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Running head: EDUCATOR ATTITUDES REGARDING EVALUATION

A Study of the Attitudes and Opinions of Southwest Missouri Educators Regarding the Value and Outcome of the Performance Based Teacher Evaluation Process

Andy Alan Adams

May 2009

A dissertation submitted to the Education Faculty of Lindenwood University in partial fulfillment of the requirements for the degree of

Doctor of Education

School of Education

DECLARATION OF ORIGINALITY

I do hereby declare and attest to the fact that this is an original study based solely upon my own scholarly work here at Lindenwood University and that I have not submitted it for any other college or university course or degree here or elsewhere.

Full Legal Name: Andy Alan Adams

Signature: Andy Alan Adams Date: 6/30/09

A STUDY OF THE ATTITUDES AND OPINIONS OF SOUTHWEST MISSOURI EDUCATORS REGARDING THE VALUE AND OUTCOME OF THE PERFORMANCE BASED TEACHER EVALUATION PROCESS

by

Andy Alan Adams

This dissertation has been approved as partial fulfillment of the requirements for the degree of
Doctor of Education
at Lindenwood University by the School of Education

Dr. Terry Reid, Dissertation Chair	July 1, 2009 Date
Dr. Howard Neeley, Committee Member	July 6 - 2009 Date
Dr. Kevin Kopp, Committee Member	7-1-09 Date

Abstract

Never before in the history of education has there been more scrutiny of our public schools. With the increased accountability due to the passage of No Child Left Behind legislation and the pressure to perform adequately in international testing, it is imperative that high quality teachers fill the classrooms of America's schools. It is paramount that the evaluation process produces qualified teachers to meet the needs of our students. In this descriptive, qualitative study, educators were observed without intervention concerning their attitudes and opinions regarding the evaluation process. While teachers were overwhelmingly in favor of being evaluated, few felt that they benefited professionally from the process. The majority of those surveyed felt that all involved in the evaluation process were qualified to do their respective jobs. Teachers strongly believe that non-tenured teachers should be evaluated more often than those who were tenured. Teachers surveyed were from schools ranging in size from 250 students to 3,850 students and were involved in teaching at all levels from K-12.

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CHAPTER I

INTRODUCTION

Performance Based Teacher Evaluation (PBTE) is a process for professional improvement through the identification of job related performance expectations, which includes a conference related to skill performance, opportunities to improve professionally, and job related decision-making. In 1983, the Missouri Legislature enacted a law that mandated performance evaluations for every teacher. The law included provisions that the State Department of Elementary and Secondary Education (DESE) would give suggestions for evaluation procedures (DESE, 2007). In the shadow of No Child Left Behind and the myriad of laws passed by state legislatures, teacher evaluation and accountability have become more important and more publicized than ever before. School boards, superintendents, and administrators are continually looking for new and better ways of evaluating their teachers. Teachers want to be a part of the process since it is their performance and careers that are being examined. Parents want to know why teachers perceived to be ineffective are still in their schools.

School districts and administrators are faced with a plethora of options for evaluating teachers. Each must decide which methodology will work best for their district situation and will give them the most usable data to make the important decisions of retaining, releasing, or writing a job improvement plan. Educators may choose one method, a combination of methods, or design their own. Some school districts seek assistance from faculty representatives, consultation firms from outside the district, legal

counsel and union representatives when developing their evaluation plans and policies. If used correctly, performance evaluation can effectively improve teaching skills, determine the need for professional growth and improvement, and ultimately, evaluating the quality of student learning (Lawrence, 2003). For this to happen, the teacher and administrator must work together to set goals and then work together to attain those goals. It is extremely important that all teachers and administrators know and understand the expectations of the school district prior to the evaluation process. Lawrence (2003) believed that the principal must prepare a written explanation about the evaluation process at the beginning of the year and that the summative evaluation process must be explained along with the observation forms and the projected timeline of the evaluation.

The key to any successful evaluation process is collaboration (Schwartz, 2005). Both parties must maintain an unbiased attitude as well as being adequately trained in the evaluation process. A trusting relationship between the two people involved is critical. The teacher will have to trust the ability of the evaluator to give key advice and guidance, and the evaluator will need to trust the teacher and his/her ability to work for professional growth and development.

Ubben and Hughes (2002) outlined the evaluation process as one that must include the teacher and his/her input in every stage. The evaluation process should be on-going to be helpful to every teacher on staff. Teachers should perceive evaluation as something that will improve their performance, not just something that is done to meet legal obligations. Teachers should use the evaluation as it was intended; to improve their

ability to communicate on a level that will reach every child in their classroom and make them true learners (Shorr, 2006).

Missouri educators are supplied with the guidelines for teacher evaluation. These are generally standardized forms and checklists. However, it is important that the entire evaluation system not be based on this method alone. There is always the danger that the criteria used will become too narrow to encompass the teaching of subjects that incorporate higher-order thinking skills or that require a high level of creativity on the part of students (Ubben & Hughes, 2002).

Theoretical Framework of the Study

With increased accountability due to mandates such as NCLB and state requirements associated with the Missouri Assessment Program and the Annual Performance Report, never has there been more scrutiny of our educational system than today. Schools are holding teachers responsible for the achievement levels of their students on standardized tests and exams. Schwartz (2003) believed that the goal of every teacher should be to work for professional growth in the classroom in order to enhance student performance. He also contended that most teacher evaluation processes have not been designed to deal with the minority of teachers who have serious performance problems. For improvement to occur through teacher evaluation, evaluation instruments must be objective and fair. DePasquale, Jr. (2003) stated that the challenge to the principal was providing an evaluation process that encouraged experienced teachers to grow professionally. He held the idea that different levels of teaching experience and ability should be evaluated on forms prepared for the specific amount of time on the job; and that different behaviors should be expected in experienced teachers

compared to relatively new teachers.

Haberman (2006) suggests that teachers who feel they can make a difference in the lives of their students approach their work differently from those who believe that factors beyond their control influence student achievement. It is this attitude that makes this type of teacher free of biases toward the evaluation process and one that will be receptive to comments made by the principal that can improve the teaching process. It is important that this type of educator is assisted with new ideas during evaluation so that it will be put to effective use in the classroom to help students and their learning. When a teacher is found to be receptive to using evaluation for self-growth and development, the supervisor should do whatever possible to help that teacher and by doing so, improve education for the students under their care. Goals for teacher evaluation give direction and purpose to the process. District leaders whose evaluation systems are viewed as effective have usually stated what is important to them and held to that purpose.

Nottingham and Dawson (2004) stated that there are at least three basic purposes for the supervisor-evaluation process: staff development, school improvement, and personnel decisions. They elaborated further by listing the following specific functions of teacher evaluation: to improve teaching through the identification of ways to change teaching systems, teaching environments, or teaching behaviors; to supply information that will lead to the modification of assignments, such as placements in other positions, promotions, and termination; to protect students from incompetence, and teachers from unprofessional administrators; to reward superior performance; to validate the schools teacher selection process and to provide a basis for teachers' career planning and professional development.

Statement of the Problem

Every school strives for academic excellence (Mujis, 2006). With all the issues facing educators regarding achievement, public perception is what holds school districts responsible for achievement, or the lack of it. With accountability for subgroups of special education or special needs students, and those that are identified to be on free and reduced meals, schools are placed in a position to fail because only a small number of miscues on the tests can conceivably throw a district into school improvement over a 2-3 year period. Combined with the pressure of making Adequate Yearly Progress (AYP) and scoring high enough on the Annual Performance Report (APR), it comes as little surprise that many educators are deciding to leave the field of education. Because of this attention focused on schools and because academic excellence cannot be attained without the help of competent trained professionals, it is imperative that educators research all available information regarding the evaluation system and its contribution to teacher improvement.

The data collected through teacher evaluations is used by school districts to determine who receives job targets, who will be retained, and who will be fired (Shorr, 2006). School district officials must find an evaluation tool that meets the needs of their district and collects the information needed for documentation in personnel files regarding job status. It is important to know what options are available and how to choose the one that is right for them.

Educators' opinions of the effects of the evaluation process are important. Evaluation is an issue in education that has to be performed in an individualized manner

in order to be effective. This study is designed to query educators about the effectiveness of performance evaluation and its outcome.

Purpose of the Study

The purpose of this study was to examine the attitudes and opinions of educators in southwest Missouri regarding the Performance Based Teacher Evaluation process. The focus is to determine whether educators believe the process is achieving its original goals: to improve teaching performance in public schools and as an end result, the quality of education of students (Mujis, 2006). Teachers, administrators, school board members and students can benefit from this study. One of the benefits is teachers and administrators working as a team to complete the evaluation process, with both persons feeling they are part of a meaningful process that spurs improvement. School boards will benefit from having high quality teachers within their respective districts and not have to deal with teacher problems, such as those who have been job targeted or are being pushed out or relieved of their teaching duties. The students should be the big winners as recommendations are made from the results of the study that should lead to change and improvement to make the performance based teacher evaluation process beneficial and as a result, improves instruction for students in Missouri school districts. This should result in higher standardized test scores on the Missouri Assessment Program (MAP) and on national test results such as ACT, which is the most widely used test to determine college admission in our country.

An all-important aspect of the study is to locate and review information about various teacher evaluation programs and to determine which method would best give ownership of the evaluation process to the teachers who are being evaluated.

Research Questions

The following research questions were examined in order to obtain data regarding the attitudes and opinions of educators regarding the performance based teacher evaluation process.

1. What perceptions exist among teachers toward formal evaluation?
2. What attitudes exist among teachers toward administrative competence in relation to PBTE?
3. Is teacher evaluation for the sole purpose of teacher renewal, or is it used to help teachers develop professionally as an educator?
4. What types of professional growth do educators experience through the performance based evaluation process and is this process on going within their school?
5. What attitudes do teachers have regarding the PBTE process in how it is used to make our public schools better?

Limitations

1. The study will be limited in geographical area to southwest Missouri.
2. The return rate may not prove to be a sufficient representation of educational attitudes concerning PBTE.
3. It is assumed those responding to the survey gave complete and honest opinions.
4. Variables were not the same in each school district represented in the survey because of financial condition or size including salary and benefit packages of the respective members.

5. A limited time period was allowed for survey responses.
6. The study was limited to a small population setting.
7. Differences between small and large schools could influence survey results.

Definition of Key Terms

For the purpose of this study, the following terms have been defined:

Administrator/Supervisor. The person authorized to implement the evaluation process (DESE, 2008).

Clinical Supervision. A method used for conducting observations that includes pre-conference, observation, analysis, interpretation of data, post-conference, and critique (DESE,2008).

Criteria. Criteria are job related performance expectations based upon studies of effective teaching (DESE, 2008).

Descriptors. Descriptors are phrases of statements, which collectively convey the meaning of criterion (DESE, 2008).

Drop-In Observation. An unscheduled, informal visit to the classroom by the administrator/supervisor. Date collection is not necessary but may occur as the supervisor deems appropriate (DESE, 2008).

Educator. One who works in the field of education as a teacher or administrator within a school system in the State of Missouri (DESE, 2008).

Formative Evaluation. The on-going, developmental process for professional improvement, which includes communication and professional growth (DESE, 2008).

Job Target. A process for professional improvement,which includes responsibilities for administrator and teacher which focus upon the identification of a

specific objective and strategy for improving that objective (DESE, 2008).

Madeline Hunter's Teaching Model. The eight steps of the teaching process, which includes anticipatory set, objective, instructional input, modeling, comprehension check, guided practice, independent practice, and closure (DESE, 2008).

Mentor. The experienced teacher who is assigned and given time to guide and support a first or second year teacher in the district (DESE, 2008).

Peer Coach. A teacher who collaborates with another teacher for mutual support and instructional improvement (DESE, 2008).

Performance Evaluation. A process of formal and informal observations conducted by a supervisor. The process may include goal setting and teacher-evaluator conferences before and after the formal observation (DESE, 2008).

Professional Development Phase. A system designed to help teachers improve on an ongoing basis (DESE, 2008).

Professional Development Plan. A plan developed by a teacher to formalize and document professional growth (DESE, 2008).

Summative Evaluation. This is the accumulation of data obtained during the formative evaluation process. This gathered data is what is used for administrative decisions concerning teacher retention (DESE, 2008).

Unscheduled Observation. An unannounced observation of twenty minutes or more, used to collect data for the teacher evaluation phase (DESE, 2008).

Summary

The course of education is one that is ever-changing with higher expectations of student achievement than we have ever seen since the birth of public education. New theories of teaching and learning have infiltrated our schools, giving new insight to the human brain and how we learn. It is equally important that we place the same emphasis and degree of importance to develop an instrument and system of evaluation that will serve to meet the needs of our students for many years to come.

CHAPTER TWO

LITERATURE REVIEW

INTRODUCTION

Teachers are constantly observed and evaluated in some form or another by students, parents, supervisors, administrators and professional colleagues. These observations and evaluations range from the informal spoken comments passed between classmates on the playground to the formal, written evaluations of curriculum supervisors and building principals. The dominant mode for teacher evaluations, however, is the observation completed by the principal or curriculum supervisor. Traditionally, teachers have been excluded from the supervision and evaluation process (Langlois, 2008).

What is teacher evaluation? "Evaluation is the process by which teachers are assessed professionally. Usually conducted by principals or school administrators, it may include classroom observation as well as verification of continuing education and professional development activities" (Neal, 2006, p.26). Teacher evaluation throughout the years has become a personnel action, not as a tool for instructional improvement. Though evaluation serves as a mechanism for assessing job performance, in practice it is often cursory, subjective, and based upon insufficient observation.

Why is teacher evaluation important? According to the Indiana Department of Education, more than 95 percent of Indiana's teachers are highly qualified under terms of the No Child Left Behind Act. A full 100 percent receive the highest quality professional development each year, yet in spite of these efforts, 51 of the public schools are failing under the NCLB regulations (Shorr, 2006). In general, a highly qualified teacher is one with full certification, a bachelor's degree and demonstrated competence in subject

knowledge and teaching. Many districts have found that being a qualified teacher, or even a highly qualified teacher is not necessarily the same thing as being a good teacher. A teacher can be qualified and know all of the right things to do and say in the classroom, but if they do not put that knowledge into practice, they will not be good teachers(Kimball, 2009).

Accountability

With the educational reform and accountability movement has come an increased awareness of teacher performance (Bean, 2002). As a result, teacher supervision and evaluation are presently undergoing some important revisions. Since the ultimate goal of supervision is the improvement of teacher effectiveness, innovative school districts are making serious attempts to improve the monitoring and evaluation of classroom teachers. Educational research is suddenly beginning to investigate and question the effectiveness of principals as classroom supervisors, while national education reports are calling upon teachers to assume a more responsible role as leaders in the profession. Such an arrangement would foster a principal-collegial relationship, instead of the "cold war" atmosphere, which currently characterizes the relationship between administrative supervisors and teachers (Shorr, 2006). Additionally, teachers have much to offer in the area of content knowledge which principals oftentimes lack.

These changes can largely be attributed to the public’s demand for accountability in education. A study by the Rand Corporation (2004) found that in historical perspective the public has come to believe that the key to educational improvement lies in upgrading the quality of teachers rather than in changing school structure of curriculum.

People also believe that this process is much more inexpensive than tearing down and building up a new curriculum or structure of a school system.

This age of accountability is also partially derived from the National Commission on Excellence in Educations report, which stated that persons preparing to teach should be required to meet high educational standards and demonstrate an aptitude for teaching. The commission also felt that it was imperative for the person to demonstrate competence in their respective academic discipline. Because of this public pressure, many district leader and even State Departments of Education officials have implemented a wide variety of policy changes that affect teacher certification, evaluation, and the status of tenure on all teachers of a school system.

To understand fully why teachers should become involved in the supervision and evaluation process, one must first examine the present system being employed within the public school system in order to identify its deficits. In doing so, several critical flaws surface that suggest a dual, principal-teacher team approach may be a more logical and efficient alternative to the current system of supervision and evaluation. Experts intended to demonstrate that teachers involvement in the process can help to compensate for these deficits and provide for a more effective means of improving classroom instruction (Langlois, 2008).

Critics argued that current supervision/evaluation practices are of limited value and to some extent, serve as inhibiting factors towards the improvement of classroom instruction (Mitra, 2002). Writers supported this view and added that existing evaluation procedures do more to interfere with professional, quality teaching than to nurture it. Because administrators are often assumed to be competent evaluators, they receive little,

if any, training to standardize procedures or maintain acceptable competency levels (Parsons, 2002).

Unfortunately, administrators are not equally skilled in evaluation. This fact, alone, serves to make principal evaluation fundamentally unfair to the teachers being observed. Researchers asserted that evaluators must be properly trained in the procedure and use of the evaluation system which they employ. Sawchuk(2008) believed that even if administrators are well trained, successful teacher evaluation is still not guaranteed. Practicing administrators within a single district often do not share common beliefs regarding what constitutes "good teaching.” Personal biases frequently interfere with accurate perceptions. Thus, a single teacher might be rated differently by a host of evaluators, since each evaluator carries with him/her different biases and preconceived notions of what constitutes quality teaching. (Kimball, 2009).

Experts charge that current evaluation procedures are based on criteria of unknown validity and utilize methods and means of questionable reliability (Kimball, 2009). It only stands to reason that evaluation criteria used to analyze teachers' work should be consistent with research about effective teaching. Principals' comments should not be of a superficial nature; instead, each piece of feedback should be directly related to research findings in the area of effective teaching. In addition, the criteria used to improve instruction, should reflect the unique and individual needs of the school itself (Bean, 2002).

With educational reform and accountability movements at the forefront of education, increased attention is directed to teacher performance and evaluation. Teacher evaluation “embodies the values and expectations of the school community regarding

teaching and learning and requires the integration of keen technical and political skills by those in leadership roles" (Stronge & Tucker, 1999, p. 339). Progressive districts had begun linking evaluation systems to research effective teacher practices, providing improved training for evaluators, holding administrators more accountable for conducting evaluations, using evaluation-identified teaching deficiencies to focus staff development, and making teachers active partners in the evaluation process (Buttram & Wilson, 1987).

In recent years, the call for increased accountability of teacher quality has led to the review of teacher evaluation practices. There has been widespread dissatisfaction with the evaluation of teachers from many different stakeholders, including parents, administrators, other community groups, policy makers, and the teachers themselves (Joint Committee on Standards for Educational Evaluation, 1988, 2006). Specifically, the stakeholders are concerned with the lack of effective and meaningful teacher evaluation systems or the superficiality in the implementation of existing teacher evaluation programs despite the presence of state and national professional teaching standards. Many school districts have teacher evaluation practices that are defined in the collective bargaining agreements between the teachers' union and the school district; however, these practices vary as the demographics and specific needs of the district and the community it serves differs from one district to the next (Styles, 2008).

Root and Overly (2003) reiterated the feeling that teacher accountability was a major topic in education. They believed that teacher observation needs to be accurate and completed at a time when the evaluator can get a representative sampling of the teacher's capabilities. They also felt that Madeline Hunter's Model was not designed to evaluate teachers, but did feel that the use of her model led to more effective teaching.

The Hunter model identified the teacher as the decision maker and by using the techniques involved, behavior could be guided and defined to attain specific goals.

Conley and Dixon (2003) explained that teachers viewed their profession in many ways. Some felt that the teaching practice was a labor, some held that it was a craft, and others swore that teaching was an art. Therefore, in order to create the best evaluation instrument, the wants and needs of the teachers would have to be met. Unfortunately one common practice of districts was to use an evaluation instrument with very little teacher input. However, this was contradictory because some districts allowed the involvement of teachers from the beginning of the evaluation process, or its development, through implementation. Finally, it was discovered that teachers do not object to evaluations as long as goals and objectives were defined in advance. As in most systems of evaluation, beginning teachers are evaluated differently than experienced teachers. Once a beginning teacher is labeled as competent, the purpose of the evaluation focused on teacher expectations. The authors observed that teachers new to a district were evaluated on their ability to perform defined skills, and experienced teachers were evaluated on their ability to perform the defined skills consistently (S.S.,2009).

There is a great deal of information found in professional literature that indicates the importance of teacher evaluation and its link to improving teacher quality (Schwartz, 2007). However, recent substantive research does not appear to be present when attempting to ascertain whether the different elementary school districts in California have established teacher evaluation practices that are aligned with professional standards (Kimball, 2009).

Much of the policy making occurs at the federal and state level, with local school boards developing their own interpretation of complying with ever changing state and federal mandates. Much of the problem is that with these mandates, information and evaluation models do not keep up with the changes.

To better understand the formation of these standards, the teacher evaluation process itself and its link to professional and academic standards specific areas need to be explored. This includes the historical overview of how teacher evaluation practices emerged, legal and political aspects, and the development and implementation of the different styles of teacher evaluation practices.

Teacher Evaluation Process

According to Beerens (2004), teachers are evaluated for three main reasons: 1) to improve teacher effectiveness, 2) to encourage professional growth, and 3) to remediate or eliminate weak teachers. Beerens maintained that faculty growth and development must occur in order to increase student achievement. Bernstein (2004) maintained that "evaluation should be intended to support teacher growth and to enhance teacher professionalism" (p. 80). The topic of teacher evaluation is as complex as the profession itself. Personnel use different approaches, reflecting their own experience and ability in teacher evaluation as well as the variability in experience, interests, and ability levels of the teachers themselves.

The improvement in instructional practice is one of the most important reasons for teacher evaluation (Darling-Hammond, 1998; Stronge, 1997; Peterson, 2004). The manner in which teacher evaluations are conducted is critical, as the process must be

directly linked to state content standards, classroom instructional improvement, implementation of the curriculum, and the professional development of teachers.

According to Peterson (2004), many teachers have concerns about teacher evaluation, especially regarding its conduct, purpose, and method. These are valid concerns, as some evaluators are not properly trained in conducting evaluations or may downplay the evaluation to enhance their relationship with the teachers.

Over the past several years the process of evaluating teachers has undergone a tremendous change. These changes can be largely attributed to the public's demand for accountability in education. A study by the Rand Corporation in 2004 found that the public has come to believe that the key to educational improvement lies in upgrading the quality of teachers rather than in changing school structure or curriculum. People also believe that this process is much more inexpensive than tearing down and building up a new curriculum or structure of a school system.

Historically, the age of accountability is also partially derived from the National Commission of Excellence in Education's Report (1983), which states that persons preparing to teach should be required to meet high educational standards and demonstrate an aptitude for teaching. The commission also felt that it was imperative for the person to demonstrate competence in their respective academic discipline. Because of this public pressure, many district leaders and departments of education officials have implemented a wide variety of policy changes that affect teacher certification, evaluation, and the keeping of tenure on all teachers of a school system.

Therefore, it is necessary to discuss the different approaches to teacher evaluation. The issue of paramount importance is describing different teacher evaluation strategies

and their impact on teaching and student learning. The roles assumed by the prominent stakeholders in the teacher evaluation process must also be investigated in an attempt to alleviate the concerns facing educators today.

Student Achievement/Teacher Quality, and Professional Learning

Educational literature in the last decade has built a convincing argument about the role of professional development in promoting teaching quality and increasing student achievement. Simply put, the argument is this: What teachers know and do impacts what their students know and do. A greater understanding of how students will learn will better enable teachers to create instructional strategies to meet the different needs of students and help them achieve at levels that are considered acceptable. When teachers meet student-learning needs, student achievement increases. For practicing teachers, staff development is an essential vehicle for continuous improvement of teaching (Barrie, 2007).

Despite the growing body of literature that supports the relationships among staff development, teaching quality, and student learning, some educators and policy makers question the value of providing time and resources for professional learning. However, many educators, including principals and teachers strongly believe the link exists between student achievement and teaching quality (Barrie, 2007). With this in mind, districts across the country are now planning and implementing high quality professional development that closely follows the guidelines of sound instructional strategies and evaluation methods.

This kind of powerful professional learning will transform teachers and increase student learning. Staff development and evaluation alone, however, will not produce

results (Sykes, 2005). There must be within the system an embedded system of professional learning that includes content standards, assessment programs that inform teaching and measures student progress toward state standards, and changes that recognize the importance of and provide support for quality teaching.

Schools that have dramatically improved student achievement do so with an investment in human capital-their teachers (Sparks, 2006). Like many parents and educators, policy makers are finally making the connection between promoting professional growth in teaching by utilizing growth opportunities within the evaluation process. Quality teaching matters, and the idea that what teachers know and do influence what students know and do is well substantiated by research (Greenwald, Hedges, & Laine, 1996; National Commission on Teaching for America's Future, 1996; Wenglinski, 2000). Simply put, investing in teacher development and evaluation is one way to increase student achievement.

Data about teachers sharpen the argument about the importance of professional development.

1. More teachers with master's degrees teach in low poverty schools, in schools with low minority populations, or in suburban schools (Ingersoll, 2002)
2. More teachers with less than regular certification, such as those with emergency, temporary, alternative, or provisional certificates, teach in schools with high minority enrollment, urban schools, and schools with high poverty enrollment (Ingersoll, 2002).

3. Teachers with more experience are more likely to work in suburban schools and in schools with low poverty and low minority enrollment (Ingersoll, 2002).
4. Teachers with more experience are less likely to have in-depth professional development in their content area (U.S. Department of Education, NCES, 2003).
5. Slightly more than half the teachers of 4th grade students received professional development in civics, and these teachers taught less frequently using worksheets and more often used group activities and active instructional techniques in their classrooms (U.S. Department of Education, NCES, 2003).
6. 70% of teachers report that professional development moderately or somewhat improves teaching and content knowledge. Only 25% of teachers say that professional development improves teaching a lot. The percentage of teachers who indicate that professional development improves teaching a lot increases substantially if the professional development is more in-depth (more than 32 hours). Yet only one-fifth to one-half of the teachers participates in in-depth professional development about any topic (U.S. Department of Education, NCES, 2003).
7. Fewer elementary school teachers have majors in academic areas or in subject area education than middle or high school teachers. For example, 67% of high school teachers majored in an academic field compared to 24% of elementary teachers. On the other hand, 52% of elementary teachers majored

in general education compared to 11% of high school teachers (National Center for Education Statistics, 2006).

Teaching quality is impacted by a number of things including teacher evaluation, preparation, teachers' years of experience, and the number of out-of-field teaching assignments (Ingersoll, 2002). Teaching matters more than ever. Teacher learning through evaluation is essential to improving student learning and many recent studies confirm the value of quality teaching. Ferguson (2001) reported that teacher quality is the most critical aspect of school and student success and has a direct impact on student learning. It matters more than many reform initiatives a school or district may adopt to address deficits in student learning (National Commission on Teaching for America's Future, 2006). When teacher learning is aligned with student learning needs and student curriculum, it contributes to increased student achievement.

Studies reported by Education Trust in 1988 and conducted by Sanders & Rivers (1998); Ferguson (1991); and Greenwald, Hedges & Laine (1996) present evidence of the impact of quality teaching in terms of student learning. Hanushek reported that the difference between good and bad teaching can be as great as a full level of achievement in a single year (Hanushek, 2003). A study in Texas reported that the difference in student achievement resulting from good teaching vs. bad teaching was 35 points in reading and 50 points in math (Jordan, Mendro, & Weerasinghe, 2007). Differences in teaching practice accounts for at least some of the variation between high and low scoring students in the Third International Math and Science Study (Valverde & Schmidt, 1997). An 11-site study found a consistent, positive relationship between teachers' use of reform practices and evaluation techniques and student achievement.

Wenglinski (2002) also reported that students whose teachers receive regular evaluation tied into their professional development plan score better on assessments than students who do not have the benefit of such teacher practices. Some key findings from the study are listed below.

1. Students whose teachers major in their content area, as did the teachers of math and science who are the subject of this study, are 39% of a grade level ahead of other students in math and science achievement.
2. Students whose teachers receive professional development in working with different student populations are 107% of a grade level ahead of their peers in math.
3. Teachers who receive professional development in higher-order thinking skills tied into their evaluation process have students who are 40% of a grade level ahead of students whose teachers did not have similar experiences.
4. Teachers who are more knowledgeable about the subject they teach are more likely to use instructional practices received from evaluations and professional development to increase student achievement.
5. Students who engage in hands-on learning on a weekly rather than monthly basis are 72% of a grade level ahead in math and 40% of a grade level ahead in science.
6. Students whose teachers engage them in higher-order thinking skills regularly are 39% of a grade level ahead in math.

The two main approaches used in teacher evaluation are formative and summative evaluation. Scriven (2005) defines formative evaluation as evaluations that are

"conducted during the development or improvement of a program (or person, and so on) and it is conducted, often more than once for the in-house staff of the program with the intent to improve" (p. 168-169). Formative evaluations are designed to help teachers improve their instructional practice in increasing student achievement (Stronge, 2005). This is done though the incorporation of curricular programs and materials with instructional strategies that are tied to state content standards.

Formative evaluation models are more directly aligned with classroom instruction, as they are conducted during the improvement of a program as opposed to being conducted after information has already been gathered, as found in summative evaluations. Specifically, Scriven (2005) defines a formative evaluation as one that is completed to assist professional development. Stronge (2005) indicated that formative evaluation was used to "indicate the developmental process of collecting and sharing information on the teacher's performance." This type of evaluation uses a supportive, nonjudgmental approach designed to identify a teacher's strengths and weaknesses and to develop professional growth goals or assist in establishing a plan for remedial support and training. Formative evaluations may include self-evaluations, reflection journals, peer evaluations (including other teachers, grade level chairpersons, community members, and district administrators), or evaluations conducted by principals, parents, or students (when appropriate) (Peterson, 2004).

Teachers themselves conduct formative evaluations when they evaluate and reflect upon their own instructional methods regarding the creation and implementation of their lesson plans. They decide on the evaluation criteria based upon their own preferences and are able to receive feedback from administrators and colleagues in areas

of teaching that they would like to gain more experience and support, without the concern of having this evaluation used as a punitive measure against them. Teachers appear to have a favorable attitude towards formative evaluation, as they are active participants in the evaluation process and they are certain the results of the evaluation will be used to help facilitate their growth as effective educators (Danielson, 2001; Millman & Darling-Hammond, 1990).

Most teacher evaluation occurs at the summative level, which is an assessment of information that has already been collected. The purpose of summative evaluation is to determine the future employment status of the teacher. This includes hiring, firing, tenure, promotion, or merit pay (Desander, 2000). Researchers over the last twenty years have presented evidence that an administrator who may have little or no training in personnel evaluation often conducts summative evaluations. In addition, summative evaluations tend to consist of one to two observations made during the course of the school year (Darling-Hammond, 1986). Summative evaluation is used to ensure that teachers possess the prerequisite skills needed as well as to ensure that they are meeting the required performance standards (Peterson, 2004).

In order to improve the instructional practices of teachers and thereby directly improve teaching and learning, a formative approach to teacher evaluation needs to be explored while incorporating aspects from both the formative and summative evaluation approaches. Howard and McColskey (2001) advocated a combination of formative and summative evaluation, where teachers are active participants in this process. By establishing clear expectations through the active participation of teachers, teacher evaluations can serve as a link between school and teacher performance in meeting the

accountability requirements expected of the educational system. Peterson et al. (2004) maintain that more data sources also need to be incorporated into the teacher evaluation process.

Role of the Stakeholders

Accountability-based teacher evaluation practices have greatly influenced the manner in which teachers are evaluated (Bean, 2002). There has been widespread dissatisfaction with teacher evaluation from many different stakeholders, including teacher unions (representing the teachers themselves), site administrators, school districts, policy makers that establish state and national reform movements, as well as parents and other community groups (Joint Committee on Standards for Educational Evaluation, 1988). These stakeholders often have different perspectives and expectations regarding educational practice and evaluation. This is critical to understand and utilize when developing or reforming teacher evaluation systems (Stronge & Tucker, 2005).

Specifically, stakeholders are concerned with the lack of effective and meaningful teacher evaluation systems or the superficiality in the implementation of existing teacher evaluation programs, despite the presence of state and national professional teaching standards. Effective evaluation continues to be a problem that teaches and administrators face. It is necessary to examine the roles of the various stakeholders in order to understand what part each stakeholder plays in the evaluation process. The stakeholders involved include teacher unions, district offices, site administrators, and state and national reform movements.

Teacher evaluation and assessment practices utilized by school districts have been questioned and criticized for many years. Peterson (2004) stated that “teacher evaluation

as practiced in the overwhelming majority of school districts in this country consists of wrong thinking and doing" (p. 3). A study conducted by Ellett and Garland (1987) of the 100 largest school districts in America found that "the translation of the state of the art practices in teacher evaluation from large-scale assessment programs to local school programs are very lacking" (p. 85). A replication of this study by Loup, Garland, Ellett, & Rugutt (1996) found that "ten years later, teacher evaluation practices and policies at the local school district level do not incorporate important teaching and learning elements identified though state and national efforts" (p. 215). Some reasons for this include the different politics and policy-making processes of each state and local school district.

The district office's role in the teacher evaluation process is one of primary importance, as local board policy is established based upon state and federal requirements. Input from teacher unions may also assist in the specific requirements for the implementation of teacher evaluations. Teacher evaluations are influenced both by legal expectations as well as the professional values of school districts and related interest groups (Desander, 2000). Much of the policy-making occurs at the federal and state level, with local school boards developing their own interpretation of compliance with ever-changing state and federal mandates.

Isenberg (1990) contended that for someone to be considered a "good" teacher, he must possess the following traits: commitment, reason, humanness, ability to communicate, advise and counsel, have time invested in the profession, be able to organize and direct, and believe in multi-cultural education, quality, and substance. He also believed that teachers should be involved in the evaluation process as a vested stakeholder in the outcome and felt that if a teacher helped to develop, update, and

operate a teacher evaluation system, it would create a sense of responsibility and ownership on the teacher's part. He observed that as teacher participation and influence increased so would acceptance (Isenberg, 1990). According to Huddle (2003), teacher involvement helped to increase the quality of evaluation. He also believed that teachers evaluating their peers, especially beginning teachers, was a tremendous aid. In his study, statistics showed that 26 percent of the teachers surveyed had never been observed in the previous school year; 27 percent said they had been observed once, and 23 percent related they they had been evaluated twice. Of the teachers involved in this study, it was further concluded that 70 percent had not visited another teacher's classroom within the past year.

History of Teacher Evaluation

Teacher evaluation is as old as Socrates, who was tried and put to death in Athens in 399 B.C. for corrupting the youth with his teachings. In the United States, teacher evaluation patterns at the university level have been charted for the 20th century. Student evaluations were collected in the mid-1920s at the University of Washington and, to a lesser extent, at Purdue and Texas. In the 1960s deans reported that classroom teaching was a major factor influencing promotion, tenure, and salary decisions, but that evaluations of teaching were based primarily on informal student opinion and hearsay. By the mid-1970s, systematic student ratings of teaching were widely used, with teachers administering them especially for use in course evaluation and improvement.

Ellett and Teddlie (2003) reviewed the literature on teacher evaluation practices from 1900 to the present. Teacher evaluation was essentially defined from a moralistic and ethical perspective (Ellett & Teddlie, 2003). Good teachers had to have basic reading

skills (preferably at the high school level) and were viewed as possessing high moral and ethical standards as well being outstanding members of the community who were good role models for students (Ellett & Teddlie, 2003). Teachers in this time period were largely single women with a minimal education (usually up to grade 9). The main focus of the evaluation process was a teacher's good moral standing within the community (Ellett &Teddlie, 2003). Therefore, teachers were evaluated more on their personal characteristics rather than on evaluation procedures focusing on effective teaching and learning.

Medley, Coker, and Soar (1994) described the modern history of formal teacher evaluation, from the turn of the twentieth century to about 1980. This history can be divided into three overlapping periods: the search for great teachers, inferring teacher quality from student learning, and examine teaching performance. At the beginning of the twenty-first century, teacher evaluation appears to be entering a new phase, which is a transition to the period of Evaluating Teaching as Professional Behavior (Reinke, 2007).

The search for great teachers began in earnest in 1996 with the report of a study conducted by H. E. Kratz. Kratz asked 2,411 students from the second through the eighth grades in Sioux City, Iowa to describe the characteristics of their best teachers. Kratz thought that by making desirable characteristics explicit he could establish a benchmark against which all teachers might be judged. Some 87 percent of Iowan students mentioned "helpfulness" as the most important teacher characteristic. Remarkably, 58 percent mentioned "personal appearance" as the next most influential factor (Kratz, 2006).

Arvill Barr's 1948 research on teaching competence noted that supervisors' ratings of teachers were their choice. A few researchers however examined average gains in student achievement for the purpose of inferring teacher quality from student learning. They assumed, for good reason, that supervisors'opinions of teachers revealed little or nothing about student learning (Medley, 2007). According to Medley and his colleagues, these early findings were discouraging. The average correlation between teacher characteristics and student learning, as measured most often by achievement tests, was zero. Some characteristics related positively to student achievement gains in one study and negatively in another study. Most showed no relation at all (Medley, 2007). Domas and Tiedman (1950) reviewed more than 1,000 studies of teacher characteristics, defined in nearly every way imaginable, and found no clear direction for evaluators.

Medley and his colleagues note several reasons for the failure of early efforts to judge teachers by student outcomes. First, student achievement varied, and relying on average measures of achievement masked differences. Second, researchers failed to control for the regression effect in student achievement, extreme high and low scores automatically affected the mean in second administration of tests. Third, achievement tests were, for a variety of reason, poor measures of student success. Perhaps the most important thing discovered was that these early approaches were conceptually inadequate, and even misleading. Student learning as measured by standardized achievement tests simply did not depend on a teacher's education, intelligence, gender, age, personality, attitudes, or any other personal attribute. What mattered was how teachers behaved while in the classroom (Sawchuk, 2008).

The period of examining teacher performance abandoned efforts to identify desirable teacher characteristics and concentrated instead on identifying effective teaching behaviors, those behaviors that were linked to student learning. The task was to describe clearly and precisely teaching behaviors and relate them to student learning as measured most often by standardized achievement test scores. In rare instances, researchers conducted experiments for the purpose of arguing that certain teaching behaviors actually caused student learning. Like Kratz a century earlier, these investigators assumed that principals of effective teaching would serve as new and improved benchmarks for guiding both the evaluation and education of teachers (Pounder, 2008).

In the 1920's to 1940's, the teacher evaluation process continued to be summative in nature where observation by a supervisor was conducted, however no formal evaluation criteria was used to support the administrative certification of the teacher. Later this process evolved to include personal observation categories which are similar to categories used today (Leeds, 1954).

In 1950's and 1960's, there was an increased effort to identify effective teaching methods; researchers began to examine the link between observable teaching practices and a variety of student outcomes. This led to the expansion of educational research in the 1970's. Specifically in the area of teacher evaluation research institutions and federal commissions conducted studies, such as 'A Nation at Risk', that generated findings relating to the state of education and teacher evaluation.

In 'A Nation at Risk', a call reform of the educational system was called for in order for students to achieve excellence in education. Several recommendations were

made that created an effective teacher evaluation system that would include peer reviews so superior teachers would be rewarded for their effort, average teachers would receive support and guidance, and poor teachers would have the opportunity for improvement or be terminated (U.S. Department of Education, 1983). Later, the Joint Committee on Standards for Educational Evaluation (1988) published the requirements in a teacher evaluation system.

Teacher Evaluation Process And Academic And Professional Standards

Bernstein (2004) stated, "if the goal of supervision and evaluation systems is to support teachers to improve their practice, then the evaluation system needs to be analogous to the nest vision for accomplished teaching" (p. 84). The validity and reliability of evaluation tools designed to measure teacher performance are affected by the processes and procedures used to carry out teacher evaluations. However, expert recommended tools to are seldom the ones used by a majority of school districts throughout the country.

Who evaluates teachers? In reality, administrators are the most common evaluators. According to the REL Midwest study, of the 130 districts that provided policy and procedural documentation, 77% identified administrators as being responsible for conducting teacher evaluation (Brandt, 2007). Teachers highly regard evaluators with deep knowledge of curriculum, content, and instruction who can provide suggestions for improvement. Therefore, multiple evaluators, including peers who have an instructional background, content knowledge, and experience teaching similar students, are a growing alternative to an administrator as the sole evaluator (Goldstein & Noguera, 2006).

The frequency of evaluation varies from district to district. In reality, non-tenured teachers are often evaluated twice a year, and tenured teachers once every three to five years unless they receive an unsatisfactory evaluation (Brandt, 2007). An evaluation that captures one single point in time as interpreted by one evaluator, especially when compounded by the use of a weak rubric, ultimately is not the most valid way to measure teacher performance. Together, these shortcomings reduce the evaluator's ability to authentically measure the teacher's instruction and capture changes over time. As a result, these one-time pictures fall short of gauging teachers' strengths and limitations. When this situation is the case, the school misses the opportunity to increase teacher growth and ultimately student achievement. Infrequent evaluations, particularly of tenured teachers, are missed opportunities to inform teaching practices and improve student learning. Both tenured and non-tenured teachers should receive frequent evaluations. Although there is limited research on how often teachers should be evaluated, research using video observations of teachers as part of the evaluation suggested that four or five observations as part of a single evaluation would be ideal (Blunk, 2007). However, additional research and guidance are needed to determine and confirm the optimal frequency of evaluations for both non-tenured and tenured teachers.

While training and professional development has become commonplace for all teachers to, many times administrators have the same amount of training in order to perform their job of evaluating their respective teaching staffs. Districts rarely require evaluators to be trained (Brandt, 2007). In the REL Midwest study, only 8 percent of districts had written documentation detailing any form of training requirements for their evaluators (Brandt, 2007). A lack of training can threaten the reliability of the evaluation

and the objectivity of the results. Not only do evaluators need a good understanding of what quality teaching is, but they also need to understand the evaluation rubric and the characteristics and behaviors it intends to measure. Without adequate training, an observer may be unaware of the potential bias that they are introducing during their observations. If an observer has a preconceived expectation of a teacher or is overly influenced by the local school culture and context, the observation may be aligned with this expectation rather than the actual behaviors displayed by the teacher during the observation (Mujis, 2006).

The National Board of Professional Teaching Standards (NBPTS) has established five core propositions to remind teachers of the National Board standards (Bernstein, 2004). It is important for both teachers and administrators to be aware of what the standards are for teachers, especially when conducting teacher evaluations. Each core-teaching proposition has a corresponding proposition for teacher supervision and evaluation.

At the turn of the twenty-first century, people continue to debate whether teaching is a true profession. Questions persist about educators' lack of self-regulation, the defined knowledge base upon which teaching rests, the lack of rigid entrance requirements to teacher education programs, the level of teachers' salaries, and the lack of control in matters of evaluation. Yet school districts, state governments, the federal government, and national professional and lay organizations appear intent as never before on building and strengthening teaching as a profession (Reavis, 2005).

One simple example of a changing attitude toward teaching as a profession is that of the use of peer evaluation. Two decades ago, in Toledo, Ohio, educators advanced

processes of peer review as a method of evaluation. At its most basic level, peer review consists of an accomplished teacher observing and assessing the pedagogy of a novice or struggling veteran teacher. School districts that use peer review, however, often link the practice with teacher intervention, mentoring programs, and, in some instances, hiring and firing decisions. Columbus Ohio's peer assistance and review program seemingly representative of many review systems, releases expert teachers from classroom responsibilities to act as teaching consultants. Driven by the National Education Association's 1997 decision to reverse its opposition to peer review, the idea has enjoyed an upswing in popularity in recent years (Ozogul, 2008).

Founded in 1987, the National Board for Professional Teaching Standards (NBPTS) is yet another example of different constituencies working together to advance the concept of teaching as a profession. The NBPTS attempts to identify and reward the highest caliber teachers, those who represent the top end of the quality distribution. Based on the medical profession's concept of board-certified physicians, the NBPTS bestows certification only on those teachers who meet what board representatives perceive to be the highest performance standards. By the end of the year 2000, nearly 10,000 teachers had received board certification, though this amounts to a tiny fraction of the nations 2.6 million teachers. Widespread political and financial support, from both political conservatives and liberals, suggests this idea may have staying power.

Teacher evaluation will grow and develop as the concept of teaching as a profession evolves. Perhaps most important is that as reformers confront the realities of life in schools, public knowledge of what it means to be a teacher increases. More people in more walks of life are recognizing how complex and demanding teaching can be, and

how important teachers are to society as a whole. Teacher evaluators of the future will demonstrate much higher levels of knowledge and skill than their predecessors, leaving the teaching profession better than they found it (Grier, 2008).

Teacher Evaluation in High Poverty Schools

Schools serving a large percentage of children from low-income families have significantly lower student test scores than schools serving a small percentage of these students (Scott, 2006). Although high-poverty schools receive more resources per student, they face greater challenges to improving student performance. These challenges include high student mobility, absenteeism, and disciplinary problems. It is interesting to note that in many high poverty schools, the teachers with the poorest personnel records are often transferred to these schools, thus compounding the problem. In California, the problem became so bad that Governor Arnold Schwarzenegger signed a bill in September of 2006 that made it easier for principals in these high poverty schools the opportunity to reject incompetent teachers sent in from other schools within the district. This measure will affect about 3000 schools (Scott, 2006).

Currently, union contracts in many school districts, including Los Angeles, San Francisco, and Fresno required principals to accept teachers who seek transfers. Teachers often voluntarily transfered to a new school when they were faced with a negative evaluation. The New York New Teacher Project found in a November 2005 study of five districts nationwide that administrators had little discretion in filling roughly 40% of their vacancies because of union rules. Researchers also discovered that poorly performing teachers were transferring from school to school. “It’s like saying to a football coach, we

want you to have a winning record but you've got to take a quarterback who can't pass very well" (Scott, 2006).

Citing a lack of quality professional development and evaluation strategies, Schwarzenegger also signed senate bill 1209, which offered a $6,000 bonus to veteran teachers willing to work as mentors in troubled schools. It also streamlined the state's credentialing process to make it easier for out-of-state teachers with two years' experience and good reviews to find jobs in California. Experts warned that California faces a teacher shortage as 100,000 teachers-a third of the workforce-are expected to retire over the next decade. After signing the bills, the Governor said he eventually wants public schools to disclose academic and financial information on the Internet so that parents can shop for schools the way they shop for cars and examine test scores, dropout rates and school budgets (Scott, 2006).

A critical step to improving student academic performance in high-poverty schools is implementing high expectations for all students. Some high-poverty schools in Florida have increased student performance by setting high expectations for their teachers, with mandated sessions of in-service and professional development, which ultimately lead to better evaluations. However, other high-poverty schools in Florida have been less successful in setting high expectations for students and staff because of the lack of professional development that centers on what good teaching is and few administrators who work to improve the instructional climate of the building (Scott, 2006).

Due to limitations of available time, financial resources, and educational skills, low-income parents often have difficulty becoming active partners in their children's

education. Although some high-poverty schools have implemented strategies to involve parents, limited parental involvement is still a major obstacle to improved student performance (Harper, 2002).

School principals who exhibit strong leadership behaviors and consistently focus on improving student performance can make a difference in the performance of high-poverty schools. While some Florida school districts have taken the initiative in considering student performance in their evaluation of principals, there is currently no legislative requirement that district school boards do so (Pounder, 2008).

Evaluation Problems in Low-Funded Schools

A major problem with public schools in urban communities is that they are not receiving proper funding. The numbers are there to prove it. One study stated, "In 1990, schools with low poverty levels spent an average of $6565 per student, while those with higher poverty levels spent and average of $5173 per student"(Keller, 2007). This lack of funding could be caused by a multitude of reasons, such as low-test scores; many universities, scholarship organizations, and numerous other sponsors are reluctant to fund low-scoring schools. Another potential reason for this lack of funding could be the low property tax base, the main source of funds for many schools. Low test scores could easily be explained by the quality of teaching staff, as the study further shows, "In low-poverty schools, fewer than 1 in 5 English classes are taught by a teacher who doesn't even have a minor in English while in high poverty schools, approximately 1 in 3 is so taught" (Frase, 2002). There is such a problem with raising taxes on an already financially struggling population. Lack of funding is ruining the quality of education of urban schools (Frase, 2002).

The first core teacher proposition is that teachers are committed to students and their learning (Bernstein, 2004). Teachers should treat students equitably, recognize individual differences in their students, and adjust their practices accordingly with their understanding of how students learn. The corresponding evaluation proposition is that the supervision and evaluation procedures are committed to teacher growth. These procedures respect the individual differences of the teachers, and through the use of peer coaching, action research, and mentoring, the responsibility of evaluating teachers is shifted from the administrator alone evaluate teachers to a collaborative evaluation involving the administrator and other educational professionals.

The second teacher proposition is that teachers must know the subjects they are teaching and be able to teach these subjects to students (Bernstein, 2004). The supervision and evaluation procedures need to reflect that there is not a specific “right or wrong” way to teach students. Teachers need to be given the opportunity to learn other approaches through staff development as well as by observing instruction in other classes (i.e. participating in walk-throughs).

The third proposition states that teachers are responsible for managing and monitoring student learning. The evaluation procedures must reflect that the student learning observed is linked to the prior experiences. Teachers must be able to access and utilize their peers’ expertise, incorporating this as appropriate (Bernstein, 2004).

The fourth teacher proposition is that teachers need to think in a systematic manner about their own educational practice and learn from their experiences (Bernstein, 2004). Teachers need to seek assistance from their peers and learn from the difficult situations that will arise in their careers. Supervision and evaluation procedures need to

help teachers to think in a systematic manner and become role models for students. Administrators and other evaluators need to help teachers become life-long learners.

The fifth and final teacher proposition states that teachers are members of learning communities. Teachers need to contribute to the overall effectiveness of the school by collaborating with other teachers and administrators as well as with parents and community members. The evaluation proposition states that administrators and other evaluators must also be active participants in the learning community by working collaboratively and creatively with teachers and other educational professionals during the teacher evaluation process (Bernstein, 2004).

These core propositions help provide both teachers and administrators with a blueprint for conducting teacher evaluations as well as providing strategies that may be employed as part of the teacher evaluation process. Bernstein (2004) stated that the following list of items must be present in order to effectively complete an evaluation process.

1. Teacher certification and Teacher importance of teacher quality
2. State-wide certification tests/teacher competency tests
3. Teacher evaluation and Testing “mania”
4. Elements of effective professional development
5. Active role of teachers
6. Focus on Learners and Learning
7. Differentiated professional development activities
8. Cultures of professional learning
9. School based staff development

10. Implications for models of teacher evaluation
11. Active role teachers
12. Walk-throughs an alternative to traditional teacher evaluation models
13. Multiple sources of data for evaluation
14. Politics and Policy Making

Politics and Policy-Making

Bridges and Groves (1999) stated, "Politics shapes the character of personnel evaluation." The political influences on teacher evaluation include the major types of personnel evaluation decisions, the actors and their access to these decisions, their interests, sources of power, goals, strategies, coalitions, their conflicts, and their outcomes. When the interests of multiple actors differ, conflict arises as the opposing groups mobilize their power to form coalitions and develop strategies to achieve their desired outcome. This can be seen by the role played by the California Legislature and the California Teachers Association (CTA).

Teacher associations in California have pursued their own interests in regards to fair treatment and job security for teachers. This has influenced evaluation decisions while the interests of the students and parents regarding a quality education have been minimized. Through the collective bargaining process, CTA and other teacher associations have been able to influence the procedures for the evaluation of teachers as well as the manner in which administrators and district personnel deal with ineffective teachers. This in turn has had far reaching influence in the political arena as these associations and interest groups that lobby at the state and federal level to alter aspects of existing policies dealing with teacher evaluation or push for the creation of new

legislation that serves to meet the interests of that particular interest group (Podgursky, 2007).

Bridges and Groves (1999) found that there appeared to be “signs of a shift in teacher evaluation reflecting an effort to strike a balance between the interests of teacher associations in fair treatment and job security and the interests of parents and students in a quality education” (p. 336). For example, in California, probationary teachers are no longer entitles to due process in the first two years of employment, and the performance-based cause for dismissal of a teacher has been changed from incompetence to unsatisfactory. This trend may continue, though given the current state of public opinion of public schools, parents and students may play an increased role in the evaluation of teachers in the years to come.

When assimilating all of the different variables that affect the development of teacher evaluation policies, Johnson (1999) discussed two aspects of particular importance that included “the politics associated with defining the purposes of an evaluation and with creating the specific mechanisms by which these purposes are realized” (p. 377). Politics and policymaking process are imbedded in education and will remain so for many years to come if previous performance is any indication of future action. Many teachers feel that they are not sufficiently represented in the policy making process, in particular, with the standards upon which they are evaluated.

Teacher unions and other teacher advocates have appeared to take a “protectionist” stance in response to this. As a result, when new implementation programs are developed, they are met with some resistance and apprehension as teachers seek to understand what the ramifications of this new policy or evaluation procedure will

have upon their teaching position. Irvine (2001) believed that it is imperative to include teachers in the entire process when seeking to develop new policies and procedures that will directly influence the way that they teach.

Donaldson and Stobbe (2003) raised the concern that "the annual ritual of evaluation that used to take the time of administrators and teachers- with questionable effect- has changed." They indicate that teacher evaluation is a collaborative process that is focused on teacher selection of a course of professional growth that is designed to increase student achievement. The professional development of teachers must demonstrate a change in the teacher's behavior observed in the classroom.

Currently, there are several models present that attempt to achieve this goal; however, given limited resources and time to implement many of these models, many districts have more or less maintained their existing teacher evaluation models despite changes in educational policy over the years (Boyd, 2005). The research literature indicates a clear need for a review of the teacher evaluation practices in California, as prior research conducted over the last twenty years has found that the same concerns from many years ago continue to plague educators today. Stronge and Tucker (2005) maintained that teacher evaluation "embodies the values and expectations of the school community regarding teaching and learning and requires the integration of keen technical and political skills by those in leadership roles."

In addition to the knowledge of what constitutes good teaching, a political understanding of the evaluation process is essential in interacting with the various stakeholders involved with the evaluation of teachers. The stakeholders may include the school board members, central office and school level administrators, teachers, parents,

and community members. These stakeholders often have different perspectives and expectations regarding educational practice and evaluation, which is critical to understand and utilize when developing or reforming teacher evaluation systems (Stronge &Tucker, 2005).

Teacher evaluations are influenced by both the legal expectations as well as the professional values of school districts and related interest groups. Much of the policy making occurs at the federal and state level, with local school boards developing their own interpretation of complying with ever changing State and Federal mandates. Stronge and Tucker (2005) maintained, "in the educational world, school boards have the power to make policy and enforce its implementation, not teachers and administrators." Others maintain that teachers and administrators are political agents through their "daily activity and historical struggles, educators are engaged in reproducing, resisting, and transforming existing power relations and resource distributions" (Ginsburg, Kamat, Raghu, & Weaver, 2005, p.8).

Leadership Styles in Teaching and Evaluation (Historical)

What educators do, and the results they get, depends a great deal on how administrators and staff members relate to each other. One-way of looking at leadership styles is to think of them being placed on a continuum. At one end is the directive or autocratic style. At the other end is the non-directive style, and in the middle is the democratic style (Glasser, 1990).

Using the democratic style, the leader knows and is interested in the individual members and what they do. She or he views the school as belonging to all the staff and considers the school successful when it exists for the members' benefit. While the leader

may offer suggestions, set boundaries, and sometimes help do the work, he or she actively encourages member participation and decision-making. For example, the leader says, "Let's go," "Let's find out," "How shall we best do this?" The leader takes an active part in club affairs, and enjoys being a leader but does not control group decisions or have a feeling of owning the group. He or she sees the job as helping individuals and the staff as a group reach their goals (Glasser, 1990).

The directive (or autocratic) style leader sees his or her role as gathering the group together and pushing or pulling them along. The leader may do all the planning and decision-making and inform members of the plan. Sometimes she or he may involve members in decision-making by giving them two or three choices. The leader's goals for the group may be emphasized more than the members' goals (Glasser, 1990).

The non-directive (or laissez-faire) approach to leadership is to sit back and make no decisions for the group. This may force the group and individuals to chart their own course. Useful as well as not-so-useful decisions, plans, and activities can develop. If there is good leadership among members, the group may get stronger with this type of leadership. A weak group, lacking members with leadership skills, may fall apart (Glasser, 1990).

Is there a "right" style for leadership? No–each style is useful and appropriate at different times, depending on the situation. The trick is to find the one that works best for the group. It is not a stationary point as progress may move in any direction along the scale, depending on the situation. Where are you comfortable and members happy with the relationship? As interests and experiences change, you may find it works best to change your leadership style (Glasser, 1990).

For many years, teacher evaluation and assessment practices have been questioned and criticized. Peterson (1995) stated that “teacher evaluation as practiced in the overwhelming majority of school districts consist of wrong thinking and doing.” A study of the 100 largest school district in America by Ellett and Garland (1987) found that “the translation of the state of the art practices in teacher evaluation from large-scale assessment programs to local school programs are very lacking” (p. 85).

A replication of this study by Loup Garland, Ellett, and Rugutt (1996) found that “ten years later, teacher evaluation practices and policies at the local school district level do not incorporate important teaching and learning elements identified though state and national efforts” (p. 215). Some reasons for this include the historical events that occurred in the evolution of teacher evaluation as well as the different politics and policy-making procedures of each state and local school districts.

Research Studies on Teacher Evaluation

Research clearly documents wide variation in teachers' use of recommended measurement practices when assessment pupil achievement. One reason for the difference may be caused, in part, by programmatic changes regarding training in classroom assessment. However, if variations in teacher education programs contribute to assessment differences, then one could argue that teachers within a specific program should have comparable knowledge of recommended measurement practices due to training similarity.

Moreover, teachers who successfully complete formal training in educational measurement are more likely to possess requisite knowledge in classroom assessment and have an understanding of general measurement practices. The purpose of Frey’s study

was to investigate the assessment practices of teachers who successfully completed coursework in educational measurement (Frey, 2007).

It is well documented that when evaluating academic learning, classroom teachers do not follow many of the practices recommended by measurement experts. Research suggested that factors such as limited teacher knowledge, assessment training, and absence of teacher consensus on the most useful practices contribute to teachers' variation in adhering to measurement guidelines in the classroom (Frey, 2007).

When making instructional decisions, strategies for assessment must be considered. According to Tyler"s (1950) linear-rational model of instructional planning, teachers need to make decisions about pupil evaluation before instruction begins. As such, the content of instruction and the goals of learning must be identified and written as behavioral objectives. The prestated goals help to establish a framework for instruction and serve as a guide for assessing learning goals.

Assessment of pupil achievement should be consistent with the identified learning outcomes/instructional goals at the intended level of performance (Glasser, 1990). To ensure links between instructional unit and the assessment, teachers must create a table of specifications to designate the level of performance that each outcome measures. A table of specifications is a visual representation of the scope and breadth of a unit of study taught in the classroom. The table identifies the instructional content on the horizontal axis and the six levels (i.e., knowledge, comprehension, application, analysis, synthesis, and evaluation) of cognitive taxonomy on the vertical axis in a grid-type format. Content areas are paired to the level of taxonomy defined by their instructional goals. From that map, assessment items or tasks are constructed to match the instructional content at the

cognitive level indicated in the table of specifications. As such, the table functions as a blueprint, safeguarding the link between the instructional goals and assessment. When goals, instruction, and assessment methods are aligned, inferences about pupil knowledge are strengthened.

As part of instructional planning, teachers must decide whether identified instructional goals lend themselves to assessment through an affective, a cognitive, or a psychomotor domain. Although assessment of pupil knowledge pertaining to each instructional goal will be evaluated, the specific method of assessment may vary. In other words, the goal of instruction will influence the specific method of assessment that is used; different purposes require various assessment approaches. Methods selected for assessing learning should be consistent with the instructional goals identified in the table of specificationsc (Goldhaber, 2004).

Attitudes toward Evaluation

Manning (1988) stated that using teachers as evaluators is an extremely effective method and that the use of peers as evaluators can help transform the evaluation process into a school improvement procedure. When peer evaluation has been used, it results in generally increased morale and communication of staff. The entire process is deemed beneficial to all, as teachers learn good teaching techniques from others that would normally be lost. There has to be significant trust among the peers and a positive attitude for this to be successful. Peer coaching can promote professional growth but must be separated from a summative evaluation (Bodenhausen, 2003). Another reason for the success of a peer evaluation program is principals' lack to adequately evaluate teachers because of numerous other required duties. Since teachers naturally turn to each other for

help more often than to a supervisor, and since supervision is concerned primarily with improving instruction and not with contract renewal, teachers helping teachers can become an excellent system to ensure direct assistance is always available for every staff member. When teachers are deemed proficient in the formal evaluation then more time is available to the principal to oversee the total operation of evaluation. Donaldson (2003) believed that if principals and teacher leaders are to help staff make these significant shifts, they too, face personal and professional challenges and must ask the question of whether they are willing to cede both authority and responsibility to others.

Blumberg and Jonas (2007) believed that the teacher, not the supervisor controls supervision. They articulated that many teachers feel that observation is just a meaningless ritual mandated by the state and that may educators prefer to keep it that way. By not allowing for personal growth and not being receptive to the changes suggested by the principal or supervisor the teacher is in effect controlling the entire process of evaluation while stifling his or her own personal growth. Wise and Berry (2007) believed that the evaluation system should be designed and staffed in such a way that it will instill confidence in the teacher, and thus increase their receptivity to evaluation and experience personal growth from it.

One of the major problems with the current evaluation system that is in place is teacher's attitudes and opinions toward those systems. Many teachers feel that administrators do not possess sufficient knowledge of the teaching/learning process to make value judgments of classroom performance and to influence the professional growth as well as the employment status of teachers (Koehler, 2004). An example of this type of evaluation occurs when a principal is observing teachers in the regular classroom

compared to special education teachers. Methods used to evaluate teachers in the regular classroom could be totally ineffective in the special education scenario. This is because the principal many times does not have an adequate educational background in the field. Katims and Henderson (2004) stated that methods must be developed to benefit teachers in extraordinary instructional situations; however, creating a separate evaluation system for a relatively small group of selected teachers should be avoided.

Reavis (2005) concluded a mechanical process of evaluating teachers would not achieve the change in the supervisor/teacher relationship that is needed. Carey (2005) believed that evaluation means to determine "quality or value" of teacher performance, and he agreed that without careful thought and effort the evaluation process is not worthwhile. Many times a principal goes through the evaluation process in motion only is because he or she does perceive the evaluation to be adequate. Many teachers feel the process to be mechanical because of the small numbre of visits as well as the short length of time they were being observed. Kauchak et al. (1994) concluded after interviews with 60 teachers that teachers believe that principals really do not know how to complete the evaluation process, thus resulting in attitudes that the entire process has no value. In one study of factors that can affect a principal's performance assessment of teaching, female elementary principals had extensive experience teaching elementary students, while only one male elementary principal had taught at the elementary level (Thomson, 1989). Blumberg and Jonas (2007) summarized in their study that what makes an effective evaluation was the perception of the teachers that supervisors were genuine in their relationships with teachers. They stress the fact that many of the teachers felt that the

principal simply didn't go through the motions of evaluation and that they were really attending to their needs as professionals.

Professionally self-assured teachers seem to be the most receptive group to evaluation. They also have a high level of flexibility and creativity, and a supply of energy for their jobs. They also believe that by assisting their students in this manner, the student will achieve the desired results. Haberman (2003) suggested the following:

> Teachers who feel they can make a difference in the lives of their students approach their work differently from those who believe factors beyond their control influence student achievement. Teachers' perception of their efficacy is a critical dimension of urban teaching. (p.22)

This type of teacher us usually free of biases and negative attitudes toward the evaluation process and is receptive to any comments made by the principal that can improve the teaching process. With this type of teacher it is important that they are helped in coming up with new ideas during evaluation because they will put it to effective use in the classroom to help their students and their learning. Many times teachers like this will have an array of new ideas they would like to implement. When this is the case it is important that the principal be open and receptive to any idea that will be presented. When a teacher is receptive to using evaluation for self-growth and development, the supervisor should help that teacher and by doing so, improve education for students under their care.

Goals of the Evaluation Process

Goals for teacher evaluation give direction and purpose to the process. District leaders whose evaluation systems are viewed as effective have usually stated what is

important to them and stayed consistent. Nottingham and Dawson (1987) stated that there are at least three basic purposes for the supervisor-evaluation process. They are staff development, school improvement, and personnel decisions. They elaborate further by listing the following specific functions of teacher evaluation:

1. To improve teaching through the identification of ways to change teaching systems, teaching environments, or teaching behaviors.
2. To supply information that will lead to the modification of assignments, such as placements in other positions, promotions, and termination's.
3. To protect students from incompetence, and teachers from unprofessional administrators.
4. To reward superior performance.
5. To validate the school's teacher selection process.
6. To provide a basis for teachers' career planning and professional development.

The committee, which developed the PBTE process in Missouri, adopted a Statement of Philosophy that emphasized the improvement of instruction as the key goal of performance based instruction (Carey, 2005). Carey (2005) suggests that once the purposes have been established, they must be clearly stated in writing and well known to the evaluators and to those who are being evaluated.

There are two categories of evaluation: a formative and summative phase. The formative process primarily focuses on classroom observations followed by a feedback conference. The summative phase of the evaluation process is a composite of information obtained through formative observations and serves as the basis for yearly

administrative decision-making. Formative evaluation helps teachers improve their performance by providing data, judgments, and suggestions that have implication for what to teach and how. In Missouri's PBTE model, the formative phase is an ongoing observation and supervision function and is designed to improve teacher performance (Carey, 2005).

The method is synonymous with the term clinical supervision and is formally defined as "supervision focused upon the improvement of instruction by means of systematic cycles of planning, observation, and intensive intellectual analysis of actual teaching performances in the interest of rational modification" (Reavis, 2005). Under the clinical supervision model, the teacher and evaluator discuss the teacher's personal concerns, needs, and aspirations during the planning conference. New techniques are also explored to improve instruction.

The formative evaluation components vary but primarily focus on three cycles: planning conference, classroom observation, and feedback conference. In a performance-based model of evaluation, the purpose of the planning conference is for the evaluator and teacher to discuss what the teacher has in mind for a selected class period (Peterson, 2004). During the observational phase, the evaluator takes notes of what the teacher says and does, how students react, and what actually occurred in the classroom. The advocates of clinical supervision propose that the evaluator describe in writing as many verbal exchanges as possible during the observation which become the basis for the post-conference discussions (DeRoche, 1987).

The final phase consists of a follow-up conference between the evaluator and the teacher to discuss the observation. Under the clinical supervision model, the supervisor

encourages the teacher to make inferences about his or her teaching effectiveness. In the Missouri PBTE model, this cycle is called the Post-Observation Conference. Guidelines state that the teacher and evaluation should discuss strengths and weaknesses and job targets for improving teacher performance as necessary.

The second type of evaluation, the summative phase, focuses on summary decision making about teachers. Sportsman (1988) described summative evaluation as "the general state of a teacher's performance at the end of the year" DeRoche (1987) more specifically describes this process as a means by which administrators determine retention and tenure, hiring and firing, promotion or reassignment. Methods vary, but generally the principal and his/her assistant visit the teacher's classroom several times, using a district scale or instrument, for the purpose of making personnel decisions. He continues by saying that the summative evaluation has as its purpose the elimination of incompetent teachers.

Stanley and Popham (1988) discussed the problems with the summative evaluation process. They caution districts that if teachers are to be summatively evaluated, they must be evaluated on the basis of some reasonable evidence. They feel that any district-level one or two evaluation schemes, is fundamentally flawed.

Meyer (1977) believed that there are multiple goals of teacher evaluation, and agrees that most often they are described as formative or summative in nature. He believes that formative evaluation consists of evaluation practices meant to shape, form, or improve teachers' performances. Clinical supervisors observe teachers, collect data on teaching behavior, organize these data, and share the results in conferences with the teachers observed. The supervisors' intent is to help teachers improve their practice. In

contrast, summative evaluation, as the term implies, has as its aim the development and use of data to inform summary judgments of teachers. A principal observes teachers in action, works with them on committees, examines their student' work, talks with parents, and the like. These actions, aimed at least in part at obtaining evaluative information about teachers' work, inform the principal's decision to recommend teachers either for extension of contract or for termination of employment. Decisions about initial licensure, hiring, promoting, rewarding, and terminating are examples of the class of summative evaluation decisions. The goals of summative and formative evaluation may not be so different as they appear at first glance. If an evaluator is examining teachers collectively in a school system, some summary judgments of individuals might be considered formative in terms of improving the teaching staff as a whole. For instance, the summative decision to add a single strong teacher to a group of other strong teachers results in improving the capacity and value of the whole staff (Scriven, 2001).

There are many ways that individual performance and group performance affect discussions of merit and worth. Merit deals with how a single teacher measures up on some scale of desirable characteristics. Does the person exhibit motivating behavior in the classroom? Do they take advantage of opportunities to continue professional development? Do the students do well on standardized achievement tests? If the answers to these types of questions are "yes", then the teacher might be said to be meritorious (Honowar, 2008).

The example of the meritorious teacher suggests yet another important distinction in processes of evaluating teachers: the difference between domain-referenced and norm-referenced teacher evaluation. When individual teachers are compared to a set of

externally derived, publicly expressed standards, as in the case of merit decisions, the process is one of domain-referenced evaluation. What counts is how the teacher compares to the benchmarks of success identified in a particular domain of professional behavior. In contrast, norm-referenced teacher evaluation consists of grouping teachers' scores on a given set of measures and describing these scores in relation to one another. What is the mean score of the group? What is the range or standard deviation of the scores? What is the shape of the distribution of the scores? The questions come from a norm-referenced perspective, one often adopted in initial certification or licensure (Norcini, 2007).

The work of John Meyer and Brian Rowan suggests that there are yet other goals driving the structure and function of teacher evaluation systems. If school leaders intend to maintain public confidence and support, they must behave in ways that assure the public that they are professional and legitimate within their respective position. Schools should be innovative and proactive to continue to improve, but if school leaders move too quickly, they are subject to scrutiny and many times, the wrath of the school community. When they incorporate acceptable ideas, schools protect themselves. The idea that teachers must be held accountable, or in some way evaluated, is an easy thing to sell to the public, and thus one that enhances the school district or school leaders reputation as an educational trailblazer (Koehler, 2004).

Various models and combinations of models exist to evaluate the teaching staff. Approximately 65 percent of the school districts in the United States use a "common law" model of evaluation. According to Beerens (2004) standard characteristics include high supervisor-low teacher involvement, evaluation synonymous with observation,

similar procedures for evaluating both tenured and non-tenured teachers, a major emphasis on summative evaluation, a standard set of criteria, and the format of comparative judgments to be make between and among people.

Popham (1988) advocated a process he terms Judgment-Based teacher Evaluation (J-BTE). He stresses that the evaluators must be trained and certified in order to make defensible judgments regarding teacher's instructional competence. J-BTE also requires that multiple sources of evidence be considered in the context of a teacher's instructional situation. These sources can be derived form observations of classroom performance, administrative ratings of the teacher's instructional skill, reviews of teacher-prepared materials, and evidence of student growth. A team of evaluators will gather data or observe the teacher in action. This team uses the data sources to reach a pooled judgment regarding the teacher's instructional skill.

The contract plan approach to evaluation is a process in which the teacher and the evaluator cooperatively work through the following steps:

1. Teacher performance is reviewed
2. Priority areas for improvement are identified.
3. An improved plan containing performance objectives is developed for each priority area.
4. The improvement plan is implemented and monitored.
5. The impact of the improvement plan on teacher performance is evaluated (Iwanicki, 2003).

Through this approach, teachers develop performance objectives, which serve as the basis for their evaluation. They are evaluated not only on their performance as it

relates to the responsibilities stated in their job description. Contract plans can be implemented in a manner similar to the management by objectives or clinical supervision models, depending on how the performance objectives are determined.

Teacher evaluation has been an important topic in American education for years due to the national reports on the quality of education. Donaldson (2003) believed that finding the most effective methods for use in evaluating teacher performance was a very important key in this process. He reasoned that since public money was used in education, the public demanded the continuous verification of teacher accountability.

Oldham (1995) pointed out that there were two reasons for teacher evaluations. He suggested that teachers wanted a fair and objective evaluation system and that the public wanted to ensure that their tax money was being properly used. He went on to say that the school administrator was the man in the middle of both the teachers and the public. He further thought that the first step in creating a teacher evaluation system was to define teacher evaluation as it would be used within that district. Although he stated that some of the teachers, not the majority, felt that evaluation could be used against them, most just wanted an evaluation instrument that was fair and thorough.

However, Conley and Dixon (2003) claimed that it was not necessary to develop a universal evaluation instrument. They noted that the best instrument for a district would depend on the needs and purposes for teaching evaluation within that district. Peer evaluation was advocated as the best approach in many circumstances. They stipulated that the more the teacher was involved with the evaluation process, the more reliable the process would be. The authors also felt that there were two main purposes for teacher evaluation: Improvement of staff development and instruction. They also contended that

the evaluation instrument would be more reliable if teachers were observed frequently and discussed their observations with the evaluator regularly.

Koehler (2004) pointed out that there were several evaluation techniques which teachers deemed appropriate. In his study 88 percent of the teachers advocated the use of self-assessment, 85 percent agreed with administrative observation, 73 to 75 percent noted that peer evaluations were important, and 52 to 79 percent remarked that student input should be considered.

Millman (1981) stated that teachers should be evaluated because they have the opportunity to influence so many lives. It was indicated that there were two major roles to teacher evaluation. These roles were for formative and summative evaluation. The author recommended that a variety of recording techniques be utilized as long as these were fair, accurate, legal, efficient, and credible, although, “more is not always better”. Millman (1981) exhorted that the evaluation process was a very important part of the educational system and should be given more attention. He mentioned that the main purpose of teacher evaluation was for the improvement of instruction. It was indicated that peer evaluation, classroom observation, student involvement, student achievement, and self-evaluation should all be considered in the evaluation of teachers. In the self-evaluation process he alleged that the following five items be utilized: self ratings forms, self reports, self study materials, observation of colleague’s teaching, and videotape feedback of one’s own teaching. Millman (1981) also felt there were three factors that made the evaluation of teachers important. These three factors were the changing needs of those taught, the amount of knowledge the teacher possessed, and the increase of

socioeconomic factors and its influence on education. The procedures in self-evaluation are as follows:

1. Developing and answering questions that will assist the teacher in gaining an overall picture of his weaknesses, therefore allowing him to plan strategies for further professional growth.
2. Having the teacher list his or her strengths and weaknesses that were encountered after each teaching session.
3. Checking student achievement of current and prior students.
4. Allowing teachers time to work with colleagues to discuss teacher evaluation and develop a teacher evaluation instrument or questionnaire.
5. Video or audio tape classes for the teacher to analyze their own teaching.
6. Allow students to evaluate the class.
7. Hold conferences with students from different ability levels.

Root and Overly (2003) suggested that the evaluation instrument should be used not only in the evaluation of teachers but also in measuring the entire school program to see what goals the school system as a whole had attained. They believed that each district should have an evaluation system and list different purposes including teacher motivation and teacher success within the teaching profession.

Reavis (2005) believed in the necessity of evaluation based on moral responsibility. He proposed that an evaluation system be developed as a result of rational analysis on the definition and acceptance of evaluation processes. Reavis defined

evaluation as a ranking or grading according to how well the teacher fulfills a set standard. He also warned that the evaluation should include developing a set of competencies, specifying a class of comparison, defining those competencies, and noting to what degree the behavior meets the set standard. Although there are many approaches to use when evaluating teacher performance, a model should be established, and the evaluation instrument formed by the various mentioned factors. Reavis continued by saying that the teacher who has an open mind and is the most receptive to ideas and suggestions is one that will benefit the most from being evaluated. Since teaching is a profession that deals with individuals, instruction will continue to be tested and changed, but never mastered (Millman, 1981).

Goals for teacher evaluation give direction and purpose to the process. Districts whose evaluation systems are viewed as successful and effective have developed and maintained congruence between what has been decided that the system should be and the requirements that have been made a part of the system. Organizational goals should only be set when a problem is so sever or of such a recurring nature that instruction is significantly impaired. Teacher created goals that involve program matters would have low priority in most evaluation systems. Most systems contain teacher goals since they offer the best chance for more personal involvement on the part of the teacher since they focus specifically on the teacher's behavior rather than on curriculum matters or on student behavior (Donaldson, Jr., 2003).

Thorough training is an absolute necessity for the implementation of effective teacher-evaluation systems. Those using a supervision model or an evaluation instrument must be skilled in gathering objective data that supports supervisory or evaluation

conferences. Peterson (2004) stated that competent evaluators must demonstrate expertise in two key areas if they are going to conduct valid evaluations. They must possess knowledge of research-based and cause-effect relationships between teaching and learning. They also need to be able to script an episode of teaching by recording objective data. After analyzing the script, the evaluator then puts the information to use in generating an appropriate conference.

Carey (2005) believed the operation of public schools is a responsibility reserved to states. Most states have a law or administrative regulation mandating the evaluation of teachers. These mandates are designed to protect the public from incompetent and unethical educational practice and preserve the due process rights of the teachers. Due process in relation to teacher evaluation means that the criteria must be legitimate, the individual must be informed of their short comings, be given sufficient opportunity to correct them, and must be provided with adequate supervision to do so (Carey, 2005). These four conditions are professionally sound although they may not be legally required. Carey recommended that due process should be followed in the evaluation of all staff, non-tenured as well as tenured; whenever it appears that the evaluation may result in an adverse decision.

Violations of procedural due process become evident:

1. When an evaluator recommends dismissal of a teacher without directly observing the teacher.
2. When evaluations are not documented properly.
3. When directions for making change are ambiguous and are not in writing.

4. When there is inadequate time and assistance provided the teacher to make improvements.
5. When evaluators fail to check the degree to which the teacher has been able to change (Jackson, 1996).

Evaluation Models

According to Ronald T. C. Boyd of the American Institute for Research, a teacher evaluation system should give useful feedback on classroom needs, the opportunity to learn new teaching techniques, and counsel from principals and other teachers on how to make changes in their classrooms. He suggested that specific standards and procedures must be developed before the evaluation process can begin. He believed that the standards should relate to important teaching skills, be objective as possible, be clearly communicated to the teacher before the evaluation begins, and be reviewed after the evaluation is over. This evaluation should also be linked to the teacher's professional development. He also suggested that the evaluator should review multiple teaching skills to collect their data. In this way, a more complete picture of the teacher as a whole will be acquired instead of only a glimpse of one or two skills. The evaluator should observe the teacher in the classroom in a variety of activities during multiple sessions. He or she should also review the teacher's lesson plans and records such as scores on classroom tests and documentation of skills covered in the lesson and how they are to be assessed. Boyd also suggests that in order to foster teacher growth, administrators should consider implementing an evaluation plan that includes self-evaluation by the teacher, peer evaluation by fellow teachers, and even student evaluation (Boyd, 2005).

After each evaluation there should be a post-observation conference. During this conference, the evaluator shares with the teacher what they saw in observation. It is important that the evaluator be open and honest with the teacher and gives the feedback in a positive manner. It is also important that the evaluator share ideas and suggestions to make the activity better, rather than simply telling the teacher to improve it. (Improving Teacher Evaluations).

Mr. Boyd also suggested linking evaluation with professional development. This can be done in a variety of ways. If the teacher has an area of significant concern, then the evaluator could help him or her write a goal for their professional development plan and create a plan of action to improve that area. If the evaluator sees that a teacher is struggling in an area and another teacher is doing quite well in that area, the evaluator can suggest mentoring or peer coaching. (Improving Teacher Evaluations). Lastly, if several teachers are struggling with the same issue, then a school wide professional development activity on that subject might be in order.

A system that uses many of the principles set forth by Mr. Boyd is the Professional Growth System. The Montgomery County Public Schools (MCPS) in Maryland implemented the Professional Growth System to better evaluate their teachers and to provide training to help their teachers improve in areas as needed. The professional growth system was designed to replace the standard “one-size fits all” teacher evaluations with a system that would differentiate among teachers who are excellent, those who meet MCPS standards, and those who are marginal or ineffective (Education World). The district hired consultants from Research for Better Teaching in Acton, Massachusetts to work with the district teachers’ union and administration

association to develop the new program. Teachers who are new to the district or have been found to be under performing are assigned to work with consulting teachers who have experience teaching and knowledge of peer coaching. The consulting teachers work with their assigned teachers to help them practice skills and evaluate themselves to improve their teaching abilities. If the teacher shows improvement and the consulting teacher is able to give evidence to this improvement, then the teacher is retained. If after one year the teacher has not shown improvement, he or she is dismissed. The documentation collected by the consulting teacher is submitted to a twelve-member peer assistance and review panel that consists of an equal number of administrators and teachers. This panel makes a recommendation to the superintendent on whether the teacher should be retained or dismissed. (Education World).

According to the third year evaluation report submitted to the Office of Staff Development at MCPS in June of 2004, the Professional Growth System is generating substantial changes in teaching methods. Teachers are planning better lessons with emphasis on what students will earn, along with diversity in their teaching methods and activities to reach all learners in their classrooms. They are also self-evaluating their own teaching styles, strengths, and weaknesses more on a routine basis. The administrators feel that the program has helped them to be more effective and the teachers feel the evaluation process component is highly effective. .

Manning (1988) stated that using teachers as evaluators is an extremely effective method and that the use of peers as evaluators can help transform the evaluation process into a school improvement procedure. When peer evaluation has been used, there has generally been increased morale and communication of staff. The entire process is

generally deemed beneficial to all, as teachers pick up good teaching techniques from others that would normally be lost. There has to be significant trust among peers for this to be successful. Peer coaching can promote professional growth but must be separated from a summative evaluation (Bodenhausen, 1990). Another contributing factor to the success of a peer evaluation program is the fact that many principals do not have the time to adequately evaluate teachers because of the numerous other duties they are required to do. Since teachers naturally turn to each other for help more often than to a supervisor, and since supervision is concerned primarily with improving instruction and not with contract renewal, teachers helping teachers can become an excellent system to make sure direct assistance is always available for every staff member. Another advantage to this is that when teachers reach proficiency in the formal evaluation role, more time is made available to the principal to oversee the total operation of evaluation. Donaldson (1993) believes that if principals and teacher leaders are to help staff make these significant shifts, they too, face personal and professional challenges and must ask if they are willing to cede both authority and responsibility to others.

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teacher, and thus increase his or her receptivity to evaluation and experience personal growth from it.

The Missouri Department of Elementary and Secondary Education (1999) developed the "Guidelines for Performance-Based Teacher Evaluation." "While the starting point is evaluation, the intent of the document is to help all of us move beyond the concerns and competency and to focus on the more desirable goal of continual improvement and professional development so that we can ensure the academic success of each child who enters our schools today, tomorrow, and into the 21st century" (Guidelines for Performance-Based Teacher Evaluation, DESE 1999). The Missouri system includes both evaluation of the teacher and professional development components. Its standards align to the standards that are to be taught to the students and give evaluation procedures that are clearly stated. Lastly, it defines a collaborative process for the learning community that shepherds administrators and teachers into collaboration. The Missouri system requires that teachers monitor and evaluate themselves, collecting data to share with their administrator. Of administrators, it requires that they collect data from the teachers and also observe them in the classroom through planned and unplanned observations. For new teachers, the system requires that administrators conduct several observations by "dropping-in" unannounced. One of the key components of the Missouri system is the observation conference. This component comes in two forms, the pre-observation conference and the post-observation conference. The idea of the pre-observation conference is for the teacher and the administrator to discuss the upcoming observation, and review what the administrator will see in the classroom. The teacher or administrator can address specific areas that they would like to

have evaluated at that observation. The post-observation conference allows the teacher and the administrator to discuss what occurred during the observation. Discussion can include strengths or weaknesses, situations that were unclear, suggestions of how to improve or change strategies, and ideas for professional development. The idea is that the entire process will encourage growth in the teacher ("Guidelines," 1999).

Missouri is one of many states are working to find performance-based assessments that will directly assess a teacher's effectiveness. While some decry that this is "simple-minded" and "would only be valid if all children were exactly alike in intellectual ability, maturity, personality, emotional stability, cultural background, economic circumstances, parental support, fluency in English, exposure to television and all other factors that affect their achievement in school and over which teachers have no control" (Neal, 2006). While not perfect, the plan has enough merit that many states are proceeding forward with this type of evaluation system. In Tennessee, teachers are provided with recommendations for professional development based on longitudinal measures of their impact on individual students. In Texas, one-eighth of a teacher's yearly evaluation is based on school wide performance on the state mandated tests. The state of Colorado requires districts to use data about student performance in the evaluation of teachers, but allows each district to determine how to implement this requirement. There is much concern over whether standardized tests are the best instrument to measure student achievement, and how much a teacher can be held accountable for a student's progress when there are so many outside factors that are out of the teacher's control. It is suggested that if results from standardized testing are to be

used to evaluate teachers, then the evaluators should be looking for patterns in performance, not just one class or one year of low scores (Honowar, 2008).

Many educators are debating whether the National Board for Professional Teaching Standards (NBPTS) should take the place of teacher evaluation. Does a teacher who has gained NBPTS certification and is at the "top" of their field need to be evaluated? The National Board for Professional Teaching Standards sets forth five core propositions:

1. Teachers are committed to students and learning.
2. Teachers know the subjects they teach and how to teach those subjects to students.
3. Teachers are responsible for managing and monitoring student learning.
4. Teachers think systematically about their practice and learn from experience.
5. Teachers are members of learning communities.

The NBPTS reports having awarded NBPTS certification to over 55,000 teachers since the program began in 1987. Goldhaber (2004) conducted a study of the relationship between teacher effectiveness and NBPTS certification. He found that teachers who had NBPTS certification were better teachers than non-certified teachers. Surprisingly, he found that those teachers who were pursuing NBPTS certification had better results in the classroom while they were pursuing the certification than they did after they had received it. He concluded that more could be assessed about a teacher through the NBPTS certification process, but that once certification was acquired it was no longer as meaningful as an assessment tool.

Portfolio assessment is another option that has been proposed for teacher assessment. Simply put, portfolios are collections of work produced by the individual teacher (Woolfolk, 2007). The idea of portfolio assessment has not been widely accepted as a method of teacher assessment, though it is often found in use in partnership with a standardized assessment of some kind. It is widely used for assessment in teacher preparation programs around the country, and some states are now requiring teacher portfolios for advanced levels of teacher certification. What is contained in the portfolio is widely varied and can be determined by the teacher or by the assessor. Examples of what portfolios may contain include samples of lesson plans and reflections or observations of those lessons, documentation of professional development, or pictures of class projects and bulletin boards. The main concept behind the portfolio is to demonstrate growth and personal reflection on the individual's own teaching experiences.

A fast growing form of assessment currently used today in many classrooms is the "walk-through" assessment using either a pre-printed form or electronic device to record the happenings of a classroom for a limited amount of time, usually from five to fifteen minutes (Toch, 2008). The results are given to the teacher and are used for them to evaluate what areas of improvement are needed. The Department of Elementary and Secondary Education has indicated that five walk through evaluations shall count as one regular formative evaluation. This type of evaluation will allow administrators to go quickly from room to room and actually see what kinds of climate and interactions are happening between the teachers and their students.

Strengths and Limitations of Evaluation Tools

Expert guidance often suggested the review of teachers' lesson plans as one evaluation method. Lesson plans are a window into a teacher's preparation to deliver content, scaffold the development of student skills, and manage the classroom-learning environment. While some districts use rubrics to evaluate lesson plans (Bangert, 2001), the REL Midwest study found that less than 4 percent of the 140 districts that submitted policies required lesson plans to be used as part of a teacher's evaluation (Brandt, 2007).

The strength of the lesson plan in evaluation stems from the correlation of student learning and the level of planning used to drive instruction. Lesson plans are more likely to be related in a positive manner to student outcomes when they are able to:

1. Link student learning objectives with teaching activities.
2. Describe teaching practices to maintain students' attention.
3. Align student learning objectives with the district and state standards, and
4. Accommodate students with special needs (Stronge, 2007).

It is important to remember that a lesson plan is only a plan and may from time to time have to be adjusted. The frequency of the adjustments that a teacher makes in the implementation of the plan in the classroom cannot be evaluated solely from the lesson-plan scoring rubric.

The classroom observation is the most commonly used tool for evaluating teachers. While most teachers are able to craft high-quality lesson plans, it is equally as important to observe classroom implementation. In a recent study on teacher evaluation policies, 29% of those districts surveyed required evaluation, including formal observation (Brandt, 2007). The difference in the use of lesson plans and classroom

observations suggests that evaluators seldom link planning to practice. Without the lesson plans, the evaluators may be missing key information. For example, if student accommodations were needed for the lesson, it would be difficult for the evaluator to know if these accommodations are implemented appropriately without the lesson plan.

A strength of classroom observations is that they capture information about teachers' instructional practices (Mujis, 2006). Observations can be used in formative and summative evaluations. When used in formative evaluations, the observation can track a teacher's growth and suggest need for professional development; the results of which can then be assessed in subsequent observations. The limitations in this type of evaluation is that poorly trained observers and inconsistent, brief observations can create biased results (Shannon, 1991). Research suggested that when observations occur more frequently, their reliability improves (Denner, Miller, Newsome, & Birdsong, 2002), and similarly, when observations are longer, their validity improves (Cronin & Capie, 1986).

Reflection is a process in which teachers analyze their own instruction retrospectively. It can occur in a variety of ways such as professional conversations with other teachers during grade or subject area meetings, pre-observation and post observation meetings, development of a portfolio, or in an individual professional development plan. According to Brandt (2007), only two percent of districts required evaluations to determine how teachers use self-reflection to respond to student needs. Requiring reflection as part of an evaluation process may encourage teachers to continue to learn and grow throughout their careers. To encourage reflections, some evaluation systems include videotaping teachers in the classroom. The videotaped class sessions may be rated as classroom observations, but these videotapes also allow teachers to

review their performance so they can reflect and engage in in-depth conversations with their evaluators about the behaviors and practices observed. The limitations of reflection are that it requires both time and a cultural norm that supports this type of evaluation practice at a school or district. When reflection is not typically used for evaluative purposes, making the time for teachers to engage in this practice is a low priority for administrators (Peterson & Comeaux, 1990).

Portfolio assessments tend to comprise several pieces of evidence of teacher classroom performance, including lesson or unit plans, a video of classroom teaching, reflection and self-analysis of teaching practices, examples of student work. And examples of teacher feedback given to students. Portfolios are required in some states and districts, but are less common than classroom observations. In the REL Midwest study, only 13 out of 140 districts (9 percent) required portfolio assessments as part of their teacher evaluation system (Brandt, 2007).

The strengths of portfolios include enabling teachers to reflect on their own practice, allowing evaluators to identify teachers' instructional strengths and weaknesses, and encouraging ongoing professional growth (Attinello, Lare, & Source, 2006). Portfolios are useful evaluation tools because they allow evaluators to review non-classroom aspects of instruction as well as provide teachers with opportunities to reflect on their teaching by reviewing documents contained in the portfolio. Portfolios also promote the active participation of teachers in the evaluation process (Attinello, 2006). The limitations of portfolios is that existing research has raised questions about whether portfolios accurately reflect what occurs in classrooms and whether the process of developing a portfolio and being evaluated through that process leads to improvements in

teaching practices. The necessary time to develop and review a portfolio is another frequently cited concern (Tucker, 2004).

In addition to, or in place of, direct evaluations of teachers' characteristics and behaviors, some evaluation systems used standardized student test scores to assess the teacher's contributions to student learning. To isolate the effects of a teacher on student learning, such systems used statistical techniques and models to analyze changes in standardized test scores from one year to the next. Some examples of statistical models included the use of proficiency standards for measuring adequate yearly progress (AYP) of various student subgroups, the increased use of value-added models, and the application of growth models that measure changes in student performance over time. Although districts throughout the United States used these techniques, none of the 140 district policies collected as part of the REL Midwest study required student achievement data to be used as part of a teacher's evaluation (Brandt, 2007).

The strengths of the use of standardized test scores enables schools to measure the impact that instruction is having on student performance and builds on an existing investment in student testing. While the quality of state and local assessments differ widely, the items on a well-developed standardized student assessment have been tested for issues of fairness and appropriateness through the application of various statistical models. Therefore, schools have an opportunity to examine the relationship between changes in student achievement gains, teachers, and schools (Braun, 2005). The limitations in using standardized test scores are that they measure only a portion of the curriculum and teachers' effects on learning (Berry, 2007). Most statistical models are not able to differentiate which elements of teaching relate to positive student achievement

test outcomes. For example Teacher A consistently improves students' fifth grade reading scores; in sixth grade, however, the same group of students reading scores are stagnate or decline in Teacher B's class. What is Teacher A doing that consistently and positively improves students' reading scores? Or is it something about Teacher B's behavior or something in the context of this particular classroom that is constraining Teacher B's practice (Berry, 2007). Teachers' value-added effects on test scores are meaningful only in relation to one another, rather than to established teaching proficiency criteria (Braun, 2005).

Confounding comparisons is an issue with statistical models, such as those used for AYP. It could be that one year's cohort consists of less prepared students and the following year's cohort (same grade, different students) consists of more motivated and better prepared students. Either way, they are not the same students and the high performers will have less difficulty meeting proficiency standards than low-performing students. The largest limitation with value-added models is that many teachers who specialize in music, art, physical education, cannot be assessed using student test scores because not all are assigned a defined set of students in a classroom every year or in every subject.

An emerging view is that there may be alternative ways to measure the effect of instruction on student learning, including the analysis of student work samples (Mujis, 2006). This method is intended to provide a more insightful review of student learning results over time. Although district policies did not specify student work samples as part of the evaluation in the REL Midwest study, 22 districts' policies required that the

teacher evaluations contain components to gauge whether teachers examine their students' performance through measures such as assessment data (Brandt, 2007).

A strength of using student work samples as the basis for review of teacher practice was found in a study where a large discrepancy between students' standardized reading scores and their reading levels (Price, 1993). This result suggests that student work samples may help to better identify which elements of teaching relate more directly to increased student learning than standardized test scores. One drawback to using student work samples in evaluations is that reviewing these samples can be time-consuming. In addition, the review of student work samples, as a means of evaluating teacher effectiveness is more prone to issues of validity and reliability than are achievement test items that have been validated for similar comparisons across different students in different schools answering similar test items. To reduce subjectivity and address issues of reliability, experts should develop a research-informed scoring rubric that outlines criteria for rating student work samples. Those using the rubric should be trained so that the process is consistent and fair across all student sample evaluations (Donaldson, 2003).

Summary

According to research findings, incorporating the recommendations of assessment training into classroom practices may depend on more than merely possessing essential knowledge. Since they have completed a required course in educational assessment, along with extensive practice constructing and critiquing assessment methods, the teachers" failure to attend to issues of scoring consistency and content-related evidence of validity to assess pupil learning does not seem to be a result of a lack of knowledge. The

teachers may have classified recommended practices into discrete categories that were either dispensable or applicable. Perhaps the abstractness of reliability and validity makes certain practices seem nonessential to the assessment of pupil learning (Kimball, 2009).

The findings have important implications for teacher training programs. Factors that contribute to teachers' assessment decisions are difficult to identify because of the complex environment in which they must operate. Because evaluation of pupil learning is a major component of teaching responsibilities, teacher education must have a better understanding of teachers' attitudes, beliefs, behaviors, and environmental pressures as related to the practice and use of classroom assessment. Perhaps attitudes concerning the perceived legitimacy or usefulness of adhering to measurement principles when judging pupil learning contribute to whether such principles are practiced during student teaching (Boston, 2008).

Yet, personality factors, feelings about assessment competency, or demands of student teaching may also contribute to teachers’ assessment limitations. Research is needed to investigate the factors that contribute to the discrepancy between measurement instruction and its practical application among teachers. Studies addressing this recommendation are currently under way.

CHAPTER THREE

METHODS

INTRODUCTION

Given the stringent accountability that public schools face, it is imperative that educators have an evaluation system that will reflect as well as promote responsibility and accountability in our public schools. By examining the attitudes of educators regarding the value and outcome of the performance based process, the researcher can determine if it is a worthwhile process used to improve teaching; or simply a procedure that is required by the state of Missouri.

Research Questions

1. What perceptions exist among teachers toward formal evaluation?
2. What attitudes exist among teachers toward administrative competence in relation to PBTE?
3. Is teacher evaluation for the sole purpose of teacher renewal, or is it used to help teachers develop professionally as an educator?
4. What types of professional growth do educators experience through the performance based process and is this process on going within their school?
5. What attitudes do teachers have regarding the PBTE process in how it is used to made our public schools better?

Methodology

The design of the study will be qualititative in nature and will fall into the descriptive category. Educators in southwest Missouri were surveyed without intervention concerning their attitudes and opinions regarding the value and outcome of

the performance based teacher evaluation process. The survey method was chosen because of its relative ease to complete as well as requiring a minimal amount of time to measure attitudes and opinions of the educators surveyed.

Research Setting and Participants

The population surveyed was school administrators and teachers in southwest Missouri. A total of 100 surveys were distributed in person to various schools of different sizes in the Southwest Missouri area. Responses to the questionnaire were kept strictly confidential and all who participated in the survey were supplied with the compilation of the data and results of the survey questions. Participants represented a sampling of teachers and administrators of the schools in southwest Missouri with a varying degree of experience in education.

Data Collection Procedures and Instruments

The instrument used for this study was a survey designed by the researcher. It was used to measure attitudes held by educators toward the value and outcome of PBTE. The twenty items on the questionnaire pertained to the performance evaluation process. There were demographic questions that required circling a response. The remainder of the survey used the Likert scale with the participant circling the response that coincided most directly with his/her feelings about performance evaluation.

The survey questionnaire was hand delivered to a random sampling of educators in southwest Missouri. A letter of explanation was attached to the survey asking that all participants complete and return the survey by a stated deadline. All persons were assured total anonymity. Questions included on the survey gathered attitudes regarding

various events that affect teachers on a daily basis and are at the core of the performance based teacher evaluation process.

Analytic Procedures

The total number of frequency for each response per question determined analysis of the data. The total number of responses to the question figured percents. This consensus gave the researcher an idea of which area of evaluation was more important for the task indicated. Data was analyzed using different methods and graphical representation, including using the Statistical Package for the Social Services (SPSS). Information provided was descriptive statistics of the respondents to the questionnaire as well as a frequency distribution table to present the trend of the respondents.

Summary

It is probable that all teachers, no matter how many years of experience they have, harbor attitudes and opinions regarding the performance based teacher evaluation process in their respective districts. There are many variables that could cause these opinions to change as the teacher becomes more experienced in teaching and in the field of education.

The research questions used in this study were all related to different aspects of the evaluation process that would directly affect teachers on a daily basis within their respective classrooms. By selecting the types of questions chosen for the survey, it made the instrument valid in measuring the attitudes and opinions of the educators on topics that were directly involved in the evaluation process.

The study was limited to southwest Missouri in order to negate the variables that could come into play while doing a study such as this. By choosing individuals in a similar geographical area, the surveys should be more valid and consistent to the beliefs and attudes of educators in southwest Missouri.

The Likert scale was chosen to obtain attitudes and opinions of educators because of its relative ease to complete. By using this type of instrument, participants were able to convey attitudes and opinions without having to complete a written narrative or survey regarding the questions asked.

Data were analyzed using percentages of responses and placed in graphical representation in order to convey ease to the reader of the results. The descriptive statistics of the respondents along with a frequency table to present the answers and beliefs of the respondents easily show any trend that might occur in response to any of the questions that were on the survey.

CHAPTER FOUR

RESULTS AND ANALYSIS

INTRODUCTION

In this chapter, data were analyzed using different methods and graphical representation. The survey questionnaire (in appendix) was used as an instrument of data gathering to evaluate the attitudes and opinions of southwest Missouri educators regarding the Value and Outcome of the Performance Based Teacher Evaluation Process. The research questionnaire was based on the Likert scale (1= strongly disagree and 5= strongly agree), which asked the respondents their opinion about the outcome of the Performance Based Teacher Evaluation Process. The data were analyzed using the SPSS.

Descriptive Statistics

The descriptive statistics of the respondents to the questionnaire administered is shown in table 1. The mean responses are arranged in descending order to exhibit the attitudes of the teachers about the value and outcome of the performance based teacher evaluation process. The highest mean was calculated for the question about the importance of the subject knowledge in the evaluation process. The average score of 4.22 with a standard deviation value of .78599 shows that the teachers are in strong agreement about the importance of the subject matter knowledge in the evaluation process. The minimum value shows that there was no teacher who was in strong disagreement about the importance of subject matter knowledge in the evaluation process.

The second most important attribute is the advance information about the formal evaluation process. It was encouraging to see that the most teachers (mean score of 4.030

with a standard deviation of .79715) think that they are informed in advance about the occurrence of formal evaluation. The teachers were in also agreement to the questions:

1. “My school uses the evaluation form provided by DESE to complete the evaluation process.”
2. “Teachers should be formally evaluated .”
3. “The criteria used in evaluation is explained prior to evaluation.”
4. “Teachers and administrators usually have a trusting relationship.”
5. “Performance evaluation is an on-going process in your school.”
6. “Lesson plans are always discussed prior to evaluation at my school.”

The average scores also show disagreement to some of the questions. The teachers were in disagreement that the performance evaluation improves teaching performance (average score = 2.97). The average score also shows disagreement to the questions that professional goals are always discussed during the evaluation process; PBTE is effectively used to make better teachers for our public schools; “I experience professional growth through performance evaluation”; “Teacher evaluation is for the sole purpose of contract renewal”, and “experienced teachers should not be evaluated”.

Table 1

Descriptive Statistics

	N	Minimum	Maximum	Mean	Std. Deviation

Subject matter knowledge is important in the evaluation process.	100	2.00	5.00	4.2200	.78599
I am always informed in advance that a formal evaluation will occur.	100	2.00	5.00	4.0300	.79715
My school uses the evaluation form provided by DESE to complete the evaluation process.	100	3.00	5.00	3.9500	.59246
Teachers should be formally evaluated.	100	1.00	5.00	3.9200	.82487
The criteria used in evaluation is explained prior to evaluation	100	1.00	5.00	3.4800	1.02966
Teachers and administrators usually have a trusting relationship	100	1.00	5.00	3.4700	.92611

Administrators are competent to evaluate teaching performance	100	1.00	5.00	3.4600	1.01921
Performance evaluation is an on-going process in your school	100	1.00	5.00	3.4200	.98658
Lesson plans are always discussed prior to evaluation at my school.	100	1.00	5.00	3.3500	1.12254
Non-tenured teachers should be evaluated more than tenured teachers.	100	1.00	5.00	3.2000	1.18065
I feel comfortable with peer evaluation as part of the PBTE process	100	1.00	5.00	3.0900	1.08334
Performance evaluation improves teaching performance	100	1.00	5.00	2.9700	1.07736

Professional goals are always discussed during the evaluation process	100	1.00	5.00	2.8500	1.05768
PBTE is effectively used to make better teachers for our public schools	100	1.00	5.00	2.8100	1.01200
I experience professional growth through performance evaluation	100	1.00	5.00	2.7000	1.11464
Teacher evaluation is for the sole purpose of contract renewal	100	1.00	5.00	2.6100	1.12721
Experienced teachers should not be evaluated.	100	1.00	5.00	2.1600	.96106
Valid N (listwise)	100				

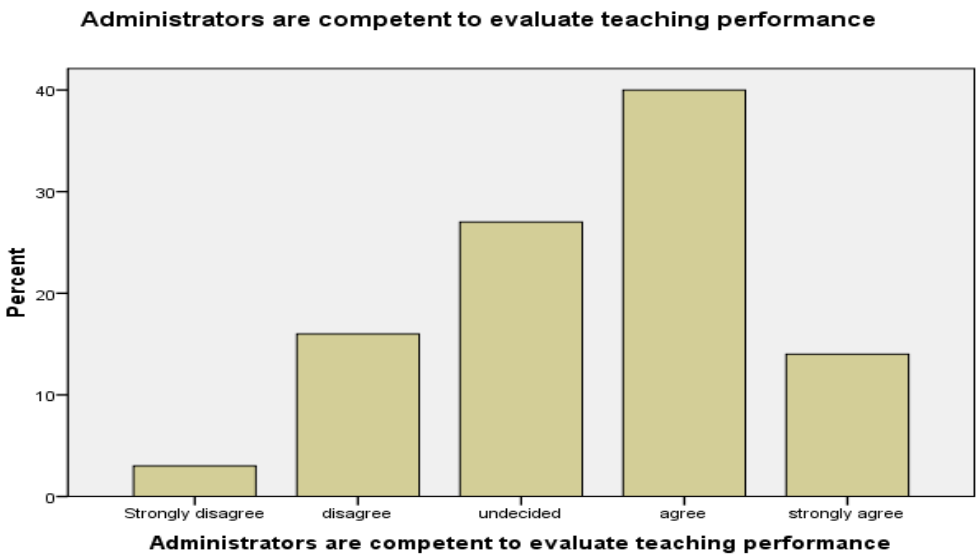
Frequency Distribution and Graphical Representation

In this section the responses to the questionairre are presented in graphic form. Frequency distribution tables are used to present the trend of the respondents.

Administrators are competent to evaluate teaching performance

In response to the question about the competence of the administrators to evaluate the teaching performance, 40% of the respondents agreed that their administrators were competent in evaluating the teaching performance. Twenty-seven percent of the respondents were undecided.

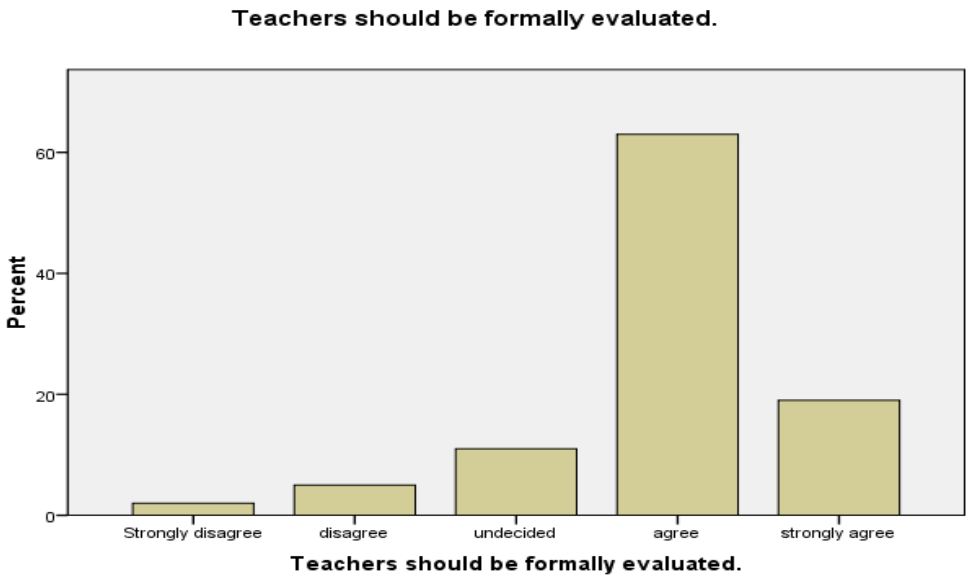
Table 2



Teachers should be formally evaluated

It can be seen from table 3 that the teachers strongly agree they should be formally evaluated. Sixty-three percent of the respondents agreed that the teachers should be formally evaluated in contrast to only 7% who were in disagreement. Eleven percent were undecided about the formal evaluation of the teachers.

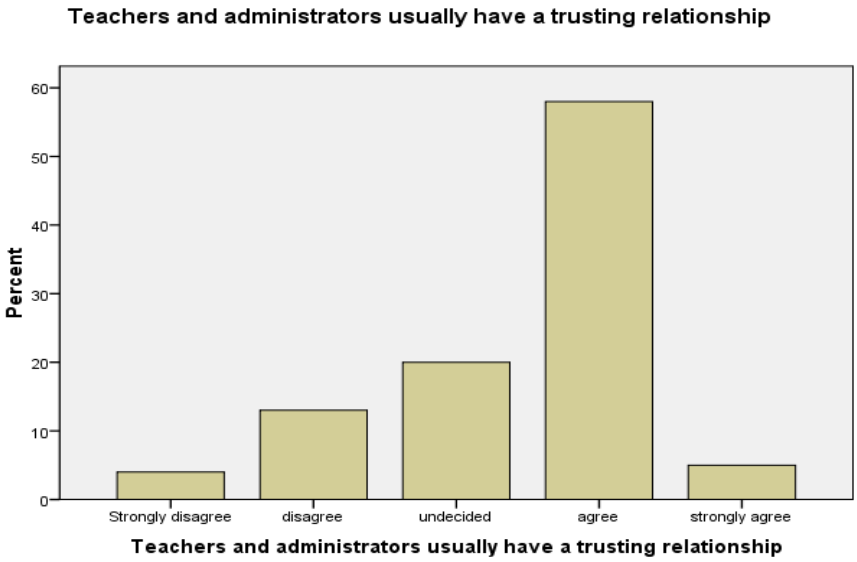
Table 3



Teachers and administrators usually have a trusting relationship

In view of the southwest Missouri educators, teachers and administrators usually have a trusting relationship. It can be seen from the table and graphical representation that the 58% were in agreement about the trusting relationship of teachers and administrators. Twenty percent were undecided while only seventeen percent disagreed with the statement.

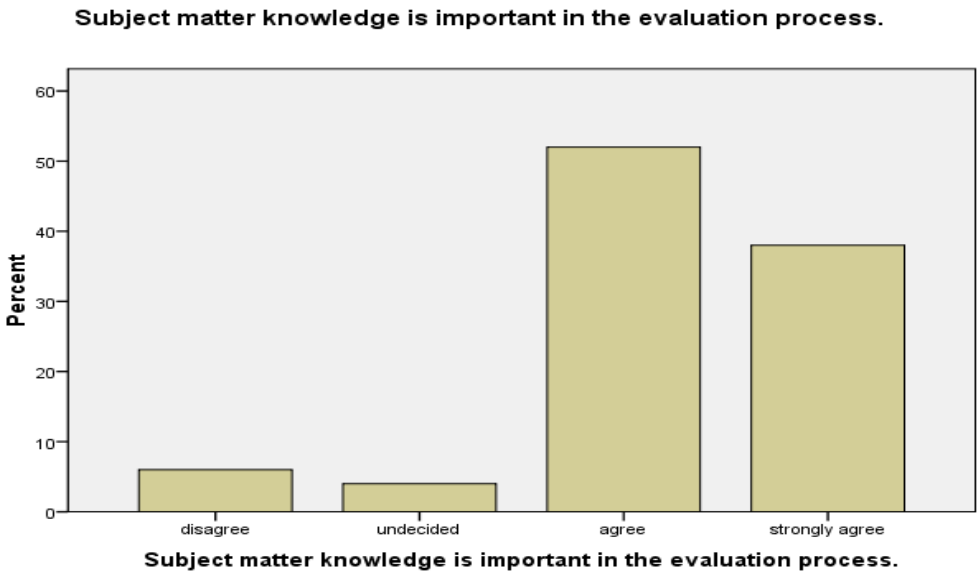
Table 4



Subject matter knowledge is important in the evaluation process

There was strong agreement with the question about the importance of the subject matter knowledge in the evaluation process. Ninety percent of the respondents either strongly agreed or agreed with the statement that subject matter knowledge is important in the teacher's evaluation process. Only six percent think that subject matter knowledge is unimportant in the evaluation process.

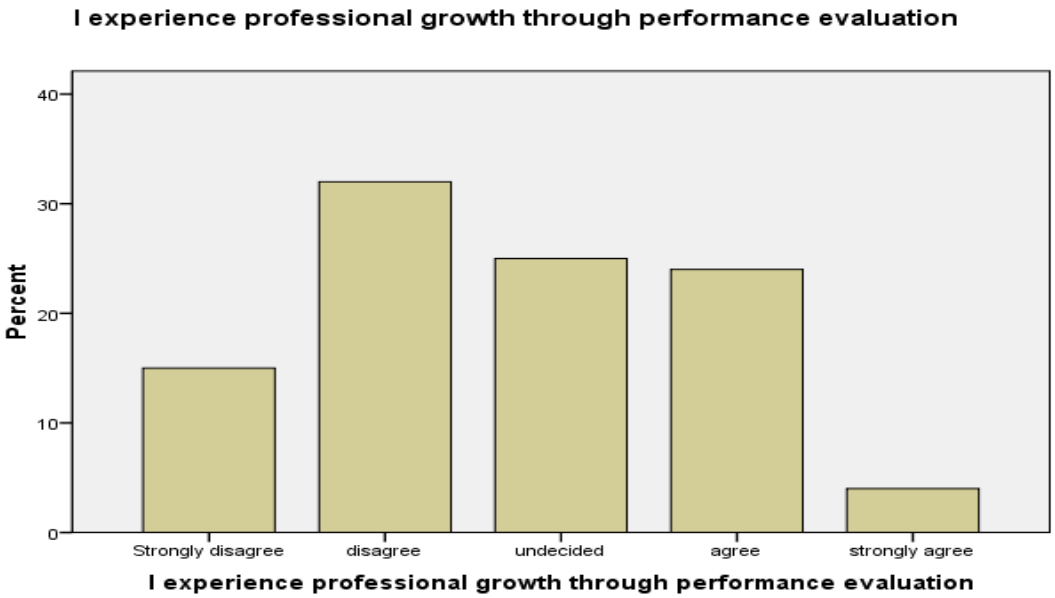
Table 5



I experience professional growth through performance evaluation

When asked about the professional growth of the teachers through performance evaluation, the majority of the teachers disagreed that they experience professional growth through the performance evaluation. Thirty-two percent disagreed to the statement while twenty five percent were undecided about the question. Twenty four percent agreed to the statement about the growth due to performance evaluation. It is interesting to see that previously, teachers agreed to the formal evaluation but in this statement they think that they don't experience professional growth through performance evaluation.

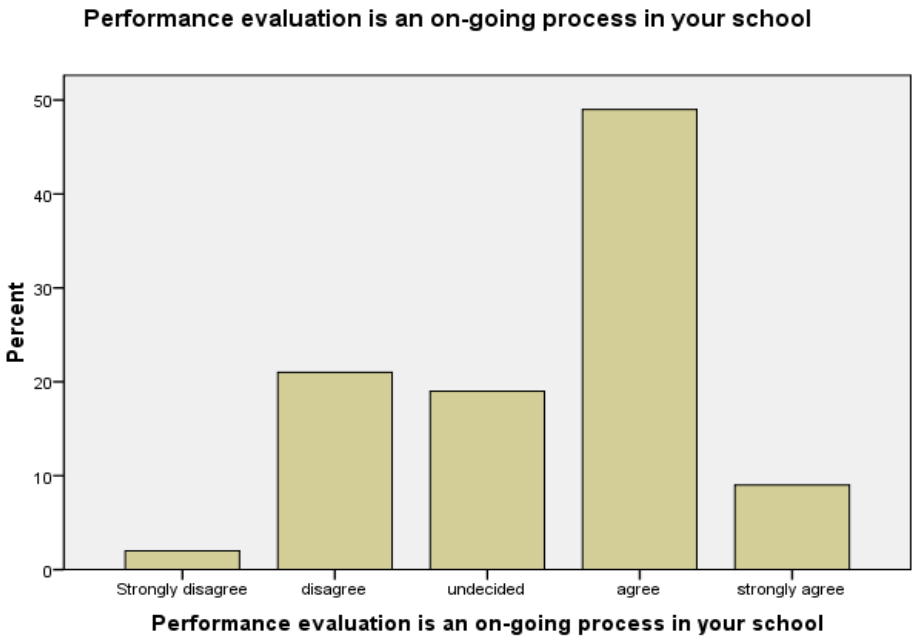
Table 6



Performance evaluation is an on-going process in your school

Forty-nine percent of the respondents agreed while 9% strongly agreed that the performance evaluation process is an ongoing process at their school. Twenty-one percent of the respondents did not think performance evaluation is an ongoing process in their school.

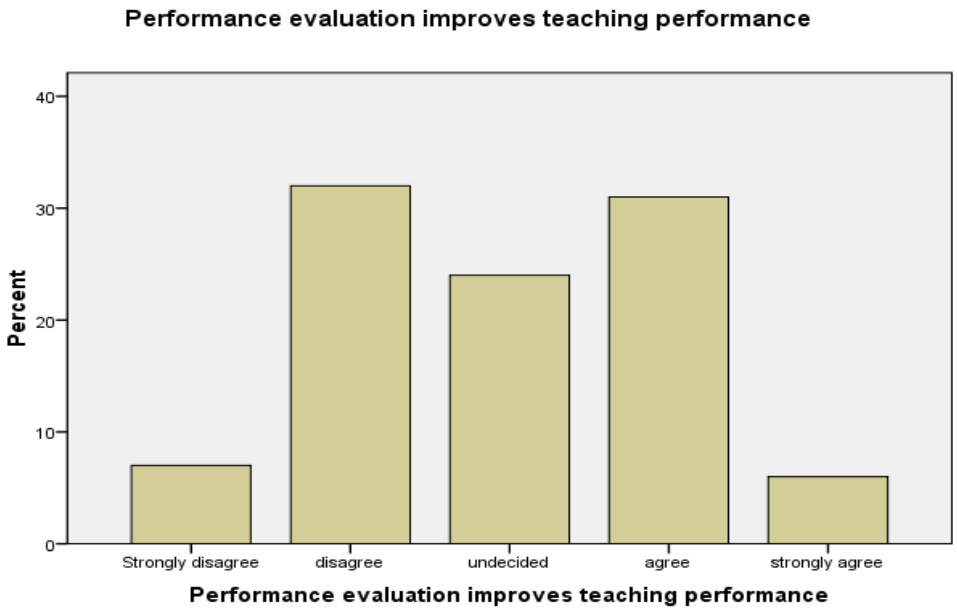
Table 7



Performance Evaluation Improves Teaching Performance.

Does the performance evaluation process improve the teaching performance? The responses to this question were indifferent. In response to this question, it was interesting to see that many of the teachers, 32%, disagreed that the performance evaluation improves teaching performance while 31% agreed that the performance evaluation improves teaching performance. Twenty-four percent of the respondents were also undecided about the question of improvement in the teaching performance due to performance evaluation.

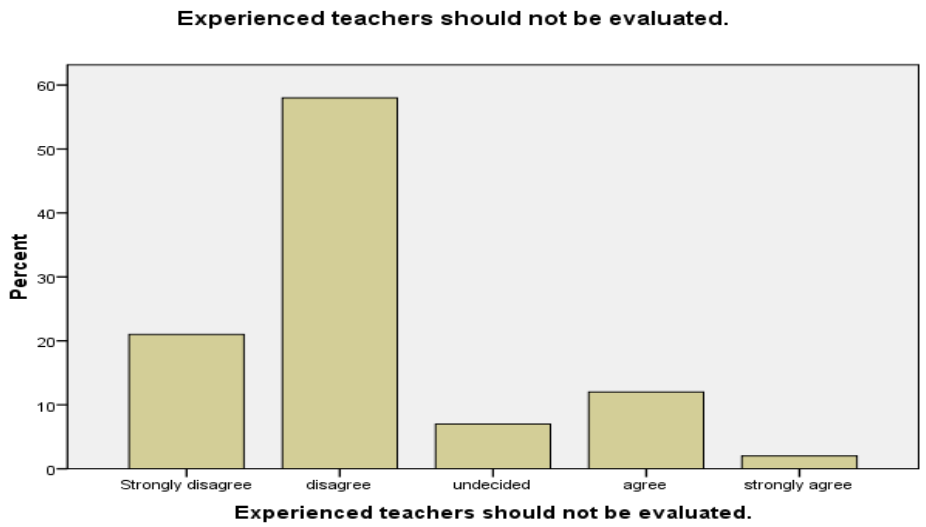
Table 8



Experienced teachers should not be evaluated.

The experienced teachers should also be evaluated according to this study. This was the response of the majority of the respondents (58%) when asked “should experienced teachers be evaluated?” The responses show that the teachers want the evaluation process to be implemented for everyone including the experienced teachers. It was also noted that in response to the previous item, the majority of the respondents said that the teachers should be evaluated on the basis of the subject knowledge.

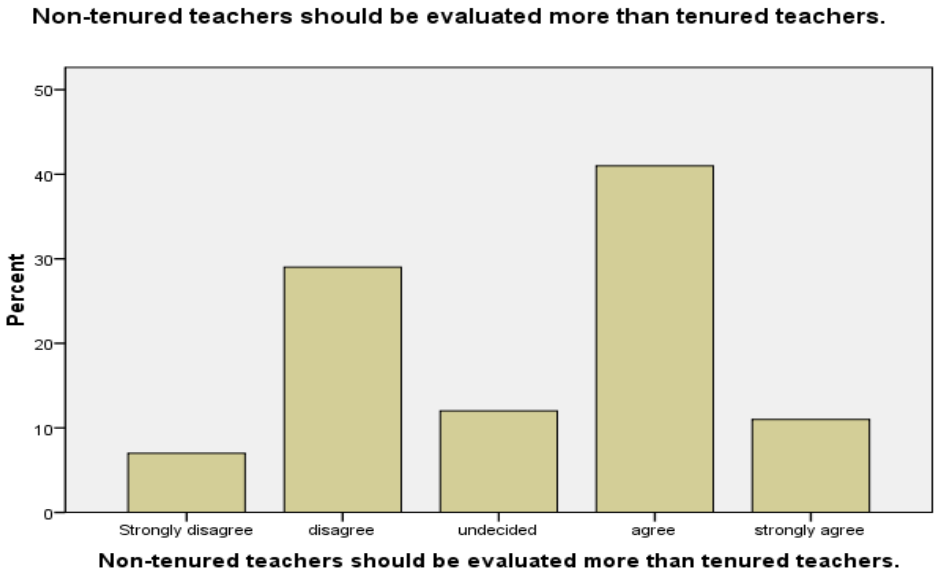
Table 9



Non-tenured teachers should be evaluated more than tenured teachers

Forty-one percent of the educators agreed that non-tenured teachers should be evaluated more than the tenured teachers. In response to the question only 36% disagreed, while 12% were undecided about the question.

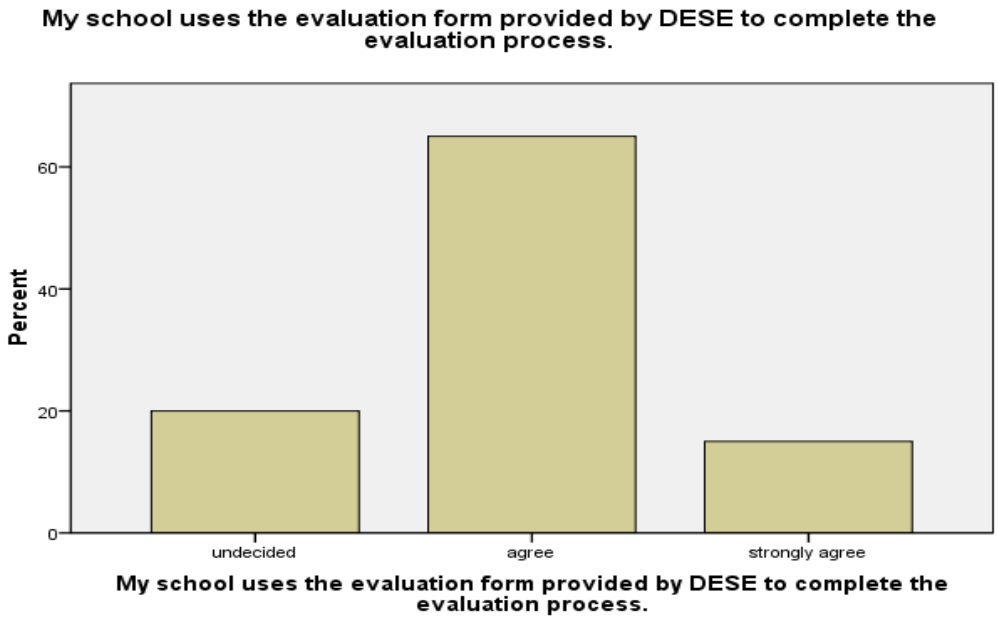
Table 10



My school uses the evaluation form provided by DESE to complete the evaluation process.

When asked whether the school uses the DESE evaluation form to complete the evaluation process, 80% of teachers agreed that their school uses the DESE evaluation form to complete the evaluation process. There were no responses who disagreed while 20% were undecided about the evaluation form.

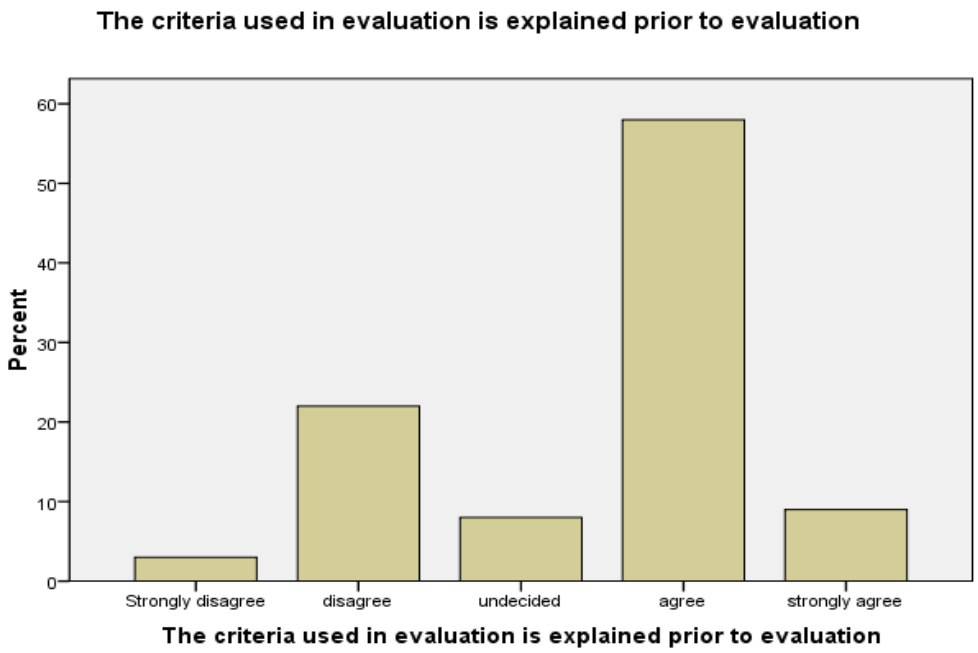
Table 11



The criteria used in evaluation is explained prior to evaluation

Fifty-eight percent of respondents in the survey agreed that the criterion is explained prior to the evaluation. It was encouraging that the teachers acknowledged that the criterion is explained prior to the evaluation. Twenty-two percent disagreed when asked whether they are explained the criteria prior to the evaluation.

Table 12



Lesson plans are always discussed prior to evaluation at my school

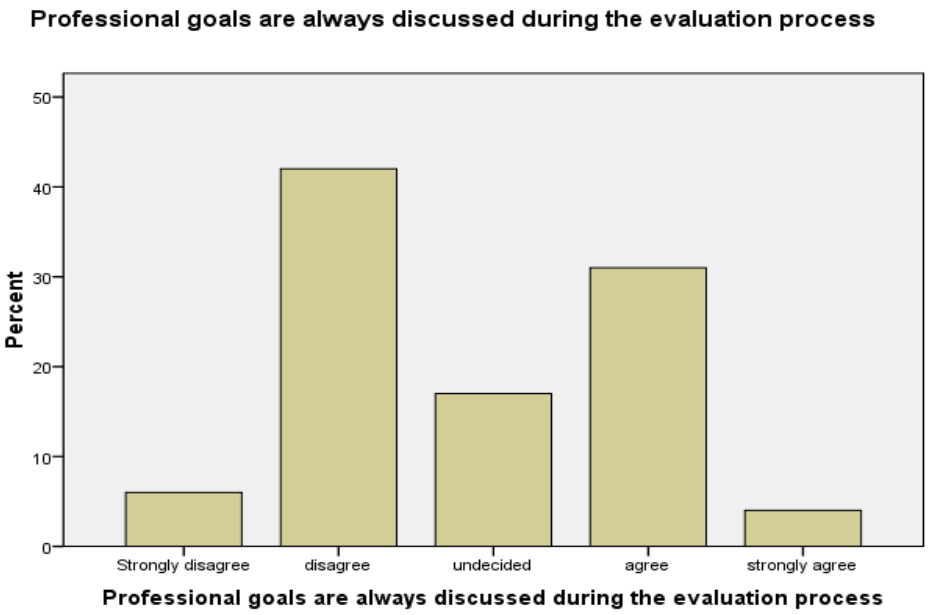
The larger number of the respondents (49%) agreed that the lesson plans are discussed prior to the evaluation at their school, while 28% disagreed that lesson plans are discussed at their school prior to the evaluation.

Table 13

Professional goals are always discussed during the evaluation process

The larger number of the respondents told that the professional goals are not always discussed during the evaluation process. Forty-two percent disagreed to the statement about the discussion of the professional goals during the evaluation process. Thirty-one percent agreed that they are discussed, while 17% were undecided in responding to the statement.

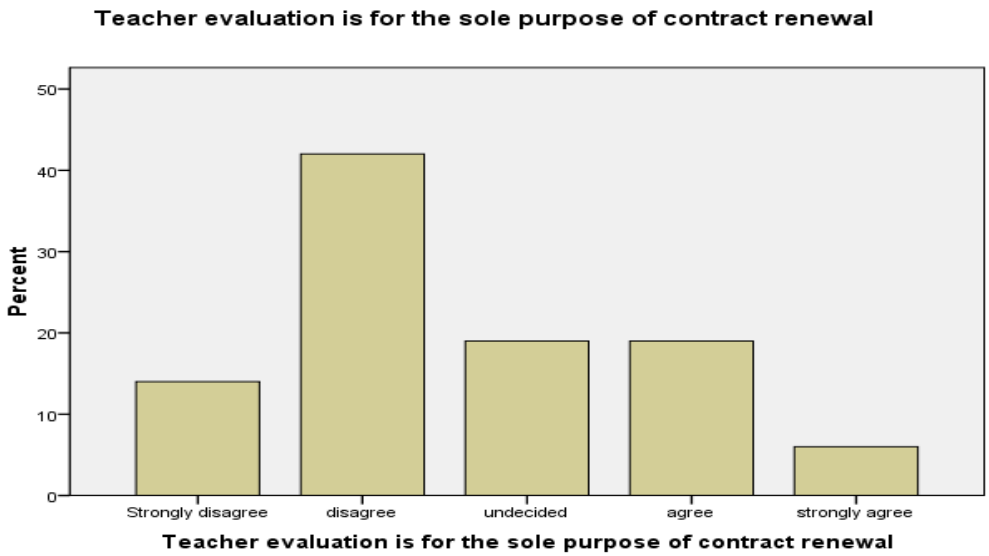
Table 14



Teacher evaluation is for the sole purpose of contract renewal

When asked about whether the teacher evaluation process is for the sole purpose of contract renewal, 42% respondents disagreed. Fourteen percent strongly disagreed that it was only for contract renewal. There was very little agreement from the educators on this item.

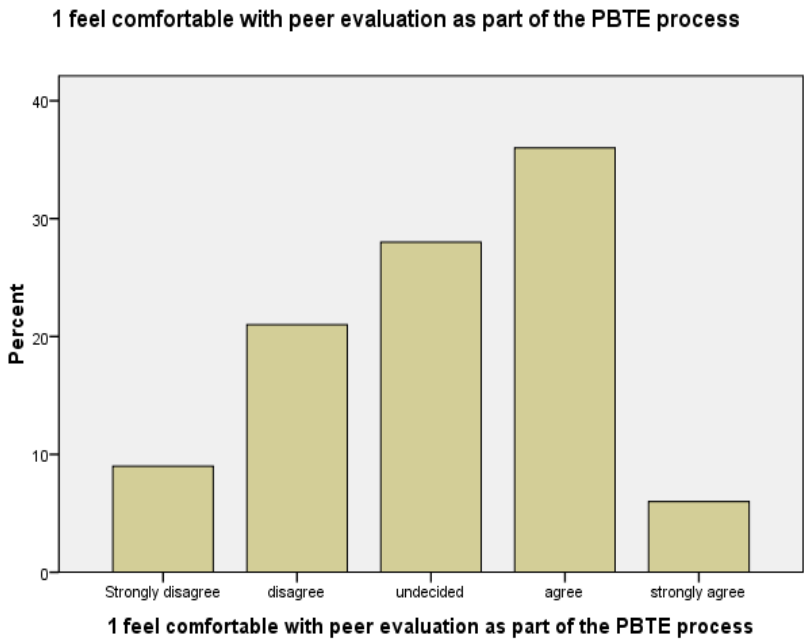
Table 15



I feel comfortable with peer evaluation as part of the PBTE process

Many of the respondents are comfortable with the peer evaluation as a part of the PBTE process. Forty-two percent were comfortable with the peer evaluation as a part of the PBTE process. Thirty percent were uncomfortable, while 28% were undecided when asked about being comfortable with the peer evaluation as a part of PBTE process.

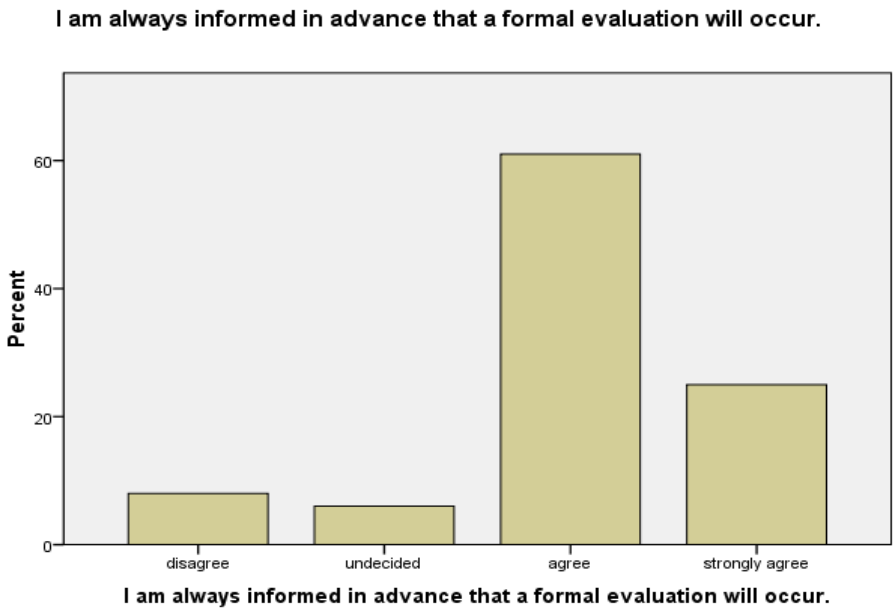
Table 16



I am always informed in advance that a formal evaluation will occur

Eighty-six percent of the respondents did agree that they are always informed in advance that a formal evaluation would occur. There were only 8% respondents who told that they are not informed in advance that a formal evaluation would occur, while 6% were undecided.

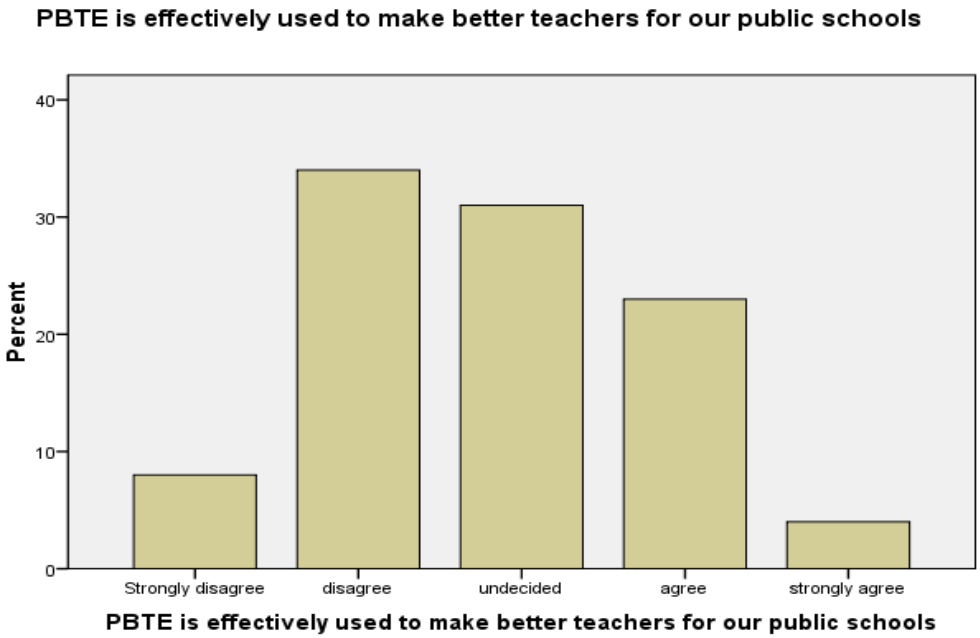
Table 17



PBTE is effectively used to make better teachers for our public schools

A larger number of the respondents think that the PBTE is not effectively used to make better teachers for our public schools. Forty-two percent of the respondents disagreed to the statement that the PBTE is effectively used to make better teachers for our public schools. Only 23% agreed while 31% were undecided.

Table 18



Summary

The purpose of this study was to examine the attitudes and opinions of southwest Missouri educators regarding the value and outcome of the PBTE process. By doing so, areas of weakness in the process could be evaluated and viable solutions to fix problems with evaluation offered.

The analysis began with an examination of demographic and descriptive data contained on the survey. Data was compiled and showed a wide range of educational experience as well as a difference in the size of the respective schools contained in the survey process. There were both teachers and administrators who completed the survey questionairre. The number of respondents was 100.

The data was analyzed using the Statistical Package for the Social Sciences (SPSS). This determined both the frequency and the percentage of response to each of

the questions contained on the survey. By using this type of technique, it became apparent what attitudes were, and if any trends were established on any one question. The data was then placed on bar graphs, which reflect how educators feel on each and every question contained in the survy.

The results of the study found that most educators feel that one must be competent in the subject matter in which he or she teaches. Educators strongly believe that they should receive evaluations, even when tenured, and that administrators were competent to perform those evaluations. It was interesting to note that while they felt the evaluation process was needed, few felt that they became better teachers because they received an evaluation.

The question concerning whether PBTE is effectively used to make better teachers for our public schools received a wide range of responses. The larger number of respondents of teachers (42%) disagreed with the statement, even though the same percentage felt the same way on whether or not they experienced professional growth from the evaluation process.

CHAPTER FIVE

DISCUSSION

INTRODUCTION

The purpose of this study was to evaluate the attitudes and opinions of southwest Missouri educators regarding the Value and Outcome of the Performance Based Teacher Evaluation Process. The study used the questionnaire instrument administered to 200 teachers to evaluate attitudes regarding the value and outcome of the performance based teacher evaluation process. The study revealed that educators in southwest Missouri agreed that teachers should be formally evaluated and that administrators are competent to evaluate teaching performance. There was strong agreement regarding the importance of subject matter knowledge in the evaluation process. The educators also believe they do not experience professional growth through performance evaluation and also that performance evaluation does not improve teaching performance. The study also indicated that the teachers think that everyone, including the most experienced teacher, should be evaluated, and non-tenured teachers should be evaluated more than tenured teachers. The majority of the respondents agreed that their school used the evaluation form provided by DESE to complete the evaluation process. Respondents also agreed that the criteria used in evaluation is explained prior to evaluation. There was disagreement to the statements that professional goals are always discussed during the evaluation process, and that teacher evaluation is for the sole purpose of contract renewal. The majority of the respondents were comfortable with peer evaluation as part of the PBTE process. Concerning PBTE, respondents indicated that PBTE is not effectively used to make better teachers for our public schools.

There is a strong relationship between job satisfaction and the performance evaluation process. Ingersoll (2001) identified job dissatisfaction as a major reason teachers give for leaving the profession. School administrators are in positions to enhance the job satisfaction of teachers (Rinehart & Short, 1994), leading to an increase in performance and organizational effectiveness. Increased job satisfaction leads to teacher retention, keeping quality teachers in the classroom (Protheroe, Lewis, & Paik, 2002).

Richardson (2001) indicated that school principals are the primary shapers of school culture because of their daily connection with teachers, parents, students, and other administrators. Marshall and Hatcher (1996) suggested that an evaluation system that focuses on collaboration among teachers and principals will have a positive effect upon a school's culture.

Belcher and Machell's (1999) study examined the perceptions of administrators and teachers concerning the efficacy, quality, and impact of a piloted performance-based teacher evaluation model in a Midwestern state. The piloted model required more informal interaction between administrators and teachers and resulted in positive teacher perceptions of evaluations.

This study indicated that evaluators' perceptions of the evaluation process had a relationship between teacher evaluation practices and teacher job satisfaction.

School principals can use the results from this study to promote positive dialogue with teachers about evaluation practices. The data indicated a relationship between evaluator's perceptions about the evaluation process and teacher's job satisfaction with the job of teaching. The way a principal perceives the evaluation process matters to

teachers and has a statistically significant relationship to the satisfaction they have in their job.

Before evaluations can be of maximum value, an atmosphere of trust must be prevalent in the school culture where the evaluation process takes place (Plecki, 2000). Teachers can accurately reflect and personally critique their professional teaching skills when they are aware of current research and best practices. The mechanism for instilling trust and promoting research-based teaching practices is the creation of an organizational culture that advances the professional development of all stakeholders (Southwest Educational Development Laboratory, 2000). A principal who conveys the importance of the evaluation process to teachers, and establishes a credible, collaborative working environment may improve the job satisfaction of the teachers in the school.

The activities associated with the evaluation of performance in organizations have two types of effects which might be referred to as rational or operating effects and social or symbolic effect. Each type of effect suggests the same relationship between frequency of evaluation and internalization of the process by performers and provides a unique perspective for considering the appropriate frequency of evaluations.

Rational effects refer to those effects that arise from the internal operation of the system. Educators will expect the evaluation systems to operate in a way that makes rational sense. For example, teachers will expect that the evaluations they receive in the feedback stage of the evaluation process have some relationship to their performance of the assigned task. When this is not the case, teachers will find it difficult to internalize and accept the system. The frequency with which evaluation activities are performed will have a definite impact on the ability of performers to perceive the system as rational.

If evaluation activity is very infrequent, educators are less likely to perceive the connection between their past performance and their evaluations. Activities performed six months in the past are likely to appear irrelevant and perhaps even arbitrary when used as the basis for evaluations received today. Thus, very infrequent evaluation activity is least likely to be internalized and accepted by the performer.

Recommendation for Future Research

The evaluation of teachers' and the process used may differ both in their dimensions and in their effects on performers. These differences appear both for individual performers within a single organization and for different systems in different organizations. Future studies should seek additional information on the effects of frequency of evaluation and performer influence as well as explore the nature of other dimensions of evaluation systems.

The data from the study of the evaluation of teachers revealed a positive relationship between frequency of evaluation and teacher acceptance of the evaluation process, and between teacher influence over the evaluation process and teacher acceptance of that process. This may be because there are no negative effects at any level of evaluation frequency or performer influence or because the levels of evaluation frequency and performer influence in the schools in the studies never approach levels high enough to set in motion the predicted negative effect. Future studies might seek to identify schools where teacher evaluation is very frequent and those where teachers exercise high levels of influence over the evaluation process to explore the proposed relationships more fully. Because administrator time is a scarce resource in many schools, it may be necessary to set up field experiments to obtain the conditions necessary to fully

examine these predictions. This course of action would address a theoretical concern; from a practical standpoint, administrators might simply recognize that, in general, more frequent evaluation and greater teacher influence over the evaluation process will lead to greater teacher acceptance of the evaluation system.

Another aspect of the propositions not addressed in the present analysis is the impact of differences in task, predictability on the optimum level of evaluation frequency, and performer influence to promote acceptance of the system. Future studies should consider differences in the predictability of various teaching tasks and their impact on the proposed relationships.

Different approaches to data collection might permit investigators to more fully explore the implications of the propositions. For example, the study discussed here involved questionnaires in which teachers were asked to rate different questions regarding the evaluation process. Future studies might probe for the absolute levels of these variables as experienced by teachers. This might be accomplished by questionnaires which present hypothetical situations to teachers and ask them to describe how their present situation compares along critical dimensions to the hypothetical situations, through interviews in which respondents are asked to more fully explain to questions about the relative frequency of evaluations and their relative influence over the evaluation process, and with observational studies which monitor the evaluation activities in schools.

Additional dimensions of the evaluation process should be explicitly considered in studies of the impact of evaluations on teachers. For example, teachers surveyed expressed concern about the reliability of the evaluations they received, that is, the extent

to which the evaluations received by different teachers were comparable. They also expressed concern about the consistency of the evaluations conducted by different evaluators in a school system. This is of particular concern in those situations in which the results of evaluations are used by the school district to reduce the teaching force of the district.

One of the dimensions of evaluation systems treated as a dependent variable in the analysis above, the soundness of the evaluation system, may also function as an independent variable affecting the acceptability of the evaluation process to performers (Dornbusch & Scott, 1975). Thus, more frequent evaluations may lead to more soundly based evaluations (evaluations where the effort and performance level of the performer has more impact on the communicated evaluations), and more soundly based evaluations may lead to greater performer acceptance of the evaluation process.

Finally, the renewed interest in incentives for teachers suggests that the connections of evaluation systems to such incentives as well as the nature of the incentives themselves may be important dimensions of evaluation systems.
In view of the relationship between such dimensions and the frequency of evaluation and performer influence that appears when the results of the study in a istrict with a merit pay system are compared to results in other districts, studies of the impact of incentive systems on teacher acceptance should carefully control these other dimensions of evaluation systems.

Evaluation processes are pervasive in all organizations. Given the enduring concern with improving the performance of teachers and students, developing an appreciation of the role of evaluation processes in schools should be high on the agenda

of educational and social researchers. The theory of evaluation and authority have provided a conceptualization of the evaluation process that has guided a series of studies of evaluation systems as they affect both teachers and students. Further research based on this evolving theory should lead to the further development of the theory, as well as to an enhanced understanding of the operation of educational organizations.

Summary

Recruiting and retaining qualified teachers has become a focus for school district administrators since the passage of the No Child Left Behind Act (2002). The federal mandate requires school districts to place qualified teachers in every classroom. With the expense of recruitment, it is in the district's best interest to determine the factors that lead to increased teacher retention.

Research suggested that collaborative teacher evaluation practices, embedded with professional development, improve teacher retention (Butt & Lance, 2005; Woods & Weasmer, 2002). Consideration of the myriad variables that shape teacher job satisfaction may restructure the focus in school reform toward teacher competence and commitment. Darling-Hammond's (1992) study suggested that one aspect of teacher commitment appears to be teacher satisfaction. Vital attention on teacher competence, commitment, and retention begs the question, "Are there factors of teacher evaluation practices that lead to teacher job satisfaction?"

It is the right of every student in the state of Missouri to receive a quality education from a teacher who is competent in his field of study. It is not only the job of the educator, but an obligation he or she takes upon himself when he or she enters the field of education to create a classroom setting that is conducive to learning. For some

students this learning will take them on to college where they will receive specialized degrees; for others, they will acquire functional skills that will enable them to become productive members of the work force and society. Whether attending college or gaining skills that will enable an individual to take care of his or her family, a good education is equally important to both. Regardless of future plans, it is the job of educators to guide the student along to the point that his knowledge base and skills will carry over to his adult life.

Schwartz (1997) believed that the goal of every teacher should be to work for professional growth in the classroom in order to enhance student performance. He also contends that most teacher evaluation processes have not been designed to deal with the minority of teachers who have serious performance problems. For improvement to occur with teacher evaluation, several factors have to be taken into consideration. Evaluation instruments must be objective and fair. The teachers must perceive the objective of the evaluation to be the improvement of instruction performance and identification and strengthening of weaknesses (Jackson, 1996).

One strength of the PBTE process in Missouri is the interaction involved between the principal and teacher in identifying behaviors that are specific and measurable (Ferguson & Enger, 2005). Both people are involved in setting job targets for the teacher that will provide a direction for instructional performance. Root and Overly (1990) echoed these sentiments when they stated that teachers will need additional assistance when their deficiencies are discovered in the evaluation process. They believe that it is too much to expect the new teacher to carry out the recommendations of the principal on his or her own. Manning (1988) believed that teacher attitudes and opinions regarding

the performance based teacher evaluation process are in a large part because of the attitude of the administrator and teacher and the importance of its process. Only when something is taken seriously, can it be used as an effective tool of change for the better. In this case, to make better teachers in order to have more effective schools; and thus, better prepared students to meet the challenges of higher education or the work world that they will enter.

This study enhances the knowledge base that addresses the question of how to keep teachers satisfied with the profession and to keep them from leaving. Assisting school administrators in identifying specific components of teacher evaluation practices that lead to teacher job satisfaction would help resolve the complex problem of keeping qualified teachers in classrooms.

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Appendix A

Questionnaire

This form has been designed for you to describe your experience with teacher evaluation. The purpose of this study is to determine whether you feel the evaluation process is relevant and useful in the classroom. By providing accurate, unbiased responses you will contribute to making this study as impartial as possible. Your answers will remain anonymous.

Please circle the correct response.

1. Number of years in the field of education:

   1-10 11-20 21-30 over 30

2. Total enrollment in your school:

   0-100 101-200 201-300 over 300

3. What position do you currently hold:

   TeacherAdministrator

Please circle the response to the following questions which best reflect your opinion.

SA = Strongly Agree
A = Agree
U = Undecided
D = Disagree
SD = Strongly Disagree

4. Administrators are competent to evaluate teaching performance.

   SA A U D SD

5. Teachers should be formally evaluated.

   SA A U D SA

6. Teachers and administrators usually have a trusting relationship.

   SA A U D SD

7. Subject matter knowledge is important in the evaluation process.

   SA A U D SD

8. I experience professional growth through performance evaluation.

   SA A U D SD

9. Performance evaluation improves teaching performance.

   SA A U D SD

10. Performance evaluation improves teaching performance.

SA A U D SD

11. Experienced teachers should not be evaluated.

SA A U D SD

12. Non-tenured teachers should be evaluated more than tenured teachers.

SA A U D SD

13. My school uses the evaluation form provided by DESE to complete the evaluation process.

SA A U D SD

14. The criteria used in evaluation is explained prior to evaluation.

SA A U D SD

15. Lesson Plans are always discussed prior to evaluation at my school.

SA A U D SD

16. Professional goals are always discussed during the evaluation process.

SA A U D SD

17. Teacher evaluation is for the sole purpose of contract renewal.

SA A U D SD

18. I feel comfortable with peer evaluation.

SA A U D SD

19. I am always informed in advance that a formal evaluation will occur.

SA A U D SD

20. PBTE is effectively used to make better teachers for our public schools.

SA A U D SD

VITA

Andy Alan Adams was born in Branson, Missouri on July 3rd, 1961, the son of Neal and Irene Adams. After completing high school at Bradleyville High School in Bradleyville Missouri, he attended The College of the Ozarks in Point Lookout, Missouri from 1980-1984. He graduated with a Bachelor of Science degree, along with two secondary teaching certificates in the field of business and speech communications. He then entered Missouri State University in 1994 and completed both his Masters and Specialist degrees. He has served as an administrator in Missouri schools for the past 14 years and won a National Award for receiving "Blue Ribbon School" distinction from the United States Department of Education in 2005. He attended the recognition ceremonies in Washington, D.C. where he moderated the 'National Panel on Critical Issues in Education' discussion held in conjunction with the award ceremony. He currently serves as Superintendent of Schools for the Niangua R-V School District and lives in rural Ava, Missouri with his wife Debbie and two children, Austin and Kelsey.