas about what represents effective teaching. Some researchers, especially in recent years, have been able to develop instruments that incorporate valid, reliable and discriminating items (Capie, et al., 1985;

Furtwengler, 1985; Mannatt, 1976; Medley, et al., 1984)

But often, use of an instrument or evaluation criteria

is subject to observer bias, insufficient sampling of

performance and poor instrument design (Evertson &

Holley, 1981; Haefele, 1980; Lewis, 1982; Peterson &

Kauchak, 1982).

Observer bias is evident when comparing ratings

across a number of raters. Some disagreement between

principals and other raters is evident in the research

literature. Tuckman (1977) reported that the criteria

used in evaluating teacher varied between elementary

and secondary principals, with the former tending to

value warmth, creativity, and organization, while the

latter look for systematic, task-oriented, structured

teaching. Wilcox (1976) found that principals, current

students, and graduates differed in their ratings of

secondary teachers. In a study by Swartz (1975), 72

vocational teachers were rated by principals,

supervisors, other teachers, students and through

self-ratings. Significant differences were found among

the groups, although the ratings of principals and

superivisors were quite similar. Chan (1973) found

that evaluations were dependent largely on the

principal's philosophy of education. In reviewing

research on the assessment of teacher competence,

Popham (1975) criticized supervisor ratings as being
unsatisfactory on several grounds, including the
confusions of a teacher's personality and staff
relations with his or her teaching personality.

When several raters assign ratings to a single
teacher, the degree of agreement between the raters can
be assessed. A variety of procedures can be applied to
measure this interrater or interjudge reliability.
Tatsuoka and Tiedeman (1963) discuss the application of
a statistical measure, Kendall's coefficient of
concordance, W, that is appropriate for use in
measuring interrater reliability. The study reported
here utilizes this statistical measure in reporting
interrater agreement between the three raters.

Implications for This Study

The teacher evaluation literature is highly
relevant to the present study. Both the stated
purposes and the methods of the pilot evaluation plan
are examined in the case studies. The major actors are
asked to assess how well the plan achieved its purposes
and how the methods impacted upon their respective
roles and the roles of others.

Organizational Impacts

Both teachers and administrators have concerns
about the implementation of teacher incentive plans and

the evaluation procedures that are a crucial part of such plans. These concerns have direct implications upon the school as an organization and the roles that members play within that organization.

Role-related Impacts

A Rand study (Wise, et al., 1984) found some areas of concern even among those school districts considered to have highly developed teacher evaluation plans in operation. The most common concern expressed was that principals lacked sufficient resolve and competence to evaluate accurately. Role-conflict was cited as the reason. The next most common problem was teacher resistance or apathy. Lack of uniformity and consistency within a school system and inadequate training for evaluators were also reported as concerns. A final concern expressed by a majority of the respondents was the inability of the system to recognize differences in elementary, secondary and specialist teacher performance (pp. 22-23).

In her study of four suburban school districts which utilized competency-based evaluations to make another kind of administrative decision about teachers when layoffs were necessary, Johnson (1980) conducted interviews with persons involved in those decisions. Her findings indicated that principals expressed

different concerns than central office personnel.
System-wide administrators talked about "uniformity,
control and compliance" while principals spoke of
"flexibility, autonomy, and diversity". In many
instances, they seemed to have opposing objectives as
an unintended consequence of a seemingly rational
policy decision. Johnson states: "It suggests that
there is something in the nature of teaching and
evaluation, in the roles of principal and teacher, and
in the traditional organization of the school district
that accounts for the reluctance, ambivalance and
resistance of building principals to embrace the task
of competively assessing teachers' work--a
responsibility that is thought to be routinely accepted
by supervisors in business" (p.224).

Similar unintended consequences were discovered by
Cuthbert (1984) when he examinined the implementation
of three staff development programs within a school
division. In examining the implementation of a newly
established program for the gifted, he stated: "It is
believed that the gifted program impinges upon the role
identity of teachers in unanticipated ways" (p.234).
He writes further that "analysis suggested...the gifted
program interferes with the incentives and rewards

teachers customarily associate with their roles"
(p.235).

It is important to design and implement teacher
evaluation processes for incentive plans that do not
impinge upon teachers' and administrators' roles, but
rather enhance their roles and improve their
performance.

Stakeholder Perceptions

Darling-Hammond et al. (1983) in their review of
the literature relating to the organizational
implications of teacher evaluations give particular
attention to the interests of the stakeholders in an
organization. They offer four minimal conditions for
the successful operation of a teacher evaluation
system:

> .All actors in the system have a shared
> understanding of the criteria and processes
> for teacher evaluation;
>
> .All actors understand how these criteria and
> processes relate to the dominant symbols of
> the organization, that is, there is a shared
> sense that they capture the most important
> aspects of teaching, that the evaluation
> system is consonant with educational goals
> and conceptions of teaching work;
>
> .Teachers perceive that the evaluation
> enables and motivates them to improve
> their performance; and principals perceive
> that the procedure enables them to provide
> instructional leadership;
>
> .All actors in the system perceive that the
> evaluation procedures allow them to strike a

balance ...between control and autonomy for
the various actors in the system (p.320).

Implications for This Study

This study builds on the work of Wise, et
al.(1984), Knapp (1982) and Natriello and Dornbush
(1981) in examining the implementation of a teacher
evaluation process within the organizational framework.
As Knapp states:

> ...research needs to investigate more fully
> the interaction of various "constituencies"
> in the design, installation, and
> implementation of teacher evaluation systems.
> Important differences in the points of view
> and relative power of these constituencies
> are probably the most powerful determinant of
> teacher evaluation systems (p.2).

A wide variety of teacher incentive plans are
being conceived and introduced into schools. Such
plans differ in the underlying conceptions of the
nature of teaching, what rewards appeal to teachers and
how teachers work together in their organizations.

Incentive plans require that teachers be
evaluated. Many plans, including the one discussed in
this research, attempt to achieve both formative and
summative purposes, evaluating teachers for improvement
and accountability. Some would direct such evaluation
to the individual as well as the organizational levels.
Methods of evaluation can be devised that best suit
each intended purpose. Instrument validity and

reliability ought to also be considered when designing
evaluation methods. It is not clear that one
evaluation system can be effective, valid and reliable
in addressing all purposes stated above.

Once the methods are designed to suit the purpose,
the full range of implications ought to be carefully
examinined. What implications does the evaluation
system have for teachers and others who work in the
organization? The unintended consequences of such
policy decisions may not be fully anticipated or
appreciated.

CHAPTER III

METHODOLOGY

The purpose of this study is to investigate the
nature and the impact of role-related interests on an
attempt at organizational change in the school context.
The research questions guiding this inquiry are:

1. What are the role-related interests
    of the key actors at the school building
    level in the implementation of the pilot
    program?

2. How are these interests related to percep-
    tions of the plan?

3. How are perceptions of the plan influenced
    by experiences that occur during the pilot
    program?

4. How are perceptions of the plan influenced
    by interpersonal relations existing between
    key actors and significant others during the
    pilot program?

5. How are perceptions of the plan influenced
    by the actual process of assigning ratings
    to teachers?

The Case Study

The approach utilized in this investigation was
designed to emphasize the impact of the pilot program
on the immediate life of schools and school personnel.
Day and Stake, in a study done for the National Science
Foundation (1978) state that "the case study is a study
of a bounded system, emphasizing the unity and
wholeness of that system, but confining the attention

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to those aspects that are relevant to the research problem at the time" (p.C-31). Anderson, et al. (1975) find that the case study lends itself to "an intensive, detailed analysis and description of...a phenomenon in the context of its environment" (p.46). Franklin and Osborne (1971) argue that the case study provides "a method of organizing data for the purpose of analyzing the life of a social unit" (p.23).

The bounded system or social unit in this study is the individual school site. While the investigation is directed toward the roles that individuals play within the organizational setting, these roles are examined within that contextual setting. The phenomenon observed within that setting is the attempt to impose a new evaluation procedure for teachers in those schools.

A multiple-case design is utilized in this research, since "the evidence from multiple cases is often considered more compelling (than that of single-case design) and the overall study is therefore regarded as being more robust" (Yin, 1984, p.48). Each case is considered individually and examined against the initial propositions, using replication logic. Cross-case analysis then follows. Yin (1984) describes this approach to multiple-case studies as follows:
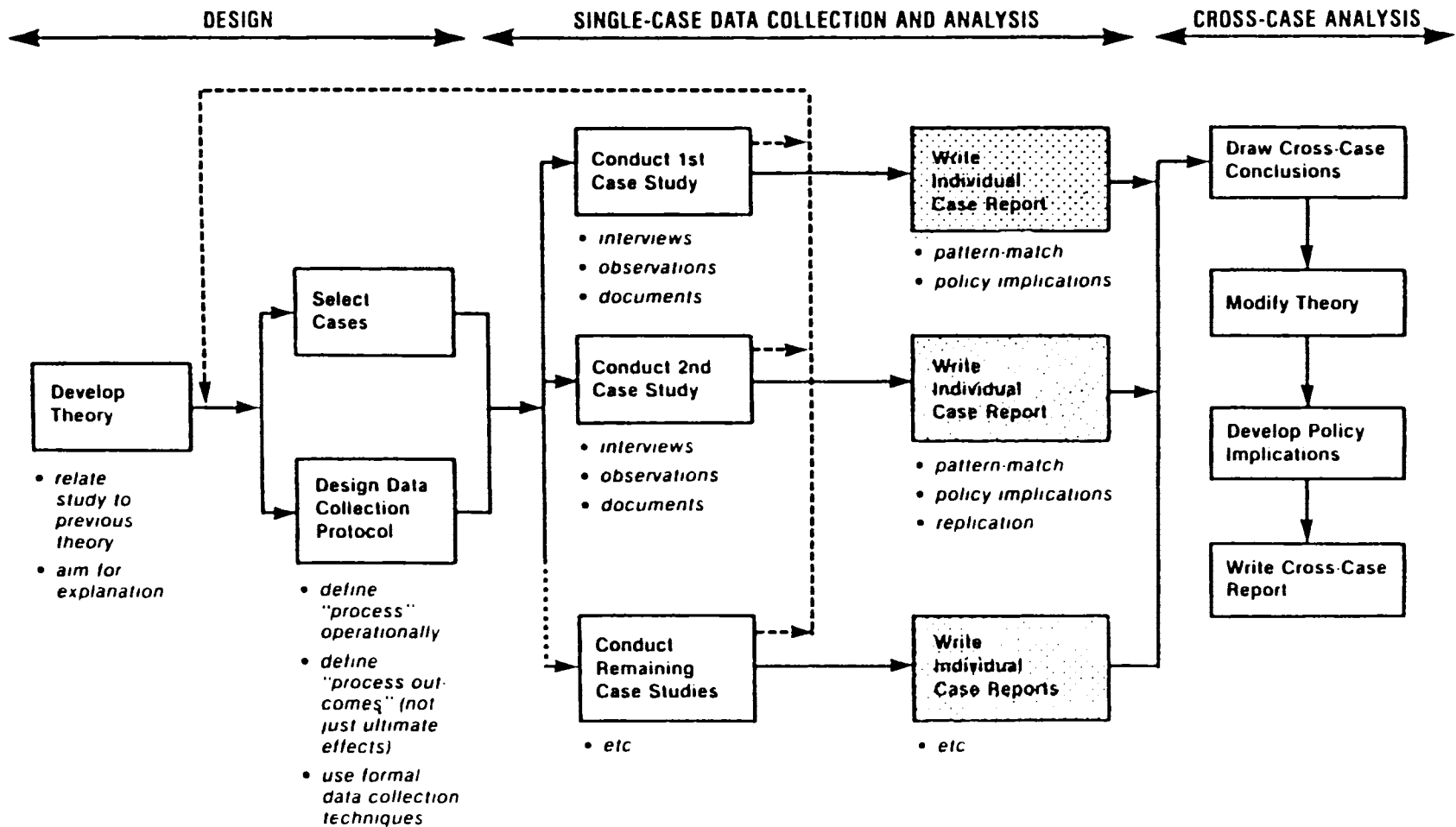
> Each individual case study consists of a "whole" study, in which convergent evidence

is sought regarding the facts and conclusions
for the case; each case's conclusions are
then considered to be the information needing
replication by other individual cases. Both
the individual cases and the multiple-case
results can and should be the focus of a
summary report. For each individual case,
the report should indicate how and why a
particular proposition was demonstrated (or
not demonstrated). Across cases, the report
should indicate the extent of the replication
logic and why certain cases were predicted to
have certain results, whereas other cases
were predicted to have contrary results
(p.52).

Figure 3 depicts the case study design proposed by Yin

that is utilized in this research.

Selection of Cases

The school district selected five schools to

participate in the pilot project by means of a

two-stage probability sample. First, one geographic

area of the district was selected with probability

methods. Within that area, one high school, one

intermediate school and three elementary schools were

selected. Teachers within those schools who were

eligible for Level III status were given the

opportunity to volunteer for participation in this

project. Those who did not wish to participate as

Level III candidates were considered as Level II

teachers and evaluated according to the new procedures.

Probationary teachers participated as Level I teachers

and were evaluated according to the new procedures for

Develop Theory

- *relate study to previous theory*
- *aim for explanation*

Select Cases

Design Data Collection Protocol

- *define "process" operationally*
- *define "process outcomes" (not just ultimate effects)*
- *use formal data collection techniques*

Conduct 1st Case Study

- *interviews*
- *observations*
- *documents*

Conduct 2nd Case Study

- *interviews*
- *observations*
- *documents*

Conduct Remaining Case Studies

- *etc*

Write Individual Case Report

- *pattern-match*
- *policy implications*

Write Individual Case Report

- *pattern-match*
- *policy implications*
- *replication*

Write Individual Case Reports

- *etc*

Draw Cross-Case Conclusions

Modify Theory

Develop Policy Implications

Write Cross-Case Report

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that category. Principals and other administrators related to the involved schools were expected to participate.

For this research, the three elementary schools were utilized as cases to be examined. The rationale for selecting the elementary schools (rather than all schools) as the focus of this study involved consideration of the fact that more precise assessment of the influence of organizational factors would be possible in a single type of setting. Since there were three elementary schools, replication and cross-case comparisons are more meaningful.

Although sampling design is not necessarily relevant to case study methodology, the manner in which the schools were selected has implications for the generalizability of the findings. Because of the sampling design utilized in the overall evaluation, it can be assumed that these three schools are representative of elementary schools within the county school system.

Data Collection Procedures

Multiple data gathering methods were utilized in addressing the problem from an organizational perspective. This allowed for triangulation or "the process of checking data against other sources so that

the researcher can guard against the accusation that a
study's findings lack credibility due to the use of a
single method, a single data source or a single
investigator's bias" (Patton, 1980, p.35).

Collection of data was begun in the fall of 1984
and completed in the spring of 1985, spanning the
duration of the pilot project, which was one school
year. Data were collected through interviews,
observations, and document analysis.

The formal interviews were all conducted by this
researcher and were approximately thirty minutes in
length. They contained both open-ended and closed-
ended questions because neither is superior for all
purposes and situations (Kahn and Cannell, 1967). To
insure that complete data were obtained during the
interview, controlled, non-directive probing was used.
This served to (1) motivate respondents to communicate
more fully, and (2) control the interaction between the
interviewer and the respondent by focusing it on the
question objectives. If an expanded answer was given
to a closed-ended question or a choice was made that
was not included, that was noted.

The administrators and a sample of teachers were
interviewed at each school site. These formal
interviews followed the interview protocols designed

for the overall evaluation of the pilot project and can
be found in the appendix. The interviews were
conducted at separate times; the first reaction
interview was conducted near the beginning of the
project and the process interview and second reaction
interviews took place after all of the teacher
evaluations had been completed.

It should be noted that these interview protocols
were designed for the overall evaluation of the
project, not specifically for this study. Many of the
questions, however, addressed issues that were relevant
to the research questions considered by this study.
Therefore, information gained through these interviews
was selectively utilized as it pertained to these
research questions. Several questions were added to
the initial reaction interview by this researcher to
address the issues of role-related interests and the
impact of the plan upon those interests. These
questions were pre-tested on nine teachers at three
different non-participating schools for clarity and for
the ability to gather the information desired by this
researcher:

1. What rewards and satisfactions do you
   receive from teaching?

2. What do you feel you need from others in
   the organization in order to do your job
   effectively?

3. Do you see the proposed teacher evaluation
   plan as supporting, interfering with or
   having no impact on each item mentioned in
   numbers 1 and 2? In what way?

Observations were also a part of the data

collection activities. The training sesions for

administrators and other teacher evaluators were

observed. At least seven half days were spent in each

school. One faculty meeting was observed at each

school and other observations took place of teachers

interacting informally in the hallways, teachers'

lounge and in the school office. Informal interviews

and conversations took place in the faculty lounge,

particularly during the lunch periods, and in

classrooms during free periods.

These site visits took place at various times over

a three month period, coinciding with the period in

which the pilot evaluators were making their

observations of the teachers.

Pertinent documents were also examined. These

included each school's annual operating plans, training

materials, notices and directives concerning the pilot

project that came from administrative offices above the

building level, newpaper articles written about the

pilot project, time logs that were kept by the

administrators and faculty notices.

Data Management

The data were handled in a variety of ways, depending upon the nature of the data gathering activity.

Responses were recorded on the interview protocal format during the formal interviews. The responses that were quantifiable were coded and entered into a computer. The handwritten notes on the expanded responses and the responses to the open-ended questions were stored in file folders by school.

Extensive notes were made during the observations regarding comments made and impressions gained during the site visits. The field notes were expanded upon as soon as possible after the visits were made. A separate file was maintained for field notes from each school.

The written survey was given to all teacher-level staff in each school. Answers were recorded on machine-readable forms and were entered into the computer.

As documents were reviewed, notes were made on those portions that pertained to the research problem that was the focus of this study. These notes were filed with the field notes for each school.

Data Analysis

The conceptual model that guided this research formed the basis for analysis of the data. Yin suggests that the best strategy in analyzing data is "to follow the theoretical propositions that led to the case study" (1984, p.100). Each variable in the model was divided into subareas to be addressed in the analysis. These areas addressed in the analysis are found in Figure 4.

The data were analyzed both quantitatively and qualitatively. Various researchers (Denzin, 1978; Jick, 1979; Reichardt and Cook, 1979; Vidich and Shapiro, 1955) interpret the two approaches to be complimentary and urge that they be used together.

Descriptive statistics were utilized in describing individual variables and the strength of relationships between variables. Measures of central tendency, measures of dispersion and measures of bivariate relationships were applied as appropriate. Crosstabulations were utilized to display relationships between variables. Since the number of respondents was small, both within schools and across schools, special caution is needed in applying and interpreting quantitative measures.

ROLE-RELATED INTERESTS
What rewards and satisfactions do teachers and
principals get out of their jobs?
What do teachers and administrators need from
others in the organization to be effective?
How do teachers and administrators feel that the
plan impacts upon their interests?

EXPERIENCES DURING PILOT
How was the plan introduced at each school?
What were key experiences that occurred during the
pilot?
How does the pilot effect the role of teachers and
principals in the school?
Does anything happen to change opinions about the
plan?
How is school climate affected by the pilot?
Does anyone drop out of Career Level II
consideration? Why?
What are perceptions of support of significant
others of the plan?

INTERPERSONAL RELATIONS
What is the role of teacher/teacher relationships?
What is the role of teacher/principal
relationships?
What is the role of teacher/rater relationships?

ASSIGNMENT OF RATINGS
What is the distribution of the ratings assigned?
How do raters reach agreement?
What are teachers' perceptions of the feedback
given by the observer/raters?

PERCEPTIONS OF THE PLAN
What are teachers and administrators perceptions
of the plan?
How are perceptions of the plan influenced by
role-related interests?
How do perceptions of the plan change over time?

Figure 4: The framework used for data analysis

Pattern-matching logic is recommended by Yin in the analysis of data in case study research. He outlines a special type of pattern-matching in which the goal is to "analyze the case study data by building an explanation about the case" (1984, p.107). In the analysis of the data for this research, the explanation is built around the framework of the variables presented in the model. Much of the explanation is presented in narrative form, supported by evidence from the data.

A technique utilized in analyzing qualitative data is componential analysis (Spradley, 1980). This involves organizing the material into domains, or categories of meaning as a first step. The domains are then organized into taxonomies, seeking relationships among the included terms in the domains. While both domain analysis and taxonomic analysis are useful tools in analyzing data and can provide information relevant to the research question, the task of organizing and representing contrasts and comparisons in the data remains. This takes place in the componential analysis in which certain domains are organized into paradigms and crossed with relevant areas of contrast.

The componential analysis was particularly useful in doing the cross-case analysis portion of this study

as a method of comparing and contrasting the three schools.

Tests of Research Design

The quality of any research design can be judged according to certain logical tests. Four tests have been summarized in numerous social science textbooks (see Kidder, 1981, pp. 7-8):

.construct validity: establishing correct operational measures for the concepts being studied;

.internal validity: establishing a causal relationship whereby certain conditions are shown to lead to other conditions, as distinguished from spurious relationships;

.external validity: establishing the domain to which a study's finding can be generalized; and

.reliability: demonstrating that the operations of a study--such as the data collection procedures--can be repeated with the same results.

Steps were taken in the design and conduct of the case study to insure that these tests were met.

Regarding construct validity, multiple sources of evidence were utilized in a manner encouraging convergent lines of inquiry. A chain of evidence, or explicit links between the questions asked, the data collected and the conclusions drawn (Yin, 1984) was developed over the period of the implementation of the pilot study. The information gathered during the

observations was repeatedly checked against the
conceptual model. Instruments were pretested for
clarity and for suitability.

In addressing internal validity, attempts were
made both at the design stage and in the data gathering
stage to fully consider rival causal factors. The
intervening variables in the model attempted to
delineate some possible additional factors that would
contribute to perceptions of the plan, such as
experiences that might occur during the implementation
of the pilot, the assignment of ratings to teachers and
the interpersonal relationships that existed among key
actors in the project. The researcher was sensitive to
the possibility of biasing and distorting effects of
the following threats to internal validity: (1)
historical factors, (2) subject maturation, (3) subject
bias, (4) subject mortality, (5) reactive effects of
observer, (6) changes in the observer, and (7) peculiar
aspects of the situations in which the observations
were conducted (Denzin, 1978, p.197). An attempt was
made to minimize the impact of these effects or to
explain them as a part of the analysis if the former
option was not possible.

Historical factors could potentially bias the
perceptions of the plan in this study. A large amount

of publicity and community interest was generated both
before the implementation of the pilot project and
during the implementation phase. Before the plan was
introduced, many teachers already held strong opinions
about the concept of teacher incentive plans. The
interview protocols, therefore, attempted to
differentiate between the perceptions of this
particular teacher evaluation plan and the concept of
teacher incentives or merit pay. Another way of dealing
with this threat to validity was the recognition of
these factors as a contributing variable in the design.
The inclusion of the variable related to experiences
during the pilot was designed to recognize
unanticipated events that might impact on perceptions
of the plan. The review of documents such as newspaper
articles and directives that came from the school
district offices was intended to identify these events.

Subject maturation was considered in the design.
Beginning or probationary teachers are the most likely
subjects to be affected by the maturational process as
they gain classroom experience and develop rapid
professional growth. Changes in their opinions over
the course of the study may be related more to this
process than to their exposure to the program.

Therefore, probationary teachers were examined as a separate category.

Subject bias is introduced into the design because of the self selection of teachers into the category of Level III consideration. This study attempted to define and consider those biases by addressing the difference in attitudes about the plan expressed by these teachers.

Subject mortality became an issue when some teachers dropped out of Level III consideration. They were interviewed as special cases to determine the reasons for their withdrawal from the program. One administrator, the assistant principal at one of the schools, was reassigned to a non-participating school during the course of the study. A teacher at that particular school who had been a Level III applicant herself, assumed the position as acting assistant principal. Both the former assistant principal and the acting assistant principal were interviewed for each of their unique viewpoints.

Reactive effects of the observer were minimized in several important ways. First of all, this researcher was a teacher on leave from that particular school district and became quickly accepted as "someone who understood" the teachers' point of view. The

researcher was also able to establish a comfortable
relationship with the school administrators through
attendance at all administrative training sessions.
Before any of the observations or interviews began, the
researcher attended a faculty meeting at each school,
using this opportunity to get acquainted with the
members of the faculty at each location. Observations
and interviews were timed in such a way to be as least
disruptive as possible to the operation of the schools.

Changes in the observer were not noted. Although
the observer became very much at home in each of the
three schools, it is felt that objectivity was not lost
in the interpretation of events as they occured in each
setting.

There were some peculiar aspects of the situation
that need to be considered. Observations of the actual
process of evaluating teachers were not done because of
the additional stress that might be felt by teachers.
Therefore, knowledge about the process had to be gained
though interviews with those persons who had
participated in that process. In the informal
conversations with teachers during their free periods
and lunch periods, attempts were made to talk with
teachers both in groups and as individuals. It was
felt that some persons might feel freer to express

their opinions in a more private setting. Group
discussions were useful in that they sometimes
generated more ideas and responses as individuals
exchanged ideas. All formal interviews were conducted
in a private setting and respondents were guaranteed
anonymity.

External validity deals with the problem of
knowing whether the results are generalizable beyond
the cases being analyzed. It has already been pointed
out that in this study, the cases (school sites) were
selected in a two-stage probability sample to represent
the population of schools within the district. For the
interviews in this study, a random sample of teachers
was drawn to represent teachers within those particular
schools.

Sampling theory deals with the concept of
statistical generalization of findings. Yin describes
another type of generalizability that is pertinent to
case studies. "In analytical generalization, the
investigator is striving to generalize a particular set
of results to some broader theory" (1984, p. 39). This
study attempts to contribute to a broader understanding
of the implementation of organizational change.

The reliability issue is also very important in
case study research. Some major factors in increasing

the reliability of the data were the careful design of the interview protocols and the survey instrument and the extensive documentation of all observations and conversations that took place. Reliability was also increased by utilizing multiple measures of each construct and measurement at multiple time points. A single researcher conducted all three case studies which led to strengthening reliability across cases.

Summary

A multiple-case design is utilized in this research which addresses the impact of role-related interests on perceptions of new teacher evaluation procedures. Three elementary schools serve as cases to be examined. Each case is considered individually, using replication logic and then in cross-case analysis.

Multiple data gathering methods are utilized in addressing the problem from an organizational perspective. Data was collected through formal and informal interviews, observations, and document analysis.

The study was conducted over the period of one school year to coincide with the implementation of the pilot program.

Both quantitative and qualitative data were collected and analyzed in a complimentary approach. Measures of central tendency, measures of dispersion, and measures of bivariate relationships were examined as appropriate. Crosstabulations were utilized to display relationships between variables. Componential analysis was utilized with qualitative data.

Steps were taken in the design and conduct of the case studies to insure that validity and reliability issues were addressed.

CHAPTER IV

CASE STUDY FINDINGS

The implementation of a teacher evaluation plan was studied at three elementary schools. This research focused on the role-related interests of teachers and administrators at those three schools and the relationship of those interests to perceptions of the plan. Intervening variables included experiences during the pilot, interpersonal relations and the assignment of ratings to teachers.

Each school was treated as a separate case to be examined. Unique characteristics at each site were considered in the collection and analysis of the data.

The case study findings are presented within the framework of the model in Figure 1 (see Chapter I) and the expanded model in Figure 3 (see Chapter III). The questions presented in the expanded model form the basis for first examining the individual cases and then conducting cross-case analysis. This method of presentation deviates somewhat from the methodology prescribed by Yin (see Figure 2) who suggests that each individual case report be presented separately before cross-case comparisons are made. The method chosen here was selected in order to avoid repetitiveness and to focus the analysis of the data on the variables

suggested by the model. The basic unit of analysis, however, remains the individual case.

In this discussion, role-related interests are first defined. The early perceptions of the plan are then discussed and the primary relationship between role-related interests and these perceptions is investigated. The intervening variables, which include experiences during the pilot and interpersonal relations are investigated for their influences on perceptions of the plan at the time of the initial interview. Finally, perceptions of the plan are examined, focusing on change over time and intervening variables associated with those observed changes.

Role-related Interests

Role-related interests were operationalized to be the perceived impacts of the plan upon those rewards and satisfactions which teachers and principals derived from their work, and the things that they felt they needed from others in the organization in order to perform their jobs effectively.

Both teachers and administrators at the three schools were asked to name the rewards and satisfactions which they personally obtained from their work. They were also asked to identify what they felt they needed from others in the organization in order to

be effective. The questions were open-ended and all answers were recorded. Then each person was asked to project the impact of this new evaluation plan upon each of these satisfactions and needs.

Teacher Satisfactions

The first area of role-related interests to be discussed is teacher satisfactions. These are the rewards and satisfactions which teachers derived from their work. Assessing the perceived impact of the plan on these satisfactions serves to differentiate and define those interests regarded as most important by individual teachers.

Tables 1,2 and 3 display the satisfactions mentioned by a sample of the teachers at each of the three schools (Lincoln, n=7; Madison, n=7; Washington, n=8). Responses were classified into taxonomies according to Lortie's categories described in Chapter II. These responses were then crossed with the perceived impact of the plan upon each satisfaction mentioned. The choices were: positive impact, no impact or negative impact. The numbers represent the number of times each was mentioned.

Consistent with Lorties's findings, psychic rewards were the most often mentioned (53%), although not by as large a margin as in the Lortie study.

Table 1

Perceived Impact of Plan on Teacher Satisfactions

Lincoln Elementarary

Perceived Impact

Teacher Satisfactions	Pos Imp	No Imp	Neg Imp
Extrinsic Rewards			
Income			
Professional status	1		
Ancillary Rewards			
Good working hours			
Diversity of activities			1
Autonomy			1
Assuming responsibility	1	1	
Working with children		4	2
Psychic Rewards			
Opportunity to be creative		1	
Challenging work			
Seeing children learn	1	5	1
Inspiring curiosity			1
Opportunity for self growth	2		2
Making a difference		1	
Working with parents		2	
Giving of self		1	

(n=7)

Table 2

Perceived Impact of Plan on Teacher Satisfactions

Madison Elementary

	Perceived Impact		
Teacher Satisfactions	Pos Imp	No Imp	Neg Imp
Extrinsic Rewards			
Income			
Professional status		1	
Ancillary Rewards			
Good working hours		2	
Diversity of activities		1	
Autonomy			1
Assuming responsibility			
Working with children		3	
Psychic Rewards			
Opportunity to be creative		3	
Challenging work		1	
Seeing children learn		4	
Inspiring curiosity			
Opportunity for self growth			
Making a difference		1	1
Working with parents	1		
Giving of self			

(n=7)

Table 3

Perceived Impact of Plan on Teacher Satisfactions

Washington Elementary

| | Perceived Impact | | |
Teacher Satisfactions	Pos Imp	No Imp	Neg Imp
Extrinsic Rewards			
Income		1	
Professional status	1	1	1
Ancillary Rewards			
Good working hours		2	
Diversity of activities		4	1
Autonomy			1
Assuming responsibility		2	
Working with children		2	1
Psychic Rewards			
Opportunity to be creative		3	
Challenging work			1
Seeing children learn	1	4	
Inspiring curiosity			
Opportunity for self growth		1	
Making a difference			
Working with parents			1
Giving of self			

(n=8)

Thirty-nine percent of all satisfactions mentioned were ancillary rewards, while only 8% of the rewards mentioned could be classified as extrinsic rewards.

At all three schools, teachers indicated that they perceived no impact on a majority of their needs (Lincoln = 54%; Madison = 84%; Washington = 71%). There were however, more negative than positive impacts perceived at all three schools. Teachers often had different perceptions of the impact of the plan upon the same satisfaction. For example, one teacher felt that seeing children learn would be positively affected in that it would encourage growth and incentive to improve instruction. Another teacher felt that the plan would have no impact on the satisfaction derived from seeing children learn because that would continue to happen no matter how teachers were evaluated. A third teacher felt that the plan would force teachers to concentrate on the areas being evaluated to the detriment of the total growth of the child.

Automony was only mentioned three times (once at each school) and all three respondents agreed that negative effects would be felt.

Incentive plans such as the one proposed for this school district are thought to appeal to the extrinsic rewards that are important to teachers. Even here,

there is a mixed review by these teachers as to how
this plan would effect the few extrinsic rewards that
are mentioned. Only one person mentioned income and
that teacher felt that the school district would never
allocate enough money to the plan to make any real
difference. Those who mentioned professional status as
an important satisfaction offered mixed reviews. The
teachers who felt that the plan would have a positive
impact on status felt that the community would respect
teachers more if they were subject to more rigorous
evaluation procedures. The teacher who indicated no
impact felt that his status would not change as a
result of this plan. Negative impacts on status were
indicated by one teacher who felt that the status of
many teachers who were not judged to be Level III
teachers would actually be reduced.

Table 4 presents another analysis of the data.
Each individual teacher's responses were coded to
reflect the overall perception of impact on the
satisfactions which were mentioned. If the individual
teacher expressed a positive impact on more than half
of the satisfactions mentioned, that teacher was put
into the "mostly positive" category. If the responses
were more than half negative, it was coded "mostly
negative". The "no impact" category contained

individuals who perceived that there was no impact on
more than half of the satisfactions mentioned. "Mixed"
included the respondents who expressed no clear
majority.

Table 4: Perceived Impact on Teacher Satisfaction by
School

Perceived Impact	Lincoln	Madison	Washington	Overall
Mostly Positive	14%	0%	25%	14%
Mixed	14%	14%	0%	9%
Mostly Negative	43%	43%	25%	36%
No Impact	29%	43%	50%	41%
	(n=7)	(n=7)	(n=8)	(n=22)

More teachers perceived primarily negative effects
at Lincoln (43%) and Madison (43%) than at Washington,
where 50% of the teachers interviewed felt that there
would be no impact on most of their job satisfactions.
Only three teachers (14%) of the total felt that mostly
positive effects would be felt. Two of these teachers
were at Washington school. Half of all teachers felt
that the impacts would be primarily mixed or none at
all.

Teacher Needs

A second area of role-related interests to be
addressed are teacher needs. These are what teachers
felt they needed from others in the organization in

order to perform their jobs effectively. Assessing the
perceived impact of the plan on these satisfactions
serves to differentiate and define those interests
regarded as most important by individual teachers.

Tables 5,6 and 7 display the needs mentioned by
teachers at each of the three schools. These teacher
needs were classfied into three categories. In the
first category are listed what is felt to be needed
from administrators and supervisors. The second
category includes those things needed from colleagues.
The final category lists what teachers feel they need
from parents and the general community. Each need is
then crossed with the perceived impact of the plan upon
those needs.

A stronger negative impact upon these needs was
perceived at all three of these schools than was found
on the teacher satisfactions. At Lincoln, 46% of all
needs mentioned were felt to be negatively impacted.
Madison's teachers reported 50% of their needs to be
negatively effected and no positive impacts were
reported by anyone. Washington's teachers reported 61%
of their needs to be negatively impacted by the plan.
The strongest areas of negative impact were those
involving collegial relationships. Teachers expressed

Table 5

Perceived Impact of Plan on Teacher Needs

Lincoln Elementary

	Perceived Impact		
Teacher Needs	Pos Imp	No Imp	Neg Imp
From administrators/supervisors			
support	1	3	
reinforcement			1
feedback	1	1	
advice	1		
resources	1	1	1
time			2
recognition			1
fair treatment	1		
appreciation			
realistic expectations			
From colleagues			
good working relations		2	2
sharing of ideas	1		5
From parents			
support		1	
appreciation			
interest			

(n=7)

Table 6

Perceived Impact of Plan on Teacher Needs

Madison Elementary

	Perceived Impact		
Teacher Needs	Pos Imp	No Imp	Neg Imp
From administrators/supervisors			
support		3	1
reinforcement			
feedback		1	1
advice			1
resources			
time			
recognition		1	
fair treatment			
appreciation		1	
realistic expectations			1
From colleagues			
good working relations		1	1
sharing of ideas			3
From parents			
support			
appreciation		1	
interest			

(n=7)

Table 7

Perceived Impact of Plan on Teacher Needs

Washington Elementary

	Perceived Impact		
Teacher Needs	Pos Imp	No Imp	Neg Imp
From administrators/supervisors			
support	2		1
reinforcement			
feedback	1	1	1
advice			1
resources			2
time			1
recognition		1	
fair treatment			
appreciation			
realistic expectations			
From colleagues			
good working relations		2	6
sharing of ideas	1		6
From parents			
support	2		1
appreciation			
interest	2		

(n=8)

their concerns that sharing among teachers would be reduced and working relationships would suffer.

At Lincoln, the most positively perceived effects came in the area of what teachers felt they needed from administrators and supervisors. Responses here were about evenly divided between positive, negative and no impact. Some teachers felt that administrators and supervisors would be more responsive, more supportive, more fair and give more feedback and advice under this plan. Others perceived that there would be no change while a third group felt that there would be less support and that administrators and supervisors would be forced to become more judgmental.

Madison teachers were more neutral in this category than negative. There were no positive responses.

At Washington, more negative impacts than positive were perceived in this same category. The only two areas that elicited positive responses were support and feedback. The strongest positive impacts at this school were perceived to be in the area of parent and community support.

Table 8 presents another look at this data. Each individual teacher's responses were coded as to the overall perception of impact on the needs mentioned.

The categories of perceived impact were the same as in Table 4.

Table 8: Perceived Impact on Teacher Needs by School

Perceived Impact	Lincoln	Madison	Washington	Overall
Mostly Positive	43%	0%	13%	18%
Mixed	14%	14%	13%	14%
Mostly Negative	29%	86%	75%	64%
No Impact	14%	0%	0%	4%
	(n=7)	(n=7)	(n=8)	(n=22)

A majority of teachers overall (64%) perceived negative impacts upon their needs from others (which includes administrators and supervisors, colleagues, parents and members of the community). Madison and Washington teachers expressed the strongest negative responses in this area. There were very few "no impact" responses (4%), unlike the perceived impacts on satisfactions.

Administrator Satisfactions and Needs

Administrators at the three schools were also asked to assess to impact of the plan upon their own satisfactions and needs in order to identify their role-related interests. It would not be in their interests to implement a plan that would interfere with these stated satisfactions and needs. Table 9 displays

Table 9

Perceived Impact on Administrator Satisfactions and Needs

Perceived Impact

	Pos Imp	No Imp	Neg Imp
Satisfactions			
Working with children	L,WP	WA	
Working with teachers	L,WP, WA		
Working with parents	L		WA
Variety in work		M	
Professional growth opportunities	L,M, WP		
Challenge of job	L,WA		
Providing leadership for change	L,WA, WP	M	
Needs			
Support	WA	M	
Recognition		M	
Assistance/expertise	L		WP WA

L = Lincoln Principal
M = Madison Principal
WP = Washington Principal
WA = Washington Assistant Principal

the satisfactions and needs identified in interviews
with these school-based administrators. The principal
at Lincoln expressed positive impacts on all areas
identified. The principal at Madison felt that there
would be no impact on every area identified except
opportunities for professional growth, which was
assessed as being positively impacted by the plan. The
principal and assistant principal at Washington were
both divided in their perceptions of impacts upon their
own satisfactions and needs.

Relationship to Plan Perceptions

The model suggests that role-related interests are
related to perceptions of the plan's effects on others
and on the system as a whole. In order to see if a
relationship does indeed exist, the perceived impact on
teacher satisfactions (as defined in Table 4) and
perceived impact on teacher needs (as defined in Table
8) were each crosstabulated with several items
describing perceptions of the plan. The four
categories in Tables 4 and 8 were collapsed into three
for these crosstabulations, combining "mixed" and "no
impact". This was done because it was felt that both
were neither primarily positive nor negative, but more
neutral in overall perceptions.

These crosstabulated variables are listed in Table
10 and the Contingency Coefficient for each set of
crosstabulations is reported. The Contingency
Coefficient was selected as the indice of relationship
because both variables are measured on a discrete-
nominal scale and produced 3 X 3 tables. In
interpreting the magnitude of the relationships, it is
important to bear in mind that the maximum value of the
correlation is not 1.00, but is based on the number of
categories of the variable that has the fewer
categories (Hinkle, et. al, 1979, p.349-350). The
maximum value in this instance is .816.

Those who perceived positive impacts on the
satisfactions gained from teaching were more likely to
list a greater number of advantages of the program,
more likely to list a lesser number of disadvantages,
less likely to see major role changes for teachers,
more likely to feel that the plan could help keep good
teachers, but less likely to feel that the program
would benefit them personally. A somewhat weaker
relationship was found between those who perceived
positive impacts of the plan upon their satisfactions
and demonstrated understanding of the program, belief
that the plan would improve the instructional program
and would help recruit good teachers, and acceptance of

Table 10

Relationships Between Perceptions of the Plan
and Perceived Impact on Role-Related Interests*

Perceptions of the Plan	Impact on Teacher Satisfactions	Impact on Teacher Needs
Understanding of program	.31	.41
Number of advantages listed	.49	.54
Number of disadvantages listed	.39	.26
Will change teacher's role	.59	.48
Will improve program	.34	.58
Will help keep teachers	.58	.29
Will help recruit teacher	.29	.43
Will benefit teacher personally	.44	.46
Will deter career advancement	.17	.33
Will accept plan as incentive	.28	.38

*The measures of association reported here are
Contingency Coefficients. The estimate of the maximum
value of the contingency coefficient is 0.816; this
should be taken into consideration when interpreting
the magnitude of relationships. Several of the
coefficients in the table represent "negative"
relationships. Since the Contingency Coefficient is
only expressed as a positive value, the reader is
advised to consult the textual narrative for
information concerning the directionality of these
relationships.

the plan as a desirable teacher incentive program. Those who perceived negative effects of the plan upon their own satisfactions were more likely to hold opinions contrary to those above.

This seems to support the hypothesis that if persons view the plan as supportive of their own role-related satisfactions they will be more positively disposed toward the plan in general and more likely to feel that the plan will achieve its intended goals.

Those who perceived positive impact on the needs expressed were more likely to demonstrate an understanding of the program, more likely to list a greater number of advantages, less likely to see major role changes for teachers, more likely to feel that the plan would improve the instructional program, recruit good teachers and benefit them personally, and more likely to accept the plan as a desirable teacher incentive program. A somewhat weaker relationship was found between those who perceived positive impacts of the plan upon their needs and the identification of a fewer number of disadvantages, feeling that the plan would help recruit good teachers and would not deter those who were seeking career advancement. Those who perceived negative impacts on their own needs were more likely to hold contrary opinions to those listed above.

This seems to support the hypothesis that if persons view the plan as supportive of their own role-related needs they will be more positively disposed toward the plan in general and more likely to feel that the plan will achieve its intended goals.

Experiences During the Pilot

Several key experiences can be identified which had an impact on the implementation of the pilot program at all three schools, thus affecting the relationship between role-related interests and these early perceptions of the plan. These experiences include: the manner in which the plan was introduced at each school; the training sessions conducted for administrators and supervisors; the leadership of the project; differences in implementation procedures; and the position taken by the teachers' organizations concerning the project.

Introduction of Plan

The plan was introduced at each school shortly after teachers returned to work. Teachers at each site were informed that their respective schools had been selected in a random sample to pilot the program. Participation in the Level III portion of the plan was optional if a teacher qualified. However, all other teachers who were due to be evaluated that year were to

be evaluated according to Level I or Level II criteria,
depending upon their number of years of service.

Interviews with teachers and principals reveal
that a slightly different approach was taken in the
introduction of the plan at each school.

At Lincoln, the plan was introduced at a faculty
meeting by central staff persons associated with the
project. Later, when the project was reassigned to the
personnel office, the principal invited the new
leadership of the project to come out and speak to the
faculty once again. The principal also spoke
personally with teachers whom she felt were potential
Level III teachers, encouraging them to participate.
In one interview she reported that she would have
discouraged those whom she clearly felt would not be
successful in attaining Level III status.

The plan was introduced at a faculty meeting at
Madison by representatives from the central office.
Teachers report that the presentation seemed vague and
incomplete. The principal left the choice of whether
to volunteer for participation up to each individual
teacher without trying to influence that decision. The
plan was discussed at subsequent faculty meetings,
mostly to present more information.

Washington's principal introduced the plan at a
faculty meeting. She encouraged the cooperation of
everyone and suggested that their involvement would
help to determine the policy decisions that would be
made by the school board regarding teacher evaluation
procedures and teacher incentives. Everyone eligible
was encouraged to participate, but to keep it "low key"
in the school. The few who did not choose to be
considered for Level III status report that they were
not pressured to do so.

The initial introduction of the plan at each
school was important in helping to form teachers' early
impressions of the plan. It also contributed to the
number of eligible teachers that volunteered for Level
III participation. At Lincoln, although there were
some strong hesitations on the part of teachers, the
repeated presentations and principal encouragement
increased the number of participants from one to three.
At Madison, there were no repeated presentations or
strong encouragement and the number of participants
actually dropped from five to two. At Washington,
thirteen participants were recruited with a plea to
make the plan a team effort and a contribution to
policy determination.

Training Sessions

Training sessions were conducted for all observer/ raters who were to be involved in the pilot project. The principals and assistant principal at the three elementary schools attended these training sessions. a three-day session was scheduled in October, a one-day session in November and a final one-day session in January.

The training was viewed positively by all three principals and the one assistant principal. They all reported that it offered them an opportunity to learn more about teacher supervision. Each expressed the need for the school system to develop some consistency in the conduct of teacher evaluations, regardless of what was decided about teacher incentives.

The timing of the training sessions presented a problem in the implementation of the plan. Training sessions were held in October, November and January, during the period of the implementation of the plan. This was due primarily to the speedy implementation of the plan and the comparatively late consideration given to the design of the training program. The administrators felt that it would have been better to have completed the training sessions before the pilot project was to begin.

The training sessions did serve to solidify the group behind the project. As they continued to view videotapes and do practice ratings, inter-rater agreement improved. At the January session, shared experiences and impressions revealed some common themes relating to perceptions of the plan. The conduct of the program was felt to be extremely time-consuming, but that time was well-spent. If the county wanted to implement this plan system-wide, it was felt that a redefinition of roles would be necessary, especially for the curriculum specialists. Principals expressed some concern about not being able to get their other administrative work done. Teachers were felt to be responding positively to the supervision aspects of the plan. The strengths of a three member team were noted and the importance of the resource teacher (peer evaluator) on the team was acknowledged. Specialists enjoyed getting into classrooms to see some good teaching.

Some frustration arose over procedural matters that were not clearly specified in the design for the pilot. The trainer was in no position to make decisions about these matters. Top leadership of the project was not present at the October or January sessions due to other committments.

Teachers did not receive the same kind of intense training as did the administrators and supervisors. It was left up to each building administrator to acquaint his/her staff with the procedures involved. There was some difference of opinion among the administrators as to how much information should be given out to teachers. Teachers, therefore, did not experience the same kind of solidifying experiences as did the administrators and supervisors.

There were no differences found across schools in training received that can be expected to influence the observed relationship between role-related interests and perceptions of the plan. The differences that can be noted are rather across groups of administrators and teachers. Training had a more positive effect upon the administrators as a group.

Leadership of the Project

Two areas of concern are addressed in connection with the leadership of the project. First of all, the perception of support coming from various groups of stakeholders could effect the perceptions held of the plan at the school level. Who were seen to be the major supporters of the plan and how did this influence the views of the teachers and school-based administrators? Secondly, the formal leadership

responsibility for the plan within the school district
administration gave certain signals to those at the
school level. How did this influence perceptions of
the plan?

Teachers and administrators were asked to state
how strongly they felt the plan was supported by
various groups of stakeholders. For each group, they
were asked to indicate whether they perceived that
there was strong support, mild support or no support at
all.

Table 11 presents teacher perceptions of the
support demonstrated by each of these groups. 86% of
all teachers indicated that they felt strong support
came from the school board. The next highest
perception of support was indicated from the central
office (46%) and from parents (41%). No strong support
was perceived as coming from teachers or from the
teachers' professional organizations. 64% of teachers
indicated that they felt there was mild support among
teachers and 36% said there was no support at all.
These figures were reversed when teachers were asked
about the teachers' organizations, where 64% felt there
was no support for the plan.

Administrative perceptions of support demonstrated
by these same groups of stakeholders is presented in

Table 11

Teacher Perception of Support of Significant Others

Perceived Support	Lincoln	Madison	Washington	Overall
Central Office				
Strongly	29%	71%	38%	46%
Mildly	71%	29%	63%	54%
Not at all	–	–	–	–
Area Office				
Strongly	14%	57%	25%	32%
Mildly	86%	43%	63%	64%
Not at all	–	–	13%	5%
Building Admin.				
Strongly	43%	29%	13%	27%
Mildly	57%	57%	50%	55%
Not at all	–	–	38%	14%
Not sure	–	14%	–	5%
School Board				
Strongly	100%	86%	75%	86%
Mildly	–	14%	25%	14%
Not at all	–	–	–	–
Parents				
Strongly	57%	29%	38%	41%
Mildly	–	57%	63%	41%
Not at all	29%	–	–	9%
Not sure	14%	14%	–	9%
Teachers				
Strongly	–	–	–	–
Mildly	57%	71%	63%	64%
Not at all	43%	29%	38%	36%
Teachers' Org.				
Strongly	–	–	–	–
Mildly	29%	43%	38%	36%
Not at all	71%	57%	63%	64%
	(n=7)	(n=7)	(n=8)	(n=22)

Table 12. Lincoln's principal perceived that there was strong support for the plan by the school-based and above-school level administration of the district. Washington's principal felt that there was strong support coming from these groups, while the assistant principal was somewhat more cautious in attributing such strong support to these stakeholders. Madison's principal perceived that there was no support at all among these groups. All administrators felt that there was either mild or strong support from the members of the school board. Parents were perceived to be unsupportive of the plan, except by the principal at Washington, who thought that there might be mild support. Teachers were perceived to be mildly in support of the plan, except by the assistant principal at Washington, who felt that there was no support coming from teachers. Assessment of the teachers' organization support varied from none at all to mild support, with the Lincoln principal being unsure about this group.

It is likely that teachers and principals own perceptions were modeled after groups with which they most strongly identified or influenced by groups whose opinions they valued. Since the strongest support was seen to be coming from the school board, there was a

Table 12

Building Administrator Perception of Support of
Significant Others

Perceived Support	Lincoln Principal	Madison Principal	Washington Prin.	A.P.
Central Office				
Strongly	X		X	X
Mildly				
Not at all		X		
Area Office				
Strongly	X		X	
Mildly				X
Not at all		X		
Building Admin.				
Strongly	X		X	
Mildly				X
Not at all		X		
School Board				
Strongly	X			
Mildly		X	X	X
Not at all				
Parents				
Strongly				
Mildly			X	
Not at all		X		X
Not sure	X			
Teachers				
Strongly				
Mildly	X	X	X	
Not at all				X
Teachers' Org.				
Strongly				
Mildly		X	X	
Not at all				X
Not sure	X			

feeling that the plan was externally imposed. Some teachers did, in fact, express the opinion that the school board wanted to establish this program to enhance the reputation of the district and that the administrative leadership had no choice but to go along.

The project was originally under the direction of an assistant to the Superintendent. Because of his many other duties, he was not able to devote much time to the program. In November, the project was reassigned to the Assistant Superintendent for Personnel.

Principals and teachers at each school were asked if this shift of responsibility had any implications for them at the school level. Principals agreed that it was a signal that the leadership of the school district wanted to devote time and resources to the pilot project. The assistant superintendent for Personnel was recognized as someone who had an interest in teacher evaluation. Teachers themselves did not perceive much of a change, but one teacher at Lincoln felt that she was impressed enough by the second presentation of the program at her school and that helped her to make up her mind about participation in the program. She became convinced at this time that

the school district was seriously interested in the
project and that it was not merely following a
directive from the school board.

Variations in Implementation Procedures

There were some differences that could be noted
across schools.

At Lincoln school, a self-assessment component was
added to the plan. This became a part of every
teacher's goal setting conference. Every teacher was
evaluated this year, not just the teachers who were
part of the regular evaluation cycle.

At Madison, the principal tape recorded the
observations and utilized the tapes in the post
observation conferences. The principal felt that this
would give a more accurate record of what had
transpired than if notes alone were relied upon. It
did, however, make some teachers more uncomfortable.

At Washington, the curriculum specialist and the
peer teacher were included in the intitial goal setting
conferences with each teacher. This was done so that
all observers would have a better understanding of what
each teacher was trying to accomplish and under what
conditions he/she was working.

In each case, the principals deviated somewhat
from the prescribed plan to make the plan more

functional for their own situation and to attempt to relieve some of the anxiety felt by teachers. It could be suggested that these deviations might have had an impact on how teachers perceived the plan and its effects on their own interests.

Teachers' Organizations

Two teacher organizations (NEA and AFT affiliated) represent the teachers in this system, although membership is optional. Collective bargaining does not take place. Both organizations, however, make recommendations to the school board on a regular basis.

Each of the organizations took an early stand opposing the plan. The NEA organization circulated a petition stating their opposition. The local president of this organization was a teacher on leave from one of the participating schools, Lincoln Elementary.

Later, both organizations took a more moderate position, encouraging teachers to participate in order to have input into the decision-making process.

There is some indication that these organizations had a strong impact on teachers early perceptions of the plan. Forty-one percent of the teachers indicated that they first heard about the plan through their teachers' organization, even before the schools had been selected to participate.

Interpersonal Relations

There are several areas of interpersonal relations to be examined. These include teacher/teacher relationships, teacher/principal relationships, and teacher/rater relationships.

Teacher/Teacher Relationships

Visits were made periodically over the period in which the teacher observations were made in order to assess the climate at each school, focusing primarily on the relationships among staff members. Differences in each elementary school became evident.

At Lincoln school, the teachers worked primarily in self-contained classrooms, but they felt that a great deal of sharing of ideas took place, especially across grade levels. The reading teacher, the physical education teacher and the librarian, who are all in a position to work with the entire faculty felt that this was a staff that works well together to coordinate the instructional program. They reported that they did not see any changes in these working relationships during the implementation of the plan.

Level III applicants were asked if they noted any changes in their relationships with other teachers since the program began. Two of them (both new to the faculty and both having been hired by the new

principal) expressed the feeling of some resentment or personal animosity from other teachers because of their participation in the program.

The pilot project was not a common topic of discussion among faculty members at Madison school. Teachers expressed the feeling that this would be one more project that the county talked about for a short time and then dropped entirely. Most teachers felt that it would be too expensive to implement and too time consuming. Teachers in the faculty lounge at this school were not anxious to talk about this project, either in a positive or negative manner, but maintained an attitude of quiet avoidance.

Teachers at Madison work quite independently, with little formal teaming arrangements. One Level III applicant stated that she pretty much "did her own thing" in the classroom. She didn't feel sharing of ideas would be effected much by the pilot, since there was not very much sharing going on at present.

At Washington there was much more interest in discussing the program. Teachers freely expressed both positive and negative opinions about the plan.

This is a school that operates under a strong team concept. There are formal teaming arrangements with team leaders at each level. One teacher expressed the

feeling of collegiality, stating, "This is a team-oriented school and it is difficult to distinguish what is unique to each individual." Other teachers spoke repeatedly of sharing and pooling of ideas.

Sharing was reported to continue during the project. In fact, teachers were giving each other suggestions as to what they should put in their portfolios. They approached the program with good humor, lightheartly suggesting to each other what a Level III teacher would and wouldn't do.

One ineligible teacher reported that he felt his teammates were much more stressed, less likely to experiment with new ideas in favor of taking the "safe" way that would result in a better rating.

Role of the Principal

When this study was conceived, one aspect to be examined was the relationships between teachers and principals at the three schools. The focus of this area actually changed as the leadership role of the principal emerged as a crucial factor in determining the extent to which teachers became willing, despite their initial negative perceptions of the plan, to at least make an attempt to remain open to the idea and offer their full participation.

At each school, the principal played an important
role in the implementation process. The role that the
principal played in encouraging participation in Level
III status consideration was particularly noticable.

The principal at Lincoln was first assigned to
this school in the spring of the preceding year; this
was her first principalship after serving as an
assistant principal at two other county schools. She
followed an extremely well-liked principal who had been
at the school for a number of years. The former
principal was viewed as a strong and supportive leader
and was very well-liked by faculty and by parents. The
staff expressed willingness to give the new principal a
chance, but were not all convinced that she could do
the job. One teacher expressed her resentment that
certain organizational problems were going unnoticed or
taking too long to resolve. She specifically mentioned
an overenrollment problem in her own classroom.

The principal had ambitious plans for the school,
involving the faculty in several of the newer programs
in the county. This pilot project was only one item on
her agenda. She herself was very enthusiastic about
the evaluation component of the program and saw it as
an example of good clincial supervision. She

repeatedly encouraged her staff to participate in order
to have input into the process.

Three out of fourteen eligible teachers
volunteered be be evaluated for Level III status.
Originally, only one teacher wanted to participate.
Two added their names at a later time. When asked why
these teachers changed their minds, one indicated that
the principal encouraged her and she felt more
comfortable about it after a second presentation by
central staff personnel. The other teacher indicated
that the presence of an outside, independent evaluation
team, contracted to conduct a review of the program,
assured her that the county wanted a fair and impartial
look at the plan in operation.

When she had three Level III candidates
identified, she felt sure that these persons were of
high calibre and had the potential to be selected as a
Level III teachers. It was reported that she argued
strongly in favor of their "5" rating in the summative
conference.

At Madison the principal was less enthusiastic
about the plan and did not do much to either encourage
or discourage participation as a Level III candidate.
The principal was new to the school when the pilot

program began. This school has had three different
principals in the last four years.

Five out of eleven eligible teachers applied
initially for Level III status but only two remained
under consideration. Of the three who dropped out, one
dropped out due to poor health, a second was destaffed
(assigned to another building due to decline in
enrollment) and a third was found to actually be
ineligible.

Since the principal was new to the school and the
implementation of this plan was one of his first
assignments, he felt that his most important task was
to establish a stable leadership and to gain the trust
of the teachers in the building. He was worried about
how this experience would damage his relationship with
teachers. He saw some positive aspects of the plan,
but felt that they were overshadowed by the negative
aspects. He felt it was very threatening to teachers.
He also stated that he felt that he was being evaluated
as an administrator on how well he was able to
implement this plan.

At Washington, the principal enjoyed a unique
relationship with the teaching staff due to the fact
that she selected her own staff and involved them in
the design of the new school's program. This school

was a new school opened the previous year (1983-84) to serve a rapidly growing community of newly-built middle-income single-family dwellings. The principal opened this school and selected the faculty. A newly hired assistant principal was added the year of the pilot program, which was the second year of operation of the school.

Thirteen out of fifteen teachers who were eligible for Level III status choose to participate in the pilot program at this school. Teachers repeatedly reported in interviews that they participated in the program because their principal asked them to do so.

The principal and assistant principal provided consistency in the leadership of implementation of this pilot project. They both expressed interest in helping to develop a philosophy for supervision in the district through their participation in this project. They were aware of the stress placed upon teachers and made attempts to reduce this stress. For example, when it became apparent that the portfolio requirement was a problem for many teachers, the principal arranged for a work day devoted to discussion and beginning work on a portfolio. Substitutes were provided for each Level III applicant for that day. Secretarial help was also made available to teachers.

Principal leadership emerges here as an important factor in the willingness of teachers to participate fully in the program. The larger number of Level III participants were found at a school in which the principal had been able to establish a strong leadership role and had gained the trust of the staff members. At Lincoln, the number of participants increased partially because of principal encouragement. At Madison, where there was no attempt made to encourage participation, the number of participants actually declined.

Participation as a Level III candidate would indicate at least a willingness to become involved in the program and not reject it entirely.

Teacher/Rater Relationships

At all three schools there were some concerns about "outsiders" coming into the school to evaluate teachers. Most teachers felt that the principal was in the best position to assess the performance of the teacher and that the curriculum specialist and peer teacher didn't really know the conditions under which the teacher was working. There were questions about the qualifications of the peer teacher and the selection of that individual. Many teachers, especially at Lincoln, felt that the peer teacher

should have been selected by the teachers'
organizations rather than the administration. Others
wondered about supervisory experience.

There were concerns expressed about the inclusion
of the curriculum specialist on the team. These
concerns were related to the recency of classroom
experience and the grade level at which that person had
worked.

This concern about the role of the curriculum
specialist and peer teacher was balanced by a
recognition that three raters could possibly give a
fairer and more complete assessment of a teacher's
performance, especially when a principal could not be
counted on to be fair and impartial.

Differences across schools could be noted here
also. At Lincoln and Madison, the "outsiders" were
never fully accepted as contributing members of the
evaluation teams. Teachers at these two schools did
not have enough contact with these persons to fully
trust them and value their opinions. This was probably
due to the fact that so few teachers were participating
as Level III applicants at these schools that the
number of visits to the schools by curriculum
specialists and the peer teacher was limited. At
Washington, however, where there were a larger number

of participants, a more visits resulted in a more
comfortable acceptance of their presence in the school
and more of a willingness to accept their opinions.

Relationship of Intervening Variables
to Perceptions of the Plan

The intervening variables presented in the model
and discussed above are predicted to be related to
initial plan perceptions. The nature of the these
predicted relationships were discussed in the preceding
narrative and are summarized in Table 13. These
variables are hypothesized to have the positive,
negative or non-relationships to perceptions of the
plan indicated in the table.

The effects of the intervening variables are
reported by school. Some variables had uniform
relationships across all schools while others varied by
school.

It should be recognized that these intervening
variables could potentially only modify the perceptions
of the plan that were formed on the basis of
role-related interests.

Changes in Perceptions of the Plan

The perceptions of the plan reported earlier in
this chapter were measured early in the pilot project
at the time of the first interview. A second reaction

Table 13

Predicted Relationships between Intervening Variables

and Initial Plan Perceptions

	Lincoln	Madison	Washington
experiences during pilot			
introduction of plan	P	N	P
training			
for teachers	N	N	N
for administrators	P	P	P
top leadership of plan	N	N	N
variations in implementation	P	U	P
teacher organizations	N	N	N
interpersonal relations			
principal leadership	P	N	P
teacher/teacher relationships	U	N	P
teacher/rater relationships	N	N	P

P = Positive Relationship
U = No Relationship
N = Negative Relationship

interview was conducted at a later point in time, after the plan had been fully implemented at the three schools. Several questions which addressed perceptions of the plan were asked at both time one and time two, which were five months apart. Although different samples of teachers were selected for each set of interviews, the sampling procedures remained the same.

Teachers and administrators were asked if they thought the plan would improve the instructional program, and if it would help recruit and retain teachers.

Table 14 reports the percentages of positive responses by school to these potential effects of the plan at time one and time two. Because of the small number of cases, these figures ought to be interpreted with caution. However, the direction of change over time on these variables is important. At Lincoln, there was an increase in positive reponses to possible effects of the plan on two out of three variables. At Madison, there was a decrease on all three variables. At Washington, the responses essentially remained the same, except for a decrease in the potential to recruit new teachers.

The most important variable of the three to consider is the potential of the plan to improve

Table 14

Percentage of Positive Responses by School to
the Plan at Time One and Time Two

Percentage of Positive Responses

	Lincoln	Madison	Washington
improve instruction			
time one	14%	43%	25%
time two	27%	11%	27%
recruitment of teachers			
time one	28%	27%	38%
time two	9%	0%	9%
retention of teachers			
time one	0%	14%	38%
time two	18%	0%	46%
time one	(n=7)	(n=7)	(n=8)
time two	(n=11)	(n=9)	(n=11)

instruction. Teachers often expressed the feeling that it was too early to make predictions about the potential of the plan to recruit and retain teachers. They also pointed out that this particular school district, because of its location and excellent reputation, has never had difficulty recruiting and retaining teachers and that this plan or any other incentive plan would probably not change that. Therefore, the focus of the analysis of change in perceptions should be directed toward change on the measure "improve instruction", where there is a slight increase at Lincoln, a strong decrease at Madison and at Washington remains almost the same.

The principals' responses to these same questions are found in Table 15. It is important to note that the direction of change found among the principals parallels that of the teachers. Lincoln's principal expressed a more positive response toward the potential of the plan to improve instruction, although she remained uncertain about its potential to recruit and retain teachers. Madison's principal exhibited negative responses on all three categories during the second interview, even though he had been more uncertain the first time. Washington's principal remained unchanged on all three cateogries.

Table 15

Principal Perceptions of Effects of
Plan at Time One and Time Two

	Lincoln	Madison	Washington
improve instruction			
time one	U	U	P
time two	P	N	P
recruitment of teachers			
time one	U	U	U
time two	U	N	U
retention of teachers			
time one	U	N	U
time two	U	N	U

P = Positive Impact
U = No Impact or Unsure
N = Negative Impact

Intervening Variables and

Change in Plan Perceptions

Any of the intervening variables discussed above

which effected the relationship between role-related

interests and initial perceptions of the plan could

have had an impact on the change in perceptions of the

plan as well. However, sevaral variables, one of which

has not yet been discussed, stand out as potentially

having a strong impact on this demonstrated change.

Assignment of Ratings

The assignment of ratings is one of the

intervening variables that could potentially explain

the differences between the perceptions of the plan at

the first and the second interview, thus accounting for

some change over time. Since the ratings were

assigned toward the end of the project, that assignment

could not have been expected to effect the relationship

between role-related interests and early perceptions of

the plan. It is more likely that this would contribute

to a change over time in perceptions of the plan.

All teachers were rated on a five-point scale,

with 5 being the outstanding rating. Level I and Level

II teachers were rated by the principal only; Level III

applicants were rated by the team of three raters.

Level III applicants needed to have two of the three raters agree that the candidate was rated as a 5 in order to be considered a Level III teacher. The ratings received by each Level III applicant from each of the three raters are listed in Table 16.

There was a high degree of agreement among the raters on the ratings assigned to Level III applicants. Table 17 reports the percentage of agreement between the raters at each elementary school. It should be noted that when one rater differed in the rating assigned, it was always by one rating step.

Table 17: Percentage of Agreement among Raters of Level III Applicants

School	All raters Identical	One rater Differed	Number of Teachers
Lincoln	33%	67%	3
Madison	100%	–	2
Washington	77%	23%	13
OVERALL	72%	28%	18

Kendall's Coefficient of Concordance was employed to establish inter-rater reliability. An alpha of .94 was obtained (n = 18, F = 6.4, p = .04).

When asked if they thought the methods used and the results obtained by the observer/raters in the rating process were consistent, all of the administrators at the three schools felt both were

Table 16

Ratings Received by Level III Applicants

	Rater 1: Principal or Assistant	Rater 2: Curriculum Specialist	Rater 3: Peer Teacher
Lincoln			
Teacher 1	5	5	4
Teacher 2	5	5	5
Teacher 3	5	5	4
Madison			
Teacher 1	4	4	4
Teacher 2	3	3	3
Washington			
Teacher 1	5	5	4
Teacher 2	4	3	3
Teacher 3	3	4	3
Teacher 4	5	5	5
Teacher 5	5	5	5
Teacher 6	5	5	5
Teacher 7	5	5	5
Teacher 8	5	5	5
Teacher 9	5	5	5
Teacher 10	5	5	5
Teacher 11	5	5	5
Teacher 12	5	5	5
Teacher 13	5	5	5

fairly consistent to very consistent. Teachers also reported a high degree of consistency. 85% of the teachers interviewed at the three schools during the process interview stated that the methods utilized were consistent and 89% felt the results obtained were consistent (n=27). Table 18 reports the responses of teachers by school.

Table 18:   Positive Responses of Teachers' Perceptions
of Consistency Among Raters

School	Consistent Methods	Consistent Results	
Lincoln	82%	73%	(n=11)
Madison	80%	100%	(n= 5)
Washington	91%	100%	(n=11)
Overall	85%	89%	(n=27)

Teachers were also asked about the fairness and accuracy of the observations that were conducted. 70% of all teachers interviewed felt that the observations fairly represented the quality of their work and 68% reported that the system used was fair to them personally. 78% said that the observations were accurate. A breakdown of responses by school is reported in Table 19.

Perceptions of fairness of the rating process were much lower at Madison than at the two other schools. Madison was the school at which the Level III

applicants received the lowest ratings. Although this
was based on a smaller sample than at the other schools
(due to the fact that other teachers who fell into the
sample were not evaluated this year at all), it is felt
that this is an accurate reflection of attitudes at
this school after the ratings were received. This was
confirmed in discussions with the principal who felt
that, despite his efforts to handle the assignment of
ratings as tactfully and gently as possible, some
teachers had been devastated by the ratings received.
This applied to Level I and Level II teachers as well,
who were not rated by the team, but by the principal
alone.

Table 19:   Teachers' Positive Responses Concerning
            Perceptions of Fairness and Accuracy by
            School

School	Fairly Rep	Fair to You	Accurate	
Lincoln	73%	64%	73%	(n=11)
Madison	22%	33%	100%	(n= 5)
Washington	82%	73%	73%	(n=11)
Overall	70%	68%	78%	(n=27)

Another indication of the impact of the rating
process at the three schools can be found in examining
the responses to a question about teacher morale.
Teachers were asked about the effects that they felt
the plan would have on teacher morale. The question

was asked shortly after ratings were assigned. Table
20 presents responses of teachers by school. Again,
the strongest effects were felt at Madison, where there
were no positive responses at all. Lincoln also
expressed fairly stong negative effects. However, at
Washington, where there were a large number of high
ratings thoughout the school, collegiality reigned and
strong principal leadership remained in effect
throughout the implementation of the plan, a majority
of teachers felt that morale was not affected.

Table 20:   Effect of Plan on Morale Across Schools

	Positive	None	Negative	
Lincoln	9%	18%	73%	(n=11)
Madison	0%	22%	78%	(n=9)
Washington	9%	55%	36%	(n=11)

Principal Leadership

Other intervening variables could also have
influenced the change in perceptions over time of the
plan. Another variable that may have influenced this
change is principal leadership. This leadership was
thought to have an impact on initial perceptions of the
plan, but the continued leadership style and approach
to the plan could also have effected changes over time.
The parallels in changes in perceptions over time

displayed in Tables 14 and 15 should be noted once again.

At Lincoln, the principal remained convinced that the plan could work and continued to approach it as an opportunity to do some effective teacher supervision. Therefore, despite some early teacher reservations about the plan, principal leadership may have increased positive perceptions at least in the area of potential of the plan to improve instruction.

At Madison, the principal's changes in perceptions from slightly uncertain to negative may have had a strong impact on declining morale and plan perceptions at this school.

At Washington, the principal was a strong leader and had full participation of the staff throughout the project. Therefore, plan perceptions would not have changed much over time.

CHAPTER V

SUMMARY AND CONCLUSIONS

In considering a change in the methods or purposes
of evaluating its teachers, school districts must
consider the implementation process. Such a change has
far reaching implications for the organization and for
the roles of its members. Other studies have
established that the local organizational context plays
a large part in determining the outcome of planned
change efforts (Berman & McLaughlin, 1978; Corbett,
Dawson & Firestone, 1984; Lipsky, 1980; Milstein, 1980;
Stone, 1980). No matter what the intrinsic merit or
worth of a plan may be, its acceptance depends upon the
local implementation process and the extent to which
the policy can be shaped to meet the needs of the
organization and individuals within that organization.

This study was designed to investigate the nature
and impact of role-related interests on an attempt at
organizational change in the school context. The change
effort was an attempt to impose new teacher evaluation
procedures in three elementary schools during the
conduct of a pilot project. During the 1984-1985
school year, these schools implemented teacher
evaluation procedures that were designed as a component
of a teacher incentive program. This study focused on

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the impact of this effort on the role-related interests of teachers and administrators in those three schools.

The Conceptual Model

Figure 1 (Chapter I) presented the conceptual model that organized this research. The expectation was that role-related interests would have a direct effect on the various actors' perceptions of the teacher evaluation plan. The model presented other factors that would tend to intervene between the actor's role-related interests and perceptions of the plan. These intevening variables were defined as: (1) experiences during the pilot, (2) interpersonal relations, and (3) assignment of ratings.

Summary of Findings

Five research questions guided this study. Each research question is addressed in turn, summarizing the findings of the study.

1. What are the role-related interests of the key actors at the school building level in the implementation of the pilot study?

Teacher satisfactions were categorized into the following: extrinsic rewards; ancillary rewards; and psychic rewards. Extrinsic rewards mentioned were income and professional status. Ancillary rewards included good working hours, diversity of activities, autonomy, responsibility and working with children.

Psychic rewards predominated as the major source of job satisfaction and included the opportunity to be creative, challenging work, seeing children learn, inspiring curiosity, the opportunity for self growth, being able to make a difference, the opportunity to work with parents, and giving of one's self.

At all three schools, teachers indicated that they perceived no impact of the plan on a majority of these satisfactions. More teachers perceived negative impacts of the plan upon their job satisfactions at Lincoln and Madison than at Washington.

Teacher needs were classified according to what teachers felt they needed from administrators and supervisors, from colleagues, and from parents. From administrators and supervisors they felt they needed support, reinforcement, feedback, advice, resources, time, recognition, fair treatment, appreciation and realistic expectations. From colleagues they wanted good working relations and sharing of ideas. From parents they wanted support, appreciation, and interest.

A majority of teachers overall perceived negative impacts of the plan upon these expressed needs, with the strongest negative responses coming from Madison and Washington.

The role-related interests of administrators were also assessed. The satisfactions these principals and assistant principal received came from the opportunity to work with children, teachers and parents, the variety of tasks involved in the work, professional growth opportunities, the challenge of the job and the opportunity to provide leadership for change efforts. The principal at Lincoln expressed a positive impact on all areas identified and the principal at Madison felt that there would be no impact on all satisfactions and needs mentioned. The principal and assistant principal at Washington offered mixed reactions on their perceived impacts.

2. How are these interests related to perceptions of the plan?

Teachers' role-related interests were found to be related to their overall initial perceptions of the plan. Those who perceived positive impacts on their own satifactions and needs were more likely to be positively disposed toward the plan in general and more likely to feel that the plan would achieve its intended goals.

3. How are perceptions of the plan influenced by experiences that occur during the pilot program?

Several key experiences were identified which had an impact on the implementation of the pilot program at

all three schools. These experiences included: the
manner in which the plan was introduced at each school;
the training sessions conducted for administrators and
supervisors; the leadership of the project; differences
in implementation procedures; and the position taken by
the teachers' organization concerning the project.
Positive experiences in these areas tended to increase
positive feelings about the plan, while negative
experiences had the opposite effect.

The introduction of the plan at each school
created positive feelings when it was perceived to be
clearly explained in a manner responsive to teachers
questions and concerns.

The training sessions conducted for the
administrators served as a solidifying experience and
convinced them that they could do the job. Teachers
did not experience the same kind of intense training
for the program; such an experience may have been able
to increase positive perceptions among these teachers.

The strongest support was seen to be coming from
the school board, making the plan appear to be
externally imposed. Teachers themselves were perceived
as only mildly supportive of the plan and the teachers'
organizations were perceived as being unsupportive.
When the formal leadership responsibility for the

program changed, it did not appear to have much of an impact at the school level.

Differences in implementation procedures could be found at each school. The variations found were instituted to make the plan more functional for each individual setting.

The teachers' organizations took an early stand opposing the program thus seeking to influence perecptions of the plan among teachers. The influence of this stand was particularly noticable the school at which the local NEA president had previously taught.

4. How are perceptions of the plan influenced by interpersonal relations existing between key actors and significant others during the pilot program?

Interpersonal relationships also affected perceptions of the plan. The areas of interpersonal relations addressed were: teacher/teacher relationships; principal/teacher relationships; and teacher/rater relationships.

The school which had the strongest collegial relations between teachers initially expressed the most concern about the impact of the plan upon teacher sharing and cooperation. However, the plan was the least disruptive and damaging to morale at this school, where teachers worked together cooperatively to meet the challenges presented by the plan. Teacher

participants at one school reported some feelings of resentment on the part of their fellow teachers as a result of their participation in the program. At the final site, a school where there was not much working together and sharing among teachers, there appeared to be no effect on relationships among co-workers.

Principal leadership emerged as a strong factor in influencing the participation level in the three schools. Despite some strong concerns about the program, the large number of Level III participants at Washington was attributed to the leadership role of the principal. At Lincoln, the principal was instrumental in gradually increasing the number of Level III particpants and instilling an openness to considering the plan among others. At Madison, the principal's own reservations about the plan and his caution in his new leadership role seemed to discourage participation.

5. How are perceptions of the plan influenced by the actual process of assigning ratings to teachers?

Perceptions of the plan were found to change over time. At Lincoln, perceptions became somewhat more positive while at Madison, perceptions expressed were more negative. At Washington, perceptions remained constant.

Any of the above described intervening variables could have had an impact on those changes in

perceptions. However, it is felt that the assignment of ratings had the strongest effect on this change.

There was a high degree of inter-rater agreement (alpha = .94) in the assignment of ratings to Level III applicants by three different raters. This led both teachers and administrators to feel that the methods and results were consistent. When teachers were asked about fairness of the ratings process (Was it fair to you? Did it fairly represent the quality of your work?) the response was much more positive at Lincoln and Washington, where higher ratings were given, than at Madison, the school with the lower ratings.

Conclusions

School districts often impose change upon schools without consideration of the full organizational impact. Much of the current literature recognizes that every attempt at organizational change ought to give consideration to the interests of the stakeholders (Darling-Hammond, et. al., 1980; Elmore, 1980; Knapp, 1982). Most of this research, however, focuses on district-level policies or highly aggregated samples of schools (i.e. Berman & McLaughlin, 1981). Yet it is at the individual school building level that an intended policy has its heaviest impact, at what Elmore (1980) calls the "delivery level unit" (p.30).

This research focuses on the implementation of a change effort at the service delivery level or the individual school site. It defines some of the role-related interests that exist within that context and assesses the impact of those interests upon the outcomes or acceptance of the proposed change effort. This study contributes a perspective for the examination of the impacts of proposed performance assessment plans.

In implementing teacher incentive plans with the accompanying evaluation components, it is important to consider the role-related interests of the stakeholders. Incentive plans must offer incentives that appeal to the needs of teachers if they are to be effective. They must not interfere with the rewards, satisfactions and needs considered to be important by teachers and administrators.

The plan itself is only a beginning. The intervening variables delineated above define areas which must also be considered in the implementation of such plans. If the experiences in these areas are felt to be positive, it is more likely that the plan will be perceived in a positive manner.

Advance planning is required. The particular school district cited in this study has decided to

spend more time planning and redesigning the program to fit their own particular organizational interests before attempting to proceed with further implementation efforts. Hopefully, attention will be given to the interests of all stakeholders involved in the process when the plan is redesigned.

Limitations of this Study

This study was undertaken as a part of a larger evaluation conducted by the school district. As such, data collection was limited to the focus of the overall evaluation, subject to the approval of appropriate school district officials. Concerns about respondent burden and confidentially limited the amount and nature of the data collection activities. These contraints prevented the collection of individually identifiable data throughout all phases of the project and prevented the cross-time measures on the same individuals. Concerns about respondent burden limited the number of interviews permitted at any single point in time.

During the course of the project, the leadership of the program changed and the overall evaluation design was modified. This research also needed to be modified accordingly.

This study was not meant to generate role-related interests and perceptions of teacher incentive plans

that are generalizable to all teachers involved in teacher incentive plans across the country. It was, instead, meant to be an intensive look at the implementation of one plan in three particular elementary schools. The intent was to generate an awareness and consideration of the range of factors involved in the designing and shaping of incentive plans as they impact upon individual schools and school districts in their own unique ways.

Areas for Further Research

Further work needs to be done in the defining of criteria which address the interests of teachers and principals in the school setting if the goal is to design plans which truly serve as incentives to improve instructional programs. Careful examination ought to be directed toward the role of more site-level personnel in every phase of the design, implementation and evaluation of teacher incentive plans.

Each of the intervening variables described in the present study could generate a study in itself. For example, the role of the principal in implementing a plan could be studied across a wide range of newly implemented incentive plans. The role that teacher organizations play in the process could also be assessed. What should the role of school boards be?

Where are such plans most productively conceived and designed?

Organizational factors seem to be paramount. Are school districts organizationally equipped to effectively incorporate the changes that most of these plans seem to require? How can their readiness best be determined? How can a district determine what types of teacher performance assessment criteria should be used? What are the costs and benefits of implementing such plans? What are the long term effects of incentive plans upon the organization and upon teaching as a profession?

Performance Assessment and Educational Reform

Teacher performance assessment is a vital component in current educational reform proposals. Most of these reform efforts focus on the quality of instruction and the quality of the prepreation and performance of those who are to offer that instruction. Effective teacher evaluation can be used to determine if new teachers are ready to teach, can help all teachers improve and can be used to screen out those who are no longer able to perform their jobs effectively. Merit pay, career ladders and other incentive plans that would contribute to the restructuring of the teaching profession presuppose

that effective teacher evaluation procedures can be designed and feasibly implemented within school systems. These school systems need to fully understand and evaluate the potential impacts upon their own teachers, administrators and other stakeholders when making their decisions about adopting and implementing evaluation procedures that will have long range implications for their organizations and for the teachers that work within those organizations.

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APPENDIX A

TEACHER EVALUATION CRITERIA

REPORT OF TEACHER OBSERVATIONS AND CONFERENCES

Teacher's Name: Social Security Number:

School: Date:

Grade(s) or Subject(s) Taught:

Type of Evaluation: //Regular   //Level III   //Summer
                    //Terminal //Less than full time

Evaluator: _____ _____ _____ _____
                Name   Title   Signature   Date

EVALUATION OF SPECIFIC PERFORMANCE AREAS(a)

AREA I: FACILITATING CLASSROOM ENVIRONMENT FOR
          LEARNING

     Activities To Be Assessed:
          .Use of subject matter knowledge
          .Use of effective classroom management
           techniques
          .Application of learning theory
          .Use of various appropriate instructional
           techniques
          .Demonstrated understanding of need for
           student services

     Teacher's Annual Objectives (b):

     Observed Strengths (c):

     Suggested Improvements (c):

AREA II: DIAGNOSING AND PRESCRIBING AN EFFECTIVE
          INSTRUCTIONAL PROGRAM

    Activities To Be Assessed:
        .Assessment of students' instructional needs
        .Interpretation of diagnostic data
        .Use of diasgnostic data to establish
         objectives
        .Lesson planning
        .Understanding of students with special needs

    Teacher's Annual Objectives (b):

Observed Strengths (c):

Suggested Improvements (c):

AREA III: DEVELOPING EXPANDED PROFESSIONAL
            COMPETENCIES

        Activities To Be Assessed:
            .Student performance evaluation
              -Procedures for assessing performance
              -Interpretation of results
              -Utilization of results
            .Communication
              -Effective communication with students
              -Effective communication with colleagues
               and staff
              -Communication of school program to public
            .School relationships
              -Demonstrated attitude toward accomplish-
               ment of building goals
              -Demonstrated attitude toward accomplish-
               ment of school division goals
              -Demonstrated ability to accomodate
               students' special needs

Teacher's Annual Objectives (b):

Observed Strengths (c);

Suggested Improvements (c):

AREA IV: PROVIDING LEADERSHIP (LEVEL III Candidates)

   Activities To Be Assessed:
          .Serving as an example for other teachers
          .Provision of advice and assistance to other
           teachers
          .Development of new or improved instructional
           programs and techniques
          .Participation in training of other teachers

Teacher's Annual Objectives (b):

Observed Strengths (c);

Suggested Improvements (c):

_____
(a) To be completed after each observation, prior to
meeting with teacher; additional comments may be
added, based on conferences.
(b) To be completed by teacher following
beginning-of-year conference with principal or
assistant principal.
(c) Include reasons and evidence.

SUMMARY COMMENTS

      Major Strengths:

      Major Needs For Improvement:

      Suggested Development Activities/Assistance:

      Other:

Teacher's Review:

I have read this completed form.

                             Signature   Date

DEFINITIONS: PERFORMANCE RATINGS

Rating   Definition

1   Performance does not meet minimal require-
         ments. Teacher will be terminated unless
         specific improvements are made within a
         specified period of time.

2   Performance meets only minimal require-
         ments. Objectives are only partially
         achieved. Improvement is needed.

3   Performance meets position standards in
         all areas of responsibility.

4   Performance consistently exceeds position
         standards in most areas of responsibility.
         Teacher is fully qualified for all aspects
         of the job, and has made contributions
         significantly above those expected of most
         teachers.

5   Performance far exceeds position standards
         in all areas of responsibility. Teacher
         has demonstrated complete job mastery and
         serves as an example and leader for other
         teachers.

APPENDIX B

DATA COLLECTION INSTRUMENTS

FIRST REACTION INTERVIEW SCHEDULE: SCHOOL PERSONNEL--
Teacher

1. How long have you been a teacher?   ____Years

2. In this county?   ____Years

3. Have you hears about the Pilot Performance
    Evaluation Plan that is being tried out in this
    county?
        ____Yes (If yes do   ____No (If no do items
             Item 3a and   10, 18, 19 and
             continue)   terminate interview)

    3a. Did you hear about the plan from: ___a teacher?
         ___an administrator? ___a teacher organization?
         ___a board member?   ___a parent?   ___other?

4. Have you applied for Level III? ___Yes (Go to 5)
                                     ___No
    4a. If not, why not?   ___Not eligible
                           ___Other (Explain)

    4b. Will you apply at some time? ___Yes ___No
                                       ___Uncertain

5. Describe how you believe the performance plan is
    going to work procedurely.

6. How do you think it differs from the current
    system?

7. What advantages do you see in the new system?

8. Disadvantages?

9. Do you see any changes occuring in your role as a
    teacher as a result of this new program? ___Yes.
    In what ways?
    ___No. (If no, mark it as no then check all of
    following that apply. How about: ___sharing ideas
    with other teachers,___planning,___time allotment,
    ___expectations of help from administrators or
    subject matter specialists?)

10. How would you rate the quality of the
     instructional program in this county?
     ___below average ___average ___above average
     ___outstanding

11. Do you think that the performance plan will improve the instructional program?
____Yes ___No ___Not sure

12. Do you think the plan will help to keep competent teachers?
____Yes ___No ___Not sure

13. Will it aid in recruiting good teachers?
___Yes ___No ___Not sure

14. Will it provide any benefits to you?
___Yes ___No ___Not sure

15. Do you believe that it will serve as a deterrent to teachers applying for career step advances?
___Yes ___No ___Not sure

16. If implemented as planned will you accept the plan as a desirable teacher incentive?
___Yes ___No ___Not sure

17. To what extent do you believe the plan is supported by:

Central Administrators	__Strongly	__Mildly	__Not at all
Area Administrators	__	__	__
Building Administrators	__	__	__
Board Members	__	__	__
Parents	__	__	__
Teachers	__	__	__
Teachers' Organizations	__	__	__

18. What evidence do you have that your principal supports excellence in teaching?

Observes in classroom	__Often	__Sometimes	__Never
Arranges workshops	__	__	__
Discusses teaching strategies in meetings	__	__	__
Other _____	__	__	__

19. Would you care to make any other comments?

Thank you for your cooperation!

FIRST REACTION INTERVIEW SCHEDULE: SCHOOL PERSONNEL--
Administrator

1. How long have you been a teacher/administrator?
    ____Years

2. In this county?   ____Years

3. Have you hears about the Pilot Performance
    Evaluation Plan that is being tried out in this
    county?
    ____Yes (If _yes_ do   ____No (If _no_ do items
        Item 3a and   10, 18, 19 and
        continue)   terminate interview)

    3a. Did you hear about the plan from: ___a teacher?
         ___an administrator? ___a teacher organization?
         ___a board member?   ___a parent?   ___other?

4. Describe how you believe the performance plan is
    going to work procedurely.

5. How do you think it differs from the current
    system?

6. What advantages do you see in the new system?

7. Disadvantages?

8. Do you see any changes occuring in your role as an
    administrator as a result of this new program?
    ___Yes.   In what ways?
    ___No. (If no, mark it as no then check all of
    following that apply. How about: ___sharing ideas
    with teachers,___time allotment, ___expectations
    about helping teachers?)

9. How would you rate the quality of the
    instructional program in this county?
    ___below average ___average ___above average
    ___outstanding

10. Do you think that the performance plan will
    improve the instructional program?
    ___Yes ___No ___Not sure

11. Do you think the plan will help to keep competent
    teachers?
    ____Yes ___No ___Not sure

12. Will it aid in recruiting good teachers?
    ___Yes ___No ___Not sure

13. Will it provide any benefits to you?
___Yes ___No ___Not sure

14. Do you believe that it will serve as a deterrent
to teachers applying for career step advances?
___Yes ___No ___Not sure

15. If implemented as planned will you accept the plan
as a desirable teacher incentive?
___Yes ___No ___Not sure

16. To what extent do you believe the plan is
supported by:

	Strongly	Mildly	Not at all
Central Administrators	__	__	__
Area Administrators	__	__	__
Building Administrators	__	__	__
Board Members	__	__	__
Parents	__	__	__
Teachers	__	__	__
Teachers' Organizations	__	__	__

17. Would you care to make any other comments?

Thank you for your cooperation!

PROCESS STUDY INTERVIEW SCHEDULE: TEACHER

1. Were you evaluated this year? (If no, thank them and close the interview)
   If yes, as: __Level I __Level II __Level III

2. How many classroom observations were made?__
   When were they made?
   Did the evaluators observe the same or different classes (subjects) at each evaluation?

3. How many of these observations were unannounced?

4. Did each evaluator fill out an evaluation form (Form IV from the pilot evaluation materials)?

5. How long did each evaluator spend in the classroom?

6. a. How many evaluators held conferences with you?

   b. What was the content of the conferences?

   c. Did the evaluator explain the nature of his or her observations to you?

7. Do you think that each of the evaluations was accurate?

8. Do you believe that the observations fairly the quality of your work?

9. Was there consistency in the observations in regard to: a. method? b. results?

10. Was the evaluation system that was used fair to you? Why or why not?

11. Do you have anything else that you would like to comment on concerning the process?

PROCESS STUDY INTERVIEW SCHEDULE: ADMINISTRATOR

1. In how many Level III evaluations did you
    participate? ___

Addressing Level III evaluation only for the moment

2. For each teacher observed, how many observations
    did you make? ___   When were they made?___
    Did you observe the same of different classes
    (subjects or students) than others on the same
    observation team?
    Did you observe the same or different classes
    (subjects or students) each time that you observed
    that teacher?

3. In what ways did you vary your observations from
    the prescribed procedures and for what reasons?

4. To what extent was there consistency in the
    observations made in regard to: a.   method?
    b.   procedure?

5. Do you believe that the system is fair?   Why or
    why not?

6. Are any of the proceudres awkward?   What
    procedures would you like to have changed?

Let's consider the Level I and Level II evaluations

7. Did you do any of these evaluations?

8. For each teacher, how many classroom observations
    did you make?___

9. Did you fill out an observation sheet?
    Did you give a copy to each teacher?

10. Generally, how long did you observe each teacher?

11. Did you hold a preconference__ a postconference__
    with eacher teacher?

12. Which system (regular evaluation plan or pilot) is
    more accurate?   Most fair?   Why?

13. Do you have any other comments concerning the
    evaluation process?

REACTION INTERVIEW SCHEDULE: TEACHERS
(Second Round)

1. How long have you been a teacher? ___

2. In this county? ___

3. To which classification do you belong?
    a. Participant in Level III evaluation.
    b. Participant in Level II evaluation.
    c. Participant in Level I evaluation.
    d. Volunteered for Level III but withdrew.
    e. Eligible but never volunteered for Level III.
    f. Not eligible for Level III and not partici-
        pating in any evaluation this year.
    g. Not eligible due to job assignment exclusion.

4. If eligible and withdrew, why?

5. If eligible and never volunteered, why?

6. Do you believe that the evaluation plan will
    affect morale?
    ___Yes, in a positive manner.
    ___Yes, in a negative manner.
    ___No.

7. Do you believe that the ewnactment of an incentive
    pay plan will affect morale?
    ___Yes, in a positive manner.
    ___Yes, in a negative manner.
    ___No.

8. Do you believe that the evaluation plan will
    affect recruitment of new teachers?
    ___Yes, in a positive manner.
    ___Yes, in a negative manner.
    ___No.

9. Do you believe that enactment of an incentive pay
    plan will affect recruitment of new teachers?
    ___Yes, in a positive manner.
    ___Yes, in a negative manner.
    ___No.

10. Do you believe that the evaluation system will
    affect teacher retention?
    ___Yes, in a positive manner.
    ___Yes, in a negative manner.
    ___No.

11. Do you believe that the enactment of an incentive pay plan will affect teacher retention?
    ___Yes, in a positive manner.
    ___Yes, in a negative manner.
    ___No.

12. Would you be more likely to leave the system if the evaluation plan were adopted systemwide?
    ___Yes   ___No   ___I don't know

13. What is the impact of the evaluation system on:
    a. the role of the school administrator?
    b. the role of the curriculum specialist?
    c. your relationship with other teachers?
    d. your relationship with your principal?
    e. your relationship with the supervisor?
    f. your relationship with the curriculum specialist?
    g. your relationship with the administration?

14. What would be the impact of the evaluation system on the reputation of the school system if it were implemented systemwide?
    ___Enhance it   ___Detract from it   ___None

15. What would be the impact of the evaluation system on productivity if it were implemented systemwide?
    ___Enhance it   ___Detract from it   ___None

16. Do you believe that the evaluation plan would improve instruction?
    ___Yes   ___No   ___I don't know

17. Do you believe that enactment of an incentive pay plan would improve instruction?
    ___Yes   ___No   ___I don't know

18. Do you think that you would benefit by the implementation of the evaluation system?
    ___Yes   ___No   ___I don't know

19. What are your suggestions for the improvement of the evaluation system?

20. Do you have any other comments?

REACTION INTERVIEW SCHEDULE: ADMINISTRATOR
(Second Round)

1. How long have you been a teacher/administrator?___

2. In this county?___

3. To which classification do you belong?   (Circle
   one)
   a. Building Principal.
   b. Building Assistant Principal.
   c. Curriculum Specialist.
   d. Other area administrator_____.
   e. Other district-wide administrator_____.

4. In how many Level III evaluations did you
   participate?

5. In how many regular evaluations did you
   participate?

6. Would you consider your implementation of the
   pilot evaluation system successful, overall? ___
   If not, why not?

7. Do you believe that the evaluation plan will
   affect morale?
   ___Yes, in a positive manner.
   ___Yes, in a negative manner.
   ___No.

8. Do you believe that the enactment of an incentive
   pay plan will affect morale?
   ___Yes, in a positive manner.
   ___Yes, in a negative manner.
   ___No.

9. Do you believe that the evaluation plan will
   affect recruitment of new teachers?
   ___Yes, in a positive manner.
   ___Yes, in a negative manner.
   ___No.

10. Do you believe that enactment of an incentive pay
    plan will affect recruitment of new teachers?
    ___Yes, in a positive manner.
    ___Yes, in a negative manner.
    ___No.

11. Do you believe that the evaluation system will affect teacher retention?
    ___Yes, in a positive manner.
    ___Yes, in a negative manner.
    ___No.

12. Do you believe that the enactment of an incentive pay plan will affect teacher retention?
    ___Yes, in a positive manner.
    ___Yes, in a negative manner.
    ___No.

13. Would you be more likely to leave the system if the evaluation plan were adopted systemwide?
    ___Yes   ___No   ___I don't know

14. What is the impact of the evaluation system on:
    a. the role of the principal or other school administrator?
    b. the role of the curriculum specialist?

15. Will the evaluation system affect promotion from Level II to Level III?
    ___Yes, accelerate it. ___Yes, retard it. ___No.

16. What would be the impact of the evaluation system on the reputation of the school system if it were implemented systemwide?
    ___Enhance it   ___Detract from it   ___None

17. What would be the impact of the evaluation system on productivity if it were implemented systemwide?
    ___Enhance it   ___Detract from it   ___None

18. Do you believe that the evaluation plan would improve instruction?
    ___Yes   ___No   ___I don't know

19. Do you believe that enactment of an incentive pay plan would improve instruction?
    ___Yes   ___No   ___I don't know

20. Do you think that you would benefit by the implementation of the evaluation system?
    ___Yes   ___No   ___I don't know

21. Should the evaluation system serve as a basis for an incentive pay plan?
    ___Yes   ___No   ___I don't know

22. What are your suggestions for the improvement of the evaluation system?

23. Do you have any other comments?

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