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ABSTRACT
                This is the fourth report of the Commission on Public
School Personnel Policies in Ohio to educators and the general
public. The report is based on a survey of school superintendents,
principals, teachers, and personnel directors in over 50 districts
throughout the state. The report focuses on the need for teacher
evaluation and the actions required to meet these needs. The report
reviews various techniques for evaluation, basic training
considerations for evaluators, aspects of improving skills of present
evaluators, and general points for organizing evaluations. Some of
the recommendations made by the Commission are a) school
administrators should demonstrate competencies in the application of
principles of sociology and psychology; b) course offerings should be
reevaluated, establishing a priority for the development of skills
used in teacher evaluation; c) pilot programs for improving skills of
present evaluators should be established by school districts in
conjunction with the Ohio State Department of Education; and d) ways
for improving evaluation should be investigated by redefining the
role of principal, organizing schools along plans of flexible
staffing, and expanding the role of the department chairman to
include evaluation. The appendix presents a description of the
following forms of teacher evaluation: microteaching, interaction
analysis, nonverbal teacher behavior category system, the Student
Opinion Questionnaire, Style of Teaching Inventory, and About My
Teacher questionnaire. (BRB)

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# TEACHER EVALUATION

# TO

# IMPROVE LEARNING

The Fourth Report of the

COMMISSION ON PUBLIC SCHOOL

PERSONNEL POLICIES IN OHIO

## COMMISSION ON PUBLIC SCHOOL
## PERSONNEL POLICIES IN OHIO

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# PREFACE

This is the fourth report of the Commission on Public School Personnel Policies in Ohio to the people of Ohio. Its purpose is to focus attention of both educators and the public on the unmet needs for teacher evaluation and to recommend action required to meet these needs.
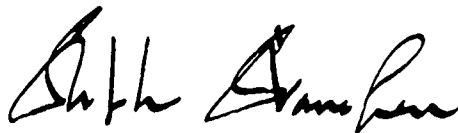
The Commission's first and third reports, *Organizing for Learning,* and *Organizing for Learning II: Paths to More Flexible Staffing* deal with ways of improving student learning by better use of teaching staff. The second report, *Teacher Tenure,* puts tenure in perspective and sets forth steps to improve the system of tenure.

As stated in the preface of earlier reports, the group of foundations throughout Ohio that appointed and have funded the Commission have a long history of concern for public school education and a fundamental belief that results of the educational process depend in great part on the basic competence, training, and utilization of the teaching staff. They established this statewide commission of laymen for the purpose of determining ways of achieving optimum quality and use of staff and enlarging the attractiveness of teaching as a career.

The Commission represents a wide range of points of view and came together with no political intent regarding legislative courses of action. Its aim is to look generally and objectively at ways of improving public school education within the scope of its particular interest in personnel policies.

The Commission expresses its appreciation to the many public school teachers and administrators and other educators who have contributed valuable background information and constructive points of view during the development of this report and to Hester Bensinger, President, Ohio Association of Classroom Teachers; Stayner F. Brighton, Executive Secretary, Ohio Education Association; Martin W. Essex, Superintendent of Public Instruction, and Franklin B. Walter, Deputy Superintendent, Department of Education: Willard Fox, Executive Director, Ohio School Boards Association; David A. Harcum, President, Buck-

eye Association of School Administrators, and Superintendent, Greenhills-Forest Park; Robert Hemberger, Superintendent, Mentor; Murl E. Huffman, Teacher, West Carrollton High School, and former President, O.E.A.; and Raymond D. Kikta, President, Ohio Federation of Teachers, and Teacher, Wilbur Wright Junior High School, Cleveland, for their help in reviewing findings and conclusions of the Commission.

Stephen Stranahan
Chairman

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# I                                              A VOID

This report deals primarily with evaluation to improve the competence of experienced teachers. Findings and conclusions are based upon a survey of all school superintendents in Ohio; interviews with school superintendents, personnel directors, principals, and teachers in over fifty districts throughout the state; review of university programs in Ohio for the preparation of administrators; and search of the literature on teacher evaluation.

There is little constructive evaluation of experienced teachers in Ohio. There is much hue and cry about the subject, several districts recently joined in a cooperative project to devise a "plan," teachers' organizations are calling for evaluation, and aggressive boards and administrators are ordering in "systems." Most of the programs, however, are perfunctory and lack a solid base of purpose, competence, and resource.

It is good that teachers, administrators and the public are concerned about teacher evaluation. It is good that attention is focusing on quality of teaching as the key to successful student learning. It is also encouraging that much effort, including programs recently prescribed by the General Assembly, is being expended to better measure the actual outcomes of the educational process.

However, the total educational establishment — state, college, and school district — is poorly equipped to bring about effective evaluation of the teaching staff. There is serious confusion about the purpose and means of evaluation; evaluators lack the skills requisite for useful evaluation; training institutions are not adequately teaching these skills; and the public seems unaware of the cost of productive evaluation. These conditions create a serious void in the process of public school education.

The Commission believes that there can be effective teacher evaluation in our schools and that it can be of great benefit to students. The starting point must be full awareness of the complexity of the process of evaluating the performance of people and awareness of the fundamental difficulties in helping anyone

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to improve. A despairing educator has summed up the problem in these words, "Devise the best plan you can, take it home and apply it to your wife, review the results with her, and look out."

Teacher evaluation may well be the most difficult kind of people performance evaluation for two reasons. The first is that there is no way of furnishing teachers with identical or nearly identical students for the purpose of measuring the effect of different teachers on the same subject. Students are not only different individuals, but each individual steadily changes with new knowledge, and experience, and understandings. This is not to say that results of teaching cannot be meaningfully measured. Much progress is being made in this direction. It is only to say that the job is extremely complex and requires unusual skills, techniques, and manpower resources.

The second difficulty in teacher evaluation is the unfavorable climate for constructive work with teachers resulting from the way schools have typically been organized. For too long teachers have been left alone in their classrooms. Some of them claim that this is what they appreciate most - they are independent practitioners and relish the privacy of their classrooms. Some may merit this independence, but whether or not it was ever a sound way to run schools, the present situation of social change and new knowledge makes it an anachronistic luxury that we can no longer afford. On the other hand, our main concern should be that those who purport to help teachers help students are fully qualified to do so.

Much present evaluation of experienced teachers is a sheer waste of time. In some cases, teachers are notified several days in advance that they will be evaluated in some future class period. Teachers and students prepare, the evaluator makes checks or notes on his "instrument," appropriate distribution of evaluations is made to prescribed files, and the "system" has worked.

If the purpose of evaluation is to improve the ability of teachers in helping students to learn, there is no one "instrument of evaluation" that will do the job for all teachers. The needs of individual teachers vary widely and the way teachers respond to guidance varies widely. Some teachers will enjoy participating in a direct clinical diagnosis of their teaching skills, and there are many different devices to meet different needs.

Others can only be motivated indirectly in terms of specific problems of student attitude and achievement.

This report describes a variety of techniques for improving teaching competence. The emphasis is on tailoring evaluation to individual situations. There is no one route, instrument, or system that can bring about essential continuous improvement in teaching. Furthermore, much remains to be done in the development and refinement of evaluative techniques.

## Skill and Training of Evaluators

School administrators surveyed and interviewed in the course of the Commission study of teacher evaluation were almost unanimous in stating that persons responsible for evaluating teachers in their school systems lack adequate training for the work. This situation is confirmed by teachers of supervisors and administrators in institutions of higher education. Evaluators generally have had insufficient training in leadership skills and techniques of appraisal. Moreover, there are indications that insufficient attention has been paid to screening for basic aptitudes when selecting candidates for positions requiring proficiency in evaluation.

There is a clear need for colleges of education to improve and increase their means of preparing supervisory personnel for one of the most critical functions in school leadership, the continuing development of teaching competence. There is also a great need to upgrade the skills of the evaluators who are now in our schools.

## Organization for Evaluation

We have provided far too few people, qualified or unqualified, to do the essential work of teacher evaluation in the public schools in Ohio. This assessment can be quickly verified by analyzing the number of supervisory personnel in any district in relation to the number of teachers to be helped and the time required for effective assistance to teachers.

The public is appropriately asking for more accountability from schools. At the same time there is widespread

attack on the administrative cost of operating schools. Accountability comes only at a price. Improved teacher evaluation is part of that price.

In addition to the need for adequate funding of teacher evaluation, steps can be taken to focus more supervisory attention on the classroom within present financial constraints. Innovative plans of flexible staffing can provide new means to guide teacher development. Principals and their assistants can spend more time at the point where learning takes place, and achieve a net gain in their overall effectiveness.

## Recommendations

In addition to describing a variety of techniques for use in helping teachers improve their effectiveness with students, this report presents a set of guidelines for the application of all techniques. As previously indicated, no one technique is recommended for universal application since evaluation should be tailored to the situation of each teacher.

The Commission makes specific recommendations for needed improvement in the basic training of evaluators, for improving skills of present evaluators, and for organizing schools in a way that will enable constructive plans of evaluation to be carried out. Recommendations of each chapter are repeated in summary form at the end of the report, but are best understood in the context of each chapter.

## II                                      PERSPECTIVE

There are three main purposes of teacher evaluation: to improve teaching; to guide employment decisions; and to guide promotion decisions. This report is concerned primarily with the process of evaluation to help teachers. The other purposes are of much importance to the well-being of schools, but by far the greatest opportunity to benefit the learning of students lies in continuous improvement of teaching competence.

The Commission views the role of the teacher as going far beyond simply purveying subject matter and maintaining discipline. The broader role of the teacher is one of organizing instruction so that individual students are encouraged to learn and to develop their own active process of learning. The criterion for good teaching then becomes the kind of response that the teacher elicits from students in terms of interest and understanding and motivation to seek information and test skills. The process of evaluation to improve teaching competence is considered to be essentially one of trying to identify where teaching succeeds or falls short in meeting this criterion, and then seeking ways of increasing student interest, understanding, and motivation.

It is unfortunate that evaluation is often associated with the "standing" of the teacher. Evaluation is often considered as being for the purpose of "rating" teachers. The vast majority of teachers do not need to be "rated." It would serve little purpose. They do need to be helped to capitalize fully on their strengths and to overcome their varied weaknesses. Some teachers may always resist this process because of suspicion that "something bad is going to happen to them" as a result. This report can serve a valuable purpose if it does no more than contribute to a better climate for professional development by reduction of this fear, and if it stimulates teacher interest in being helped.

It may put evaluation to improve teaching in best perspective by first separately considering evaluation as a guide to decisions regarding employment. Two major employment decisions are those concerning beginning teachers and those concerning teachers whose services should be terminated.

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## Beginning Teachers

Most of the techniques for improving the performance of all teachers are applicable to the development of beginning teachers. Several of these are described in the following chapter. The crucial consideration, however, is whether or not the beginning teacher has the basic characteristics of personality, character, purpose, and potential for professional growth that make for a successful teaching career.

Some school districts make little effort to evaluate beginning teachers, and once beginning teachers sign contracts they are assured of continuing employment as long as they keep out of personal trouble. This may be a carryover from the days of teacher shortage, but it is obviously a serious weakness in school administration that calls for prompt correction.

On the other hand, many school districts have early and regular check points in a teacher's first year and have the capability to exert concerted effort to correct difficulties. This approach calls for provision of sufficient and effective supervisory resources for the exercise of good judgment and for the creation of a constructive atmosphere for assistance.

The Commission believes that school districts should try to arrive at decisions regarding basic qualifications of beginning teachers in the first year of employment. This should be a sufficient period in which to assess essential aptitudes in terms of ability to relate to students, deal effectively with subject matter, respond to constructive criticism, and work cooperatively with others.

## Termination

There will always be some teachers who are better than others, but if colleges of education do a good job of primary screening, employment procedures are sound, and programs for encouraging professional growth are stimulating, there will be few teachers who fail to meet minimum standards of teaching competence. These few are those who suffer from physical, mental, and emotional difficulties, inability to adapt to changes in types of students, fundamental dislike of teaching, or intellectual and

professional stagnation. The Commission has taken a strong position in its report, *Teacher Tenure,* that employment of patently incompetent teachers should not be continued for any reason. They should be given disability retirement or leaves of absence, or be terminated.

The severance of incompetent teachers calls for careful documentation of inadequate performance and patent disability. In some cases this would be facilitated by the use of compulsory phyical and mental examinations, as recommended in the *Teacher Tenure* report.

The main point, for purposes of this report, is that "appraisal for termination" is the exception and should not be permitted to discolor the concept of evaluation of the great majority of teachers for the purpose of improving their teaching.

## The Administrator as Evaluator

It is a commonly held principle in educational circles that administrators cannot successfully evaluate teachers for the purpose of helping them to improve. Evaluation by an administrator is held to be something that frightens the teacher. Charles E. Silberman in *Crisis in the Classroom* says, "Only someone who has no evaluative function, and who is not competing with or threatening the teacher in any way, can break through the teacher's loneliness and isolation." It is said by others that "this is the way teachers are and, whether they should or should not distrust administrators, they do, and this is the fact of life we have to deal with in planning for evaluation."

The Commission believes that ways can and must be found to bridge any gaps that hinder administrators in helping teachers. The first step is for teachers to realize that evaluation is not for the purpose of a meaningless "rating" of teachers on a scale. In particular, such a rating would have no bearing on a teacher's salary as a teacher as long as the teacher is on a fixed salary scale. It should also be made clear that appraisal for termination is a separate process dealing with marked and serious deficiencies.

Some teachers seeking promotion may not be fully cooperative with administrators in discussing their needs for help. This

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is a small group, however, which is judged by criteria that go way beyond teaching competence, and it should not affect plans of organizing for the evaluation of teaching.

It would be financially impractical to provide an adequate staff of non-administrative evaluators. Furthermore, full advantage should be taken of administrators' knowledge of students and teachers acquired in the course of their day to day activities. The direction of school organization should be toward cohesiveness, with all personnel joining forces to find ways of improving student learning.

# III          TECHNIQUES OF EVALUATION

The process of improving skills in teaching is as complex as the process of teaching children to learn. Both are vastly magnified by the individuality of teachers and the individuality of students. Teachers vary widely in intellect, aptitudes, personality, and experience, and their teaching tasks constantly change with new knowledge and new students. Fortunately, many different methods of evaluating teaching have been developed in recent years as a start in helping teachers meet their needs. Unfortunately, few school systems have put many of them to use.

Many school districts in Ohio either have no systematic plan of teacher evaluation or have only recently put one into effect. There seem to be few plans that are producing significant results in terms of improved performance. Administrators may proudly attest to the fact that they have an "instrument" — a form to be filled out — and a prescription for periodic completion and filing of the form. Most evaluations, however, are based upon brief classroom observations and rating scales of questionable value. More sophisticated techniques are being used successfully in only a relatively few districts.

## Classroom Observations

Classroom observation is the time-honored method of attempting to appraise teacher performance. It seems logical to observe a person at work to gain information which may help him improve. As generally practiced for the purpose of formal evaluation, however, it is of little value and can be more harmful than beneficial in terms of teacher confidence.

In some school districts, as previously stated, the teacher is notified in advance that he or she will be "evaluated" during a certain class period. Both students and teachers prepare for the event, and the appraiser has little opportunity to observe a typical relationship between teacher and students.

In other situations, observations are made under the pretense of seeing how the students are doing or of seeing how

certain proposed new equipment, supplies, or books will be used to supplement present materials. While this may be partially the case, an evaluation based upon this approach loses its value in two ways. It is recognized by the teacher as a subterfuge and it is too incomplete to be meaningful.

The most important criticism of classroom observation for evaluation is to be found in the contrast between the amount of time necessary to secure a valid sample of the total classroom behavior and the amount of time that is usually spent. Another problem appears in the question often asked by both teachers and observers: "Does the presence of the observer prevent a typical situation from existing?" If the teacher is having problems in controlling the class, and the observer is the principal, clearly the situation may not be typical.

Presence of evaluators in the classroom is obviously essential to helping teachers improve their competence. It provides an empirical basis for discussing the work of the teacher, ways of dealing with students, and the actual problems encountered in the classroom. It can give the teacher the assistance of a sensitive observer who is free to record interaction in the classroom without being preoccupied by the task of actually teaching. At its best, it can be a primary means of helping teachers improve. But it must be frequent and must encompass a variety of circumstances. Even then there may be conditions that work against the chances of the appraiser being helpful to the teacher.

One limiting factor may be the practical fact that the appraiser is just not expert enough to help some highly competent teachers. Certain evaluative techniques may be needed that exceed the personal observation skills of most appraisers. Furthermore, the classroom observation technique, as typically practiced, usually puts the evaluator and the teacher on opposite sides of the fence, rather than creating an atmosphere of joint and cooperative effort toward improvement in student learning.

## Rating Scales

Rating scales are lists of elements presumed to indicate effective teaching. While all such scales purport to call attention to the characteristics of excellent teachers, they vary greatly in

the criterion items used. Hundreds of items can be found in the literature or by asking students to describe good teachers.

Items are generally classified in similar clusters, such as personality characteristics, background and preparation, classroom behavior, and pupil reaction. Two clusters will illustrate the types of items included. Under "personality characteristics" might be found tact, social adjustment, emotional stability, and judgment. Under "pupil reaction" might be found motivating pupils, evaluating pupils, habits of pupil conduct, and subject matter progress of pupils. To each criterion item is attached a range of possible responses from "excellent" to "poor" or "outstanding" to "unsatisfactory" or even "making progress" to "needs help."

Assuming that it is possible to create the perfect scale, with criteria items which truly identify the elements of teaching, one would still have the crudest sort of instrument because the judgment regarding any item on such a scale remains a subjective one. Two knowledgeable individuals using the same scale may exhibit wide disagreement in scoring the items.

In some scales, each item is weighted with a numerical value and total scores are derived to produce a summary judgment of teaching effectiveness. This further complicates the process and enlarges its subjectivity.

Some users of rating scales believe they help to improve instruction. First, if the creation of the scale is a cooperative process to which teachers contribute, there is professional value in the finding of those items which are to appear on the scale. Second, items of the scale show in at least a relative way what aspects need improvement. If the teacher agrees that deficiencies identified by application of the scale do exist, plans can be made for improvement.

Despite these advantages, the use of rating scales to evaluate teachers for purposes of improving their performance appears to be a futile attempt to find a simplistic solution to a complex problem.

## Redfern Model

The Redfern approach to the improvement of instruction recognizes the shortcomings in the customa   plans of classroom

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observations and use of rating scales. Its emphasis is more fully on the actual performance of the teacher. It was devised by George B. Redfern, Associate Executive Secretary, American Association of School Administrators.

In the Redfern plan, a teacher and an appraiser pinpoint performance objectives or targets which may be used as the basis for appraisal at the culmination of the year's work. Attention is drawn to instructional problem areas rather than personal qualities of the teacher.

Performance targets are most likely "hit" when they are based upon real and important problems of the individual teacher. A target might be "analyzing causes of discipline problems in my morning mathematics class" or "developing a plan for assigning special projects to fast-moving students and scheduling individual conferences to evaluate the results." Practical, down-to-earth problems in the areas of professional participation or parent-community relations can form the basis for the targets, as well as the instructional problems these examples illustrate.

An appraiser might tell a teacher that he notices a tendency to avoid conferences with "difficult" parents. The appraiser may say something to this effect: "This may stem from a feeling of insecurity in dealing with aggressive parents. I assume some responsibility for not helping you meet this problem better. Let's make it a target for next year."

Establishing the target or targets can make the teacher and the appraiser allies in seeking solutions. A climate of mutual acceptance and a desire on the part of both parties to be primarily concerned with the educational welfare of children obviously enhances the usefulness of the technique.

Activities suggested after selection of the target may include the reading of pertinent books or articles, participation in study groups, visits to other classrooms, close association with other capable teachers, and attendance at appropriate workshops, as well as trying new approaches in the classroom.

Improvement comes about both through the efforts of the teacher himself and through the leadership, guidance, and stimulation which a sensitive appraiser can provide. Practical work tasks are much more tangible and contributory to action than are the more personal factors used in other kinds of appraisals.

Introduction of a job target plan immediately brings into clear view the fundamental problems present in all attempts to improve teaching performance. One such problem is the degree of skill of the appraiser in accommodating to the pride or the insecurity of the practitioner. Another is the tendency of the teacher to focus on mechanical aspects of subject matter rather than personal performance. Above all this, is the amount of time that is required for a meaningful appraisal, effective communication of ideas, and building of the necessary rapport between appraiser and teacher. Without requisite skills and commitment of time, target setting can be a useless exercise, more disruptive than helpful.

There may be cases of highly competent and experienced teachers where the right climate for "sitting down to discuss job targets" can never be found. Nevertheless, these teachers are seldom free of difficult teaching situations. In cases where a personal type of target setting may be unproductive, the emphasis may best be highly objective in terms of particular students or groups of students. Goals can become clear in terms of attitudes and academic achievement, and supervisor and teacher can work together to devise means of attaining them. This process is often facilitated when change occurs in organization for learning. For example, the gifted high school lecturer may find himself at a loss to motivate students toward the right use of time in a plan that calls for emphasis on independent study. In this new and unfamiliar situation he may be most receptive to counsel.

## Battelle Self-Appraisal Instrument

The Battelle Self-Appraisal Instrument was developed by the Battelle Memorial Institute and School Management Institute, both of Columbus, Ohio, in cooperation with 90 sponsoring school districts and Catholic Dioceses in Ohio. It was designed to help improve instruction by providing the teacher with a means and process for examining his teaching performance in close cooperation with an "Appraisal Counselor."

The process used in developing the SAI included: (1) gathering from teachers in participating schools incidents of effective and ineffective teaching performance; (2) a study of the various

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instruments now in use for appraising teacher performance and a complete review by Battelle staff members of the literature in this field pertaining to the psychology of learning, measurement, and child development; and (3) identifying from these sources, the teaching principles which, when applied in the classroom, were considered critical in bringing about effective instruction.

These principles were reviewed by 30 selected teachers, and a set of 241 principles was adopted by the Battelle staff. These principles were organized under four roles: (a) Instructional Leader; (b) Social Leader; (c) Promoter of Healthful Emotional Development; and (d) Communicator with Parents and Colleagues. A critical incident of a teacher performance illustrating each of these principles was provided.

The SAI includes clear directions for the teacher to examine his performance in relation to the principles included in the instrument. A unique part of the process of self-examination by the teacher is the provision for an Appraisal Counselor to work very closely with the teacher in identifying areas of strength and weakness in teacher performance and in assisting the teacher in his efforts to improve his performance in those areas identified as targets for improvement.

The Appraisal Counselor may be another teacher, principal, supervisor, or other appropriate staff member of the system. The Appraisal Counselor works with the teacher in identifying job targets, serves as a friend and advisor, and observes the teacher in the classroom. They jointly examine the appraisal of the teacher's performance in relation to job targets and reach a conclusion.

The SAI has much to commend it. The field of appraising teacher performance has been soundly researched; classroom teachers have played an important role in its development; a good process has been developed to help the teacher identify strengths and weakness in performance; provision has been made for assistance by the Appraisal Counselor; examples of teacher experience have been provided for all teaching principles used in the SAI; and the manual of directions for its use is clear and complete.

There are also major difficulties posed by the SAI. One is its overwhelming complexity. There are so many principles included

that it tends to be overpowering to teachers and administrators at first examination. Furthermore, some of the critical incidents do not seem to be pertinent to the principles they illustrate. In addition, the plan calls for much tedious exercise in arithmetic. The SAI may well prove too cumbersome and time-consuming in relation to its potential benefits ever to become widely adopted.

The foregoing plans have been described in some detail because they are either widely used or have recently received considerable attention in Ohio. There are a variety of other techniques that offer considerable promise in improving teaching competence. They should all be understood and considered for their practicability, not with the idea that any one technique may have useful universal application, but with the idea that varied teacher needs may best be accommodated by recourse to a wide range of available techniques. They are summarized below and some are described more fully in the Appendix of the report beginning on page 51.

## Micro-Teaching

The beginning teacher is often overwhelmed by the complexity of the teaching situation which seemingly demands a myriad of teaching behaviors. Micro-teaching, developed at Stanford University, extracts from the classroom certain basic teaching behaviors that beginning teachers can practice to increase their competency and confidence in handling learning tasks.

As the plan was originally conceived, the trainee focuses on one technical skill at a time through viewing a brief film or videotape, or by watching the instructor's demonstration. The trainee then is required to teach a short lesson of from 5 to 10 minutes to a small group (5 or 6) of fellow trainees or students. This lesson can be videotaped, enabling the trainee and the group to critique the teacher's skill in handling the particular technique emphasized. If he does not master the skill the first time, he receives additional training until he does achieve mastery.

Micro-teaching can be an effective training and evaluation technique for beginning teachers and for poorly prepared experienced teachers. In addition, micro-teaching techniques can be used as a tool of supervision for all teachers by filming them

in different situations in the classroom and then viewing the tapes, critiquing, and practicing in small groups the techniques for handling the situations fil ned. Technical skills required and some additional uses of micro-teaching are described in the Appendix on page 51.

## Interaction Analysis

A teacher's verbal interaction with children may seem intangible and too difficult to assess; however, using the Flanders Interaction Analysis Category System developed by Ned A. Flanders of Far West Laboratory for Educational Research and Development, Berkeley, California, an observer can classify "teacher talk" and "student talk" to obtain a picture of verbal behavior in the classroom. This system, one of the most widely used instruments to measure teacher behavior, divides the verbal exchange of the classroom into ten categories. The first group of categories deals with teacher talk and gives attention to the amount of freedom and support or direction the teacher affords the student. The second group of categories concerns student talk, whether it is solicited by the teacher or initiated by the student. A third section concerns silence or confusion.

The Flanders System assumes that the verbal behavior of a teacher is indicative of his total behavior. An observer, using a statistical procedure, can gather a rather complete picture of how the teacher operates in the class in terms of direct influence (dictating the total class operations — minimizing freedom of the students) or indirect influence (encouraging student initiative — supporting their contributions).

The Flanders data are not intended to be a precise measure of successful or unsuccessful teaching. Flanders is not to be interpreted qualitatively; rather, it is designed to be an objective indicator of the type of verbal interaction going on in the classroom. Observers must be cautioned to remember that the importance of being direct or indirect in behavior is not so relevant as being able to use the appropriate behavior to meet an objective most effectively.

Principals, supervisors, and teachers themselves, may use Flanders for a variety of purposes, such as to:

1. Provide a more concrete basis upon which to discuss

observations and the improving of teaching behaviors.

2. Alert teachers, through the coding of classroom verbal activity, to their interaction pattern and verbal behavior with students.

3. Provide a vehicle for helping experienced teachers to diversify their teaching patterns by offering alternatives.

4. Provide a diagnostic tool for locating strengths and weaknesses.

5. Enable teachers and/or principals to specify desirable classroom behaviors and determine to what extent the goals have been accomplished.

6. Give beginning teachers a security through analyzing their own teaching and then experimenting with a variety of styles and techniques.

7. Provide a record of verbal behavior that can be used in evaluating teacher growth or change.

8. Obtain a more complete picture of classroom verbal interaction for use in combination with other tools such as videotaping.

Details of the sytem are more fully explained in the Appendix on pages 49, 50 and 51.

### Non-Verbal Teacher Behavior Category System

Most instruments which have been designed to analyze interaction between teachers and students in the classroom have highlighted the importance of the teacher's verbal behavior on pupil behavior, learning, and attitude. Interaction as a process of influence, however, includes the non-verbal dimension as well as the verbal. This non-verbal dimension of interaction is often omitted because non-verbal behavior is difficult to record, non-verbal messages are elusive, and non-verbal communication is a subordinate function in the teaching-learning process.

What a teacher says and does is certainly important, but how the teacher says what he has to say, how he behaves, and how he expresses his feelings may be even more important. Teachers need to understand that their vocal tones, facial expressions, gestures, and actions convey meaning to the pupils and that these non-verbal behaviors make lasting impressions. Classroom activity has both verbal and non-verbal elements. However, when an incongruity occurs, that is, when a

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contradiction exists between words and actions, it is the non-verbal message which takes precedence and communicates to the pupils.

Charles M. Galloway, Professor of Education, The Ohio State University, has developed a system for categorizing teachers' non-verbal behaviors as they are exhibited in the classroom. This system views a teacher's non-verbal communication on a continuum which ranges from "encouraging" to "restricting" communication. Categories used in the Galloway System are described in the Appendix on pages 53, 54, and 55.

This system of categorizing non-verbal behaviors which occur in the classroom is a difficult undertaking and can best be used in conjunction with some of the other techniques. Galloway has developed a procedure for using his non-verbal system in cooperation with interaction analysis, thus obtaining a complete record of the classroom verbal and non-verbal interaction engaged in by the teacher and students. The approach appears to be most fruitful when teacher and pupil behavior are analyzed from videotapes because the tapes can be viewed several times in the presence of the observer and the teacher. This technique also allows the teacher who is proficient in the use of this system to engage in self-analysis of his teaching.

By using the non-verbal category system in conjunction with other techniques, teachers will be able to engage in an on-going self-evaluation process and to work with trained principals or supervisors in an upgrading of teaching skills which will ultimately result in improved instruction in the classroom.

Many new teachers are receiving training in the use of systematic observation tools, including Galloway's non-verbal system. However, most experienced teachers were prepared before these instruments became part of teacher education programs. Therefore, a vast amount of in-service training is needed for both teachers and principals, if full benefits are to be realized from the application of Galloway's system or others.

## Videotaping

The videotape machine is a valuable device that can be used in teacher evaluation and in in-service training. The teacher's

performance and student reaction can be recorded to be replayed for the teacher's self-evaluation and/or an observer's analysis. These tapes enable the evaluator to record, document, assess, and measure accurately the proceedings in the classroom. Several relatively inexpensive videotape recorders are on the market and are well within the range of most school budgets.

The teacher's performance, as viewed on videotape, is most effectively evaluated by using a specific observation instrument to analyze performance, such as the Flanders Interaction Analysis System, or by observing the use of the basic teaching skills emphasized in the micro-teaching session. The evaluator can use the tapes for performance records and can enlist several judges to evaluate or re-evaluate a single performance.

The disadvantage in videotaping is the adverse effect its presence may have on student and teacher behavior. Teachers maintain that the camera makes them extremely apprehensive, while students may "perform for the camera" or "freeze." Such psychological barriers can be overcome by frequent use of the camera in the room for a variety of purposes such as filming student presentations or creating a TV program, thus helping teachers and students to consider the camera as merely another visual aid.

Videotaping can be used as an effective tool in evaluation of teachers at all levels regardless of their experience. Baseline data can be obtained at the beginning of the year by videotaping a segment of each teacher's behavior. Together, then, teacher and evaluator can establish goals to be attained throughout the year in terms of improved teacher behavior. Videotapes made periodically during the year will serve as an indicator of the progress which the teacher is making toward the attainment of goals.

Various systematic tools or evaluation instruments can be applied to teaching as it is viewed on videotape. Thus, videotaping can be an effective device regardless of the evaluation system used.

## Student Perception of Teachers

Teacher performance that many administrators like to see differs little from that which most students want to see.

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Therefore, students can be instrumental in improving teacher behavior. Research indicates that informational feedback from students is an effective means of influencing teacher behavior and, in fact, student feedback can sometimes be more effective in changing teacher behavior than supervisory feedback.

It takes courage for teachers to invite the kind of criticism contained in student perception scales and, quite naturally, many teachers find reasons to avoid the discomfort. Others find this method a useful and viable means of gathering data and use it in conjunction with other techniques to improve teaching behavior.

Student feedback is a method that can be utilized by all teachers in their attempts to improve the teaching-learning process. Teachers can construct their own instruments for obtaining student reaction to their teaching or, if they prefer, they can administer one of the many student perception scales which are available to them. Several are described in the Appendix on pages 53 and 54.

As a technique of teacher evaluation, student perception scales can be most useful. Every student has perceptions about the adults with whom he associates. Some of the perceptions are accurate, some are inaccurate, some of them are felt but not understood, some of them are more revealing of the student himself than of the person he perceives. How teachers utilize the feedback which they receive to improve their teaching behavior is the key to the success or failure of student perception scales. It should be emphasized that this particular technique has the advantage of being available to teachers whenever they desire to employ it. Thus, evaluation can be an ongoing process and does not have to be dependent upon the assistance of a principal or supervisor.

### Team Evaluation

Team evaluation has been advocated as a means of getting multiple judgments regarding a given situation. The team can be made up of individuals inside or outside the school system. They may use the same approach to gathering data, then compare results, or they may each use a different approach, then pool the information for a combined judgment. For example, a

principal may use a rating scale, the supervisor an interaction analysis instrument, and the teacher a student perception scale. In another instance, videotaping of a lesson segment may be used as the basis of analysis by all members of the team.

It is evident that many variations of this technique are possible. Combinations of individuals to be involved and techniques to be used are virtually limitless. The main advantage is the combined data which may be gathered by a team and the combined wisdom which may follow

## Peer Supervision

Peer supervision has been little used until the advent of team teaching. Members of teams work together in the planning and implementation of learning. One team member may take major responsibility for a given phase of the lesson with other members watching or assisting. When the next planning session occurs, they attempt to determine how well their plans worked. The net effect is a critique aimed toward improvement in the next lesson plan.

There is an attempt to capitalize on the strengths of each team member. To do this, some analysis must be made of the teaching capabilities of each member. Generally, this analysis is open-ended, that is, not made according to a written set of criteria. Nevertheless, it can be quite incisive in the determination of roles on the team.

Of course, team teaching is dependent upon good working relationships among team members. In the attempt to maintain these relationships, some team members may not "level" with each other. In such cases, it may be beneficial for an outsider to help with evaluation of the team effort.

It has been said many times that team teaching does not allow a teacher to "hide" behind a classroom door. There is a certain stimulation to improvement which arises from a desire to gain peer approval and to make the plan work.

Another type of peer supervision simply involves one teacher in a helping relationship to another. This is done quite frequently with experienced teachers assisting beginners. Such help is often welcomed and the experienced teacher's concept of self may be enhanced in the process.

On some occasions, individuals or groups of teachers are asked to play a supervisory role in working out a curricular change or in attempting to solve a given problem. Such temporary arrangements can also be referred to as peer supervision.

## Achievement Tests

Achievement tests given periodically to pupils have sometimes been used to evaluate teaching effectiveness. If a teacher's class does well, he is assumed to be teaching well. If the class does not measure up to national or school norms, it is assumed that something is wrong with the teaching.

Several variables enter the picture when this approach is taken. The teacher who has, by design or chance, an intelligent class will have an advantage that has to be taken into account. The teacher who has access to older tests or other forms of the same type may consciously or unconsciously direct instruction and "trial runs" toward the taking of the test. Curriculum content is then dominated by the test.

When emphasis is placed on achievement tests in evaluating teachers, the skill the teacher has shown in guiding the emotional and social advancement of pupils may not be recognized. Achievement tests are best used as tools to learn more about pupils in order to help them discover their abilities, status, and growth, and to provide a basis of judgment concerning class activities that are most needed. Even in the current resurgence of testing, no claim is made by test makers that the results of the test can be generalized to accurately measure small pupil populations. Not even a large city school system is a sufficient population. Results are cautiously generalized to regions of the United States.

This is not to say that the teacher is not accountable for the academic development of pupils. Furthermore, using what is currently known about testing, it is possible to gain some information about the effectiveness of instruction. Carefully controlled conditions, a pre-test and post-test, and the use of tests which actually measure the objectives of instruction are needed to produce useful results. Even then, however, these results comprise only one piece of information. Among other things, they

fail to measure the basic attitude of the student toward learning which will bear heavily on future growth.

## Basic Guidelines

The following guidelines are offered for the application of all techniques of teacher evaluation:

1. Evaluation should be a continuous process in order to be fully effective.
2. No one technique or instrument is sufficient to do the total job of evaluation.
3. Each technique of evaluation is designed to be used for a specific purpose.
4. By using a combination of techniques, a helpful data bank of a teacher's competencies can be accumulated.
5. Teachers need in-service training in the use of evaluation instruments which they can use for self-assessment purposes and adequate time should be provided for this training.
6. The evaluation of teachers needs to take place in light of specific teaching objectives.
7. A global approach to teacher evaluation is not effective. The teaching act must be broken into specific skills which can be evaluated and an appropriate instrument or technique to measure each skill must be used.
8. In order for a school system to have an effective plan of evaluation it is necessary to provide sufficient personnel with adequate training and time to do the job.
9. All data collected on teachers by evaluators should be made available to the teachers so that improvement in instruction can be facilitated.
10. Teacher behavior should be evaluated in terms of the particular value system mutually agreed upon by the teacher and the evaluator.
11. In order to fully evaluate teaching, it is necessary to measure changes in the behavior of students.
12. Any evaluation program should have broad teacher involvement in its formulation and application.
13. The specii    an of evaluation for instructional improvement shc    be written into the negotiated agreement

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and/or board policy statements so that all have the same
expectations regarding its use.

The importance of teacher participation in all plans of
evaluation warrants special emphasis. Teachers should be
thoroughly informed and in agreement as to the purposes
of evaluation, and fully perceive its advantages in terms
of potential self-improvement. They should play an active
part in selecting, devising, and refining techniques. They
should be given adequate pre-service and in-service train-
ing in evaluation. However, in the last analysis, the basic
attitude of teachers toward evaluation will determine the
degree of its success.

# IV        BASIC TRAINING FOR EVALUATORS

The purpose of evaluation for the large majority of teachers should be to improve their professional competence. Success requires that those given the responsibility for assisting teachers have two types of skills. One is leadership skill that embraces ability to understand and motivate people, and the other is technical skill in the use of measures of teaching effectiveness. The basic responsibility for teaching these skills rests with colleges of education, although it should also be a continuing concern of all who direct those who supervise teachers.

Little training in the special skills needed by evaluators is required for certification of administrators in Ohio, whether they be supervisors, assistant principals, principals, or superintendents, and offerings of colleges of education are typically inadequate. **This situation indicates not only that future evaluators are being poorly prepared, but also that most persons now doing evaluation in schools have never received sufficient specific training for the work.**

## Primary Considerations

Primary considerations in the training of all administrators should be the careful screening of candidates, meeting individual needs of the student administrator, and the acquisition of demonstrable competencies. Indications are that substantial improvement needs to be made in all three areas.

Candidates for administrative training should be carefully screened to minimize waste of effort and to avoid certification of persons who are basically unsuited for administration. Competencies essential for positions of school leadership depend in important part on personal strengths such as basic intelligence, emotional stability, and forbearance. It seems impossible to legislate requirements for certification that would adequately provide for rejection of candidates deficient in these strengths. The only solution is for colleges of education to accept the obligation to adhere rigidly to high standards for both admission and continuance in training programs.

Needs for training in skills of leadership and constructive appraisal of teaching vary widely depending upon the aptitudes and past experience of the student administrator. Provision should be made for careful diagnosis of needs and for prescription of individual work assignments. In other words, the emphasis in program planning at this level, as at all levels of learning, should be on individualized education. The main goal should be ability to perform rather than to pass typical course requirements.

Emphasis on demonstrated competencies in supervision rather than on completion of course work is one of the most important overall changes needed in the training of administrators. For example, administrators should ι · required to show their mastery of effective ways of dealing with school people in a leadership role and their competence in planning, analysis, and execution of specific operations.

Qualification of administrators, whether by the training institution, public school, or state certification agency, should be on the basis of demonstrated ability to do certain things. The exact listing of all of these competencies should be a cooperative effort by representatives of colleges and school districts.

The Commission recommends that colleges of education:

1. Accept and qualify only those administrative candidates who possess required personal strengths.

2. Individualize training programs of administrators.

3. Qualify administrators primarily on the basis of demonstrated competencies to perform administrative tasks.

### Skill in Leadership

The ability to understand people is essential to effective leadership. This is a competence which no one probably acquires to his complete satisfaction, but its attainment can be helped materially by possession of two types of basic knowledge about people. One is appreciation of the differences in people that re-

sult from their social backgrounds and the other is understanding of the varied outlooks and responses of individuals that result from their mental and emotional development. The Commission submits that school leaders should have good grounding in the fields of sociology and psychology.

The ability to motivate people is founded upon knowledge of people, but it also requires the acquisition and use of identifiable human relations skills. The understanding of these skills may be heightened by study of leadership concepts in sociology, psychology, group dynamics, and administrative theory, but their acquisition generally calls for experience oriented training.

## Sociology and Psychology

Sociological problems bear heavily upon the work of teachers in most of today's schools and a basic grounding in sociology seems essential for the person responsible for counseling teachers of varied backgrounds in their relationships with students of varied backgrounds.

The psychological adjustment of teachers to their work and school environment is often cited as a key to their success or failure. Although school leaders should not attempt to assume the roles of psychologists, they should have a scientific understanding of human behavior in order to work effectively with teachers. In particular, they should come to understand how different people react to different stimuli, such as direct criticism, the example of others, and amount of personal attention received.

Candidates for graduate degrees in school administration for the most part are not required to have satisfactorily completed undergraduate work in sociology and psychology as part of their general education. Doctoral programs offer the opportunity for work in these fields, but it is generally not a degree requirement. Courses in administrative theory can provide some valuable insights, but pose no requirement for demonstrated competence in the fields of sociology and psychology.

At the master's degree level, the nature of the present programs in colleges of education seldom permits students to select courses offered by departments of sociology and psychology. It is most important to note in this regard that the over-

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whelming majority of administrators in Ohio schools have done little work beyond the master's degree.

The typical master's degree candidate takes one course each in child development or educational psychology, history or philosophy of education, research or statistics, and sometimes, sociology or anthropology of education, in addition to work in his major area. These courses may be of general value, but they do little to help prepare evaluators to understand the characteristics and needs of individual teachers.

All programs for preparing candidates for roles of school leadership should be developed in consultation with practitioners in the field. There has been much past criticism of the isolation of teachers of education from what actually goes on in schools. It is encouraging to note new instances of close working relationships between some colleges of education and school districts, but there are still many ivory towers to be toppled.

The Commission recommends that:

1. Colleges of education determine the competencies in sociology and psychology that should be acquired for advanced degrees in all branches of school administration containing a leadership function, and make attainment of these objectives a specific requirement for these degrees. Planning should be done in collaboration with practicing school administrators.

2. State certification of school administrators for leadership roles require appropriate competencies in the application of principles of sociology and psychology.

## Human Relations Skills

Effective interpersonal relations are essential to successful school leadership. They result primarily from quality of verbal communication and are reinforced by the tone and clarity of written communication. Effective verbal communication depends in large part upon sensitivity to the response of the individual or

group audience. Lack of this sensitivity and ability to adjust to response is often the major reason for poor leadership.

The graduate preparation of school administrators generally includes little attention to skills in human relations. An elective course in Group Dynamics is sometimes available and incidental learnings from case study analyses in supervision courses may yield some insights. Beyond these, the prospective administrator is ordinarily given little help in perfecting this important tool of school leadership.

Practice seems essential to the mastery of the skill of working constructively with other people. As of January, 1972, new Ohio state certification requirements mandate a cooperative university-public school course in field experience as a requirement for administrators and supervisors. This provides a potentially rich field for learning about human relations, but much work needs to be done in designing useful experiences and establishing objectives in terms of acquired competence.

Field experience should be planned to include a method for the administrator to find out how he is perceived by others. This can take a number of forms, such as videotaping conferences with teachers and evaluation of performance with instructors and fellow students. Attention should be paid to non-verbal as well as verbal behavior.

**The Commission recommends that colleges of education:**

1. **Design laboratory courses in collaboration with practicing school administrators that will enable students of supervision to critically test their human relations skills and to receive guidance based upon their own field experience.**

2. **Develop behavioral objectives in human relations skills in collaboration with practicing school administrators and make their attainment a degree requirement.**

There are many instances of poor verbal communication by school administrators. Furthermore, written communications

to school staffs are often too long and unclear. If teachers are to communicate effectively with students and parents, and are to be counseled along these lines, they obviously need the right example, and a clear understanding of what they are being told.

It should not be necessary to teach fundamentals of grammar, clear and concise writing, and group speaking to candidates for degrees in school administration. Mastery of these skills at the undergraduate level should be a prerequisite to entry into a degree program. However, skills should be monitored and upgraded, if needed.

**The Commission recommends that colleges of education:**

1. **Require candidates for advanced degrees in administration to demonstrate appropriate competencies in written communications and oral presentations as a qualification for entry.**

### Skill in Appraisal of Teaching

Little direct training in techniques of evaluating teaching is required of administrators. A typical administrator has two full courses in supervision, but even so, it is possible for him to have completed his entire program without having experience with any of the several means of analyzing teaching behavior described in this report.

Clearly, traditional training programs for administrators do not provide evaluators with all of the skills and competencies required to help teachers improve instruction. Most programs do not give administrators enough preparation in leadership skills and certainly do not provide an in-depth understanding of and training in the use of contemporary systematic observation instruments. Some universities are starting to add specific training in teacher evaluation to their administrative courses. Adequate attention to this subject calls for re-evaluation of the functions of administrators and restatement of priorities in training.

Qualification of school leaders in the area of teacher evaluation should require the acquisition and demonstration of competencies such as the following:

1. Gathering base line data on teachers (i.e., what they can do now) using systematic observation instruments.
2. Analyzing base line data and preparing a diagnostic profile for each teacher.
3. Developing a plan for continuing classroom observation.
4. Modifying evaluation instruments to apply to the specific classroom situation to be evaluated.
5. Designing evaluation instruments to be used with teachers and/or students.
6. Using self-designed instruments in the analysis of a teacher's classroom behavior.
7. Gathering and analyzing data on effectiveness of guided group interaction.
8. Encouraging teachers to collect feedback about their teaching behavior.
9. Helping teachers identify the consequences of their teaching behavior and those aspects that should be modified.
10. Helping teachers plan strategies to modify their behaviors.
11. Using instruments to measure how well teachers' objectives have been met.
12. Helping teachers demonstrate that they exercise control over what goes on in the learning situation.
13. Establishing goals in behavioral terms for each of the skills to be acquired by the teachers so that progress can be determined.
14. Helping teachers evaluate their performance in accomplishing their goals.

These techniques should all be introduced in the on-campus academic portion of training programs, practiced during field experience, and reinforced during in-service. Directors of university training programs should prepare charts showing exactly in what element of their programs the several techniques are to be learned. Practice in the application of most of the techniques should become a required element of the field experience course as dictated by individual needs.

The Commission recommends that colleges of education:

1. Re-evaluate all course offerings in supervision and

administration in collaboration with practicing school administrators and establish a high priority for development of skills in the constructive appraisal of teaching.

2. Establish specific required competencies in techniques of teacher evaluation in collaboration with practicing school administrators.

## Coordination of the Training of Administrators and Teachers

In addition to the foregoing means for improving the preparation of administrators for the essential task of assisting teachers in improving their performance, a further important step should be taken to strengthen administrator training programs. An essential component of an administrator's preparation seems lacking in all of the available program descriptions. There may be a lack of awareness on the part of administrators of new developments in the pre-service and in-service training of teachers within the universities they are attending. The obvious question is how an administrator or a supervisor can evaluate or assist teachers in doing something about which the administrator is not informed.

Present and prospective administrators should be made aware of the expectations being created in the minds of future teachers by universities, and future teachers should be informed of the expectations held by administrators. This kind of interface and coordination is basic to successful teacher evaluation. Without it, administrators could unwittingly become obstacles to teacher self-improvement and teachers could become uncooperative educational anarchists.

A further step can be taken to bring administrators and teachers together in their understanding of each other's objectives and plans for attaining them. Teachers and administrators could participate jointly in certain classes on supervision and teacher evaluation. This would enable teachers to contribute to the development of evaluative criteria and would sharpen administrators' understanding of the real concerns of those subject to evaluation.

The Commission recommends that colleges of education:

1. Articulate the training of administrators with the training of teachers.

V                                    IMPROVING SKILLS
                                OF PRESENT EVALUATORS

It is clear that present pre-service programs for training ad-
ministrators in teacher evaluation to improve teaching are in-
adequate. Because this has always been so, many persons now
charged with this responsibility have not received adequate
training. This is borne out by response to a Commission survey
of all superintendents in Ohio conducted in March of 1971. Of
the 67% who completed the survey, 77.5% said their supervisors
need training in techniques of evaluation. **There is great need
for a major program of improving the evaluation skills of** ·
**present administrators.**

There is much current concern among educators about the
need for in-service training of teachers. The concern begins with
criticism of the assumption that initial college preparation some-
how equips a teacher once and for all for a lifetime career, or
from disagreement with the idea that most teachers left to their
own devices will steadily enlarge their professional competence.
It is heightened by constantly changing learning requirements
of students. The concern also stems from the fact that a large
number of poorly equipped teachers were employed during the
long period of teacher shortage following World War II.

**The Commission submits that in-service training of
teachers will have its greatest initial and lasting value if
the persons responsible for continuously assisting them in
improving their competence are adequately equipped to do
so. Training of administrators and supervisors should then
precede, or go hand in hand with, in-service training of
teachers.**

Training of evaluators is a complex task. The evaluation of
teachers to improve their teaching competence, as previously
stated, requires the mastery of difficult skills of leadership as
well as proficiency in a variety of techniques and judgment in
their use. The magnitude of the task of upgrading the skills of
present administrators is indicated by the fact that there are
over 4,200 public schools throughout the state. However, unless

those people charged with responsibility for improving the performance of teachers are adequately equipped to do so, there is little poin. in attempting constructive programs of teacher evaluation.

There is always urgency about capitalizing on apparent opportunities to improve the educational process because time lost means opportunities lost for students. However, the problem of in-service training in teacher evaluation is of such size and complexity that it calls for solution on an experimental basis, with plans built from the ground up. Programs should be tailored to meet the needs of specific individuals, and methods should be tested in terms of resulting improvement in competence.

The Commission believes that leadership in the training of present evaluators should be taken by colleges of education and that they are presented with a great opportunity for short and long term impact on the quality of public school education by accepting this challenge. The Commission recognizes that substantial funds will be required to support planning, development, and installation of programs, and calls on the State to supply needed funds. **The Commission decries the fact that past state aid for education has included little or no funds aimed at improving the quality of teaching.**

### Action Proposed

The seminar approach of bringing administrators together for work sessions on evaluation can serve a useful informative purpose and should be encouraged. The basis of constructive evaluation, however, is person to person relationship, and effective teaching of such evaluation calls for a high degree of clinical experience. This indicates that much of the training should take place within schools.

**The Commission recommends that colleges of education, school districts, and the State Department of Education work together to:**

1. **Establish a center of responsibility for planning and program development within each college of education that trains administrators.**

2. Identify a small number of school districts in the area of each college of education that wish to collaborate with the college in a program for improving the evaluative skills of their administrators.

3. Select a group of evaluators in each district who would particularly benefit from special training and assess their needs.

4. Project the cost of program development and implementation in pilot districts.

5. Secure funds for pilot programs from school districts, universities, state, federal, and private sources.

6. Develop pilot programs, including clinical experience, with emphasis on:
   a. Skills in human understanding, communication, and motivation.
   b. Skills in application of the most useful techniques for assessing and improving teaching performance.
   c. Measurement of results of training.

7. Establish the State Department of Education as the central agency for evaluating all pilot programs and reporting results.

8. Prepare and present a State Department of Education request for state funds to enlarge the program to cover all school districts.

9. Establish a function within each school district or group of districts for continuous long term training of evaluators in cooperation with colleges of education.

## VI      ORGANIZATION FOR EVALUATION

Most of what is called evaluation of experienced teachers in Ohio schools today is a perfunctory exercise of little real value to the teacher and the quality of education. It is generally based upon classroom observations of an hour or less, carried out at intervals ranging from twice or three times a year to once every four years. Of the superintendents responding to the Commission's 1971 survey, 47% conduct annual evaluations of those teachers who have taught in their district over three years but are not on continuing contracts, and 46% conduct annual evaluations of teachers on tenure. The typical evaluation as described by administrators in districts sampled throughout the state is a cursory subjective examination of the personal characteristics of the teachers, the appearance of the classroom, and the attitudes of students.

There are two main reasons for the type and frequency of evaluations being carried out. One is the previously described lack of training of evaluators and the lack of concern that may naturally result. The other is lack of time to do the work.

That a large amount of time is required for constructive counsel with teachers is indicated by the content of the various techniques available. It seems apparent that the time allowed for the typical annual review plus the informal day to day exposure of teachers to supervisors is far from adequate.

Lack of time available for evaluation is apparent upon examination of the typical staffing of Ohio schools. "Profile of the Ohio Principal," (Research Bulletin Number 3, 1971, of the Ohio Education Association) includes the following information on the staffing of Ohio schools:

|  | Median Number of Students | Median Number of Certificated Staff |
|---|---|---|
| Elementary | 510 | 21 |
| Middle and Junior High | 730 | 34 |
| Senior High | 715 | 36 |

Employment of Assistant Principals

|  | None | One | Two |
|---|---|---|---|
| Elementary | 91.7% | 7.0% | .4% |
| Middle and Junior High | 45.5% | 45.1% | 7.2% |
| Senior High | 43.3% | 38.4% | 12.5% |

The large majority of schools have no assistant principal and, in the case of secondary schools where most of the assistant principals are found, administrators interviewed by the Commission staff generally reported that assistants spend 80 to 90% of their time on matters of student discipline. Furthermore, in most school districts, it appears that department chairmen at the secondary level have little released time for the purpose of supervising their colleagues and that the central office staff performs only cursory teacher appraisals.

One of the costs of school operation that has been frequently criticized throughout Ohio is the amount spent for administration. A recent national Gallup poll of the public's attitude toward the public schools indicated that reducing the number of administrative personnel would be the least unfavorable of 16 ways of cutting costs, if a district had to do so. At the same time, the most vocal demand of the public is for school accountability — measures of performance as a base for steps to improve productivity. The public wants increased productivity, but fails to realize the cost of bringing it about. It is trying to fly on one wing.

It is hard to find instances where people who are entrusted with as much responsibility for the public well-being as teachers are left so much on their own. Many of these teachers are in their early twenties with no more than a bachelor's degree. Many others have taught for years completely free to determine their own rate of professional growth. In contrast, a young lawyer with two degrees is not likely to be given full responsibility for his firm's clients and older doctors are not likely to escape the consequences of ignoring advances in their field. In these instances the market place exerts a powerful influence. Teachers' clients, however, can exert real influence only through administrators — yet they are not willing to provide enough administrators to secure their ends.

It seems likely that most school districts will have to spend more money on supervision, if the right job of teacher evaluation is to be done. However, the first step is to examine opportunities for doing a better job within present budget limitations. This approach should be adopted not only to see that existing funds are used efficiently, but to assure that new funds will be used most productively.

There are three particular areas where opportunities may be found for providing more help to teachers within present budgets. One is reassessment of the varied responsibilities of principals and their assistants. The second is flexible staffing. The third is the priority given expenditures for school leadership versus such things as maintaining a low teacher-student ratio and providing staff for curriculum development.

## School Principals

These administrators are frequently viewed as over-worked individuals, harassed by unruly students, unreasonable parents. and temperamental teachers, and bogged down in a maze of bus schedules, maintenance problems, and central office reports. Some teachers rate principals primarily on their ability to get supplies and keep the building warm. A few questions about a principal may reveal the attitudes necessary for him to be a constructive professional counselor of teachers:

1. How does he view his job in relation to the learning process of students?
2. How does the central office view his job?
3. Does he fundamentally enjoy the nuts and bolts aspect of his work together with his office life more than the intangible aspects of teaching?
4. Does he feel secure in the classroom scene?

Indications are that much of the effort of principals in the important areas of community relations, student discipline, and faculty morale is of a firefighting nature. More attention to the root of everything that happens in a school — relationship between student and teacher — could prevent many fires from starting. The greatest boon to community relations is students who are

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being effectively led by teachers, the greatest lift to faculty morale comes from satisfactoiy relations with students, and problems of discipline can best be prevented or remedied in the classroom.

## School Organization

Flexible staffing arrangements aimed at best matching the capabilities of teachers with the needs of students have been described in two Commission reports, *Organizing for Learning* and *Organizing for Learning II: Paths to More Flexible Staffing.* Under these plans, teachers work closely together in teams to plan and carry out individualized instruction for students. These arrangements offer a great opportunity for constructive peer assistance in professional growth either by teachers observing each other or suggesting improvements to each other.

Most teams have leaders who may or may not have responsibility to improve the performance of their team members through evaluation. Giving team leaders this responsibility would be a very useful approach for all flexibly-staffed schools. Because the team leader is also a teacher, and intimately related to the work of team members, evaluation is a natural adjunct that can be carried on continuously and with little, if any, extra cost.

Specifically, the team planning sessions become oriented toward evaluation and improvement through interaction among members and the leader. Such activities are carried out both formally and informally. They are cooperative; yet leadership is present on a functional, need oriented basis. Many of the needs for instructional leadership are met at the team or unit level.

The addition of new roles, such as leader and in some cases, teacher aide and instructional secretary, and the use of personnel in groups rather than singly, result in considerable redefinition of the familiar roles of teacher, principal, supervisor, and consultant. And, through this redefinition, the usually neglected obligations for evaluation and improvement begin to be met.

The changed role of the principal is particularly apparent in the team-organized schools. He has the unique opportunity to take leadership in initiating and refining a system of individually

guided education. He manages pre-service and in-service teacher training activities in the building and administers some research and development activities. The principal works closely with team leaders ⌐      ⌐ some cases, chairs what may be described as a buildiɔ      ⌐ instructional improvement committee in situations where      ⌐h a group is a part of the formal education.

The instruction⌐ mprovement committee normally is comprised of team lea ⌐   ⌐nd the principal or a designated assistant principal for curricuɪu.ɲ and instruction. The committee meets frequently and makes decisions about the instructional program, the teacher education programs, and research and development within the building. Opportunities for the administrator to function as an instructional leader through his work with this committee are numerous.

It need not be assumed that the building administrator is the expert in every subject matter field, in research design, in teacher education, or even in evaluation. However, he is responsible for arriving at decisions on these and other matters with the instructional improvement committee and for the execution of such decisions.

This approach to organization in a single building seems to make it more possible for the principal, in particular, to live up to the diverse expectations held for this position. In general, extensive knowledge on the part of the principal does not have to be assumed. However, the principal should have basic competence in such essential areas as using the best knowledge available from faculty, supervisors, and consultants; delegating appropriate responsibilities (including a portion of the evaluative function); arriving at group decisions which can be implemented effectively; and overall management of the enterprise. Thus, the job of principal, especially in terms of evaluation and instructional improvement, becomes more realistic in schools with flexible staffing.

Although flexible staffing has been applied more in elementary and middle schools than in secondary schools, there is much potential for this type of organization in junior and senior high schools. Here, too, such organization could contribute to making

the evaluation task of the secondary administrator more manageable.

Another way of changing school organization to provide for constructive teacher evaluation in large junior and senior high schools is to expand the usual functions of department chairmen to include evaluation. This requires adequate release of time from teaching and calls for special compensation commensurate with added responsibility.

## Priorities

The importance of teacher evaluation to improve performance is so great that it calls for a re-examination of priorities in those districts that are not adequately staffed for the work. This may result in reallocation of funds to provide more help to teachers.

Central office instructional functions now provided in the budget may never be fully effective unless teachers receive adequate help with their day to day teaching tasks. For example, a new curriculum may not be as important as better communication between teachers and students. A low ratio of students to teachers may be less important than quality of teaching, which could be improved through the right type of evaluation. **The overriding consideration should be the use of resources to the best net advantage of students.**

The Commission recommends that school districts:

1. **Commit sufficient supervisory staff time to carry out successfully the work of helping teachers improve their skills.**

2. **Examine ways of improving evaluation by redefining the job of the principal, organizing schools along plans of flexible staffing, and expanding the role of department chairmen in large schools to include evaluation.**

3. **Establish a high priority for funds that may be needed for evaluation and rearrange budgets, if necessary, to provide for this essential function.**

# SUMMARY OF RECOMMENDATIONS

## BASIC TRAINING FOR EVALUATORS-CHAPTER IV

The Commission recommends that colleges of education:

- Accept and qualify only those administrative candidates who possess required personal strengths.

- Individualize the training program of administrators.

- Qualify administrators primarily on the basis of demonstrated competencies to perform administrative tasks.

- Determine the competencies in sociology and psychology that should be acquired for advanced degrees in all branches of school administration containing a leadership function, and make attainment of these objectives a specific requirement for these degrees. Planning should be done in collaboration with practicing school administrators.

The Commission recommends that:

- State certification of school administrators for leadership roles require appropriate competencies in the application of principles of sociology and psychology.

The Commission recommends that colleges of education:

- Design laboratory courses in collaboration with practicing school administrators that will enable students of supervision to critically test their hu-

man relations skills and to receive guidance based upon their own case experience.

- Develop behavioral objectives in human relations skills in collaboration with practicing school administrators and make their attainment a degree requirement.

- Require candidates for advanced degrees in administration to demonstrate appropriate competencies in written communications and oral presentations as a qualification for entry.

- Re-evaluate all course offerings in supervision and administration in collaboration with practicing school administrators and establish a high priority for development of skills in the constructive appraisal of teaching.

- Establish specific required competencies in techniques of teacher evaluation in collaboration with practicing school administrators.

- Articulate the training of administrators with the training of teachers.

## IMPROVING SKILLS OF PRESENT EVALUATORS - CHAPTER V

The Commission recommends that colleges of education, school districts, and the State Department of Education work together to:

- Establish a center of responsibility for planning and program development within each college of education that trains administrators.

- Identify a small number of school districts in the area of each college of education that wish to col-

laborate with the college in a program for improving the evaluative skills of their administrators.

● Select a group of evaluators in each district who would particularly benefit from special training and assess their needs.

● Project the cost of program development and implementation in pilot districts.

● Secure funds for pilot programs from school districts, universities, state, federal, and private sources.

● Develop pilot programs including clinical experience, with emphasis on:

> Skills in human understanding, communication, and motivation.
>
> Skills in application of the most useful techniques for assessing and improving teaching performance.
>
> Measurement of results of training.

● Establish the State Department of Education as the central agency for evaluating all pilot programs and reporting results.

● Prepare and present a State Department of Education request for state funds to enlarge the program to cover all school districts.

● Establish a function within each school district or group of districts for continuous long term training of evaluators in cooperation with colleges of education.

## ORGANIZING FOR EVALUATION - CHAPTER VI

The Commission recommends that school districts:

- Commit sufficient supervisory staff time to carry out successfully the work of helping teachers improve their skills.

- Examine ways of improving evaluation by redefining the job of the principal, organizing schools along plans of flexible staffing, and expanding the role of department chairmen in large schools to include evaluation.

- Establish a high priority for funds that may be needed for evaluation and rearrange budgets, if necessary, to provide for this essential function.

APPENDIX

## MICRO-TEACHING

Nine technical skills are considered by experienced teachers to be of primary importance and are emphasized in the Stanford materials. They are:

1. Establishing rapport between pupils and teachers to obtain immediate involvement in the lesson.
2. Establishing appropriate frames of reference — being able to teach a lesson from several points of view.
3. Achieving closure — pulling together major points, tying them in with past knowledge, providing students with a sense of accomplishment.
4. Using questions effectively — learning different types of questions and the phrasing of them.
5. Interpreting and reacting to students' classroom behavior.
6. Learning techniques for encouraging or discouraging classroom interaction.
7. Providing feedback — how to look for knowledge of results.
8. Employing rewards and punishments.
9. Improving ability to analyze and initiate teaching models.

Advantages and additional uses of micro-teaching include: (1) the isolation of specific teaching skills; (2) the opportunity to gain experience in teaching a variety of pupils (age, sex, background), with the length and scope of the lesson narrowed; (3) economy of operation by reducing number of pupils required for training, amount of materials needed; (4) the adaptation of skill training according to need and in a controlled situation with supervision and immediate critique; (5) the opening of new avenues for evaluating teachers under standard conditions with several judges.

Lack of familiarity with the equipment and the modest initial cost to add a videotaping capability are two possible problems to be overcome.

## INTERACTION ANALYSIS

The teacher talk categories are coded as follows:

1. Accepts feeling — "I can sense your concern about Friday's test."

2. Praises or encourages — "That's fine, John; keep up the good work."
3. Accepts or uses ideas of students — "Remember that Mary told us a few minutes ago that the problem can be solved another way."
4. Asks questions — "What comparisons do you see between the two authors' portrayal of the South?"
5. Lectures — (gives facts, opinions, generalizations).
6. Gives directions — (directs, commands, expects compliance).
7. Criticizes or justifies authority — "You have no right to question this assignment since you did so poorly in your written work yesterday."

Categories 1 through 4 represent indirect influence (encouraging participation and freedom of the student) and categories 5, 6, 7— direct influence (restricting student participation to control of the teacher).

The student talk categories include two areas:

8. Student talk response (in response to a teacher contact) — "The comparison I see between the two authors' portrayal of the South is . . ."
9. Student talk interaction — student himself wants to talk — not prompted by a teacher directive.

The tenth category is for coding pauses, silence, noise and confusion.

10. Silence or confusion.

A trained observer records every three seconds the number of the verbal behavior — 1 through 10 — he hears in the classroom. He can transfer his series of numbers for an observation to a 10 x 10 matrix which enables him to see the patterns and sequence of talk. For example, he may be able to see from the matrix that the teacher spent most of his time asking short questions in the content area and receiving short answers from the students, thus suggesting that questions were on the memory level, not requiring much reasoning. The results from the matrix may be summarized as sequential pairs of statements, total percentages of statements in each category, or the ratio of indirect and direct behaviors explained previously.

There are many strengths in this observation system:

(1) Simplicity of providing objective data that can be analyzed and used for a variety of training or evaluating purposes. It can be used with beginning teachers to encourage their growth; with poorly prepared experienced teachers to indicate when a change may be needed in teacher style and what behaviors are needed to change it; with competent experienced teachers for continual self-evaluation; and with weak experienced teachers to explain techniques for increasing teacher effectiveness. (2) Through its breakdown of classroom behavior into a few categories it enables the teacher to better understand classroom dynamics and the effect his type of verbal behavior has on the student. (3) It can be easily learned in an in-service program thus providing a common vocabulary for the school to use in discussing teacher behavior. (4) It reduces the classroom verbal action to a set of numbers which can suggest desirable changes to be made and also indicate whether the changes finally do take place.

One weakness of the system is that at least eight hours of study and practice are required to develop a proficiency in coding. Also the categories are so broad, such as number 4 — teacher questions — that little can be learned concerning the intellectual level upon which the class is functioning. Furthermore, in order to reduce the number of categories to a manageable ten, the classifications have been made as inclusive and general as possible. To offset this problem, several modifications of the Flanders System have been developed with sub-categories including the Verbal Interaction Category System (VICS) by Amidon and Hunter.

### Non-Verbal Teacher Behavior Category System

Encouraging Communication
1. **Enthusiastic Support** - Enthusiastic approval, unusual warmth, emotional support, or strong encouragement. A smile or nod to show enjoyment, pleasure, or satisfaction. A pat on the back, a warm greeting of praise, or any act that shows obvious approval. Vocal intonation or inflection of approval and support.
2. **Helping** - A spontaneous reaction to meet a pupil's request, help a pupil, or answer a need. A nurturant act. A

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look of acceptance and understanding of a problem, implying "I understand," or "I know what you mean," and followed up by appropriate action. An action intended to help. A tender, compassionate, or supportive voice. Or a laugh, a vocalization that breaks the tension.

3. **Receptivity** - Willingness to listen with patience and interest to pupil talk. By paying attention to the pupil, the teacher shows interest implying that "lines of communication are open." He maintains eye contact, indicates patience and attention, suggests a readiness to listen or an attempt at trying to understand. A pose or stance of alertness, readiness, or willingness to have pupils talk. A gesture that indicates the pupil is on the "right track." A gesture that openly or subtly encourages the pupil to continue. The teacher augments pupil talk or encourages the pupil to continue: "Yes, yes" (un-hm), "Go on," "Okay," "All right," or "I'm listening." Such a vocalization supplements and encourages the pupil to continue.

4. **Pro Forma** - A matter of form or for the sake of form. Whether a facial expression, action, or vocal language, it neither encourages nor inhibits communication. A routine act in which the teacher does not need to listen or respond.

Inhibiting Communication

5. **Inattentive** - Unwillingness or inability to be attentive. Disinterest or impatience with pupil talk. Avoidance of eye contact. Apparent disinterest, impatience, unwillingness to listen. Slouchy or unalert posture. "Don't care attitude," the ignoring of pupil talk. Stance indicating internal tension, preoccupation, or concern with own thoughts. A hand gesture to block or terminate pupil talk. Impatience, or "I want you to stop talking."

6. **Unresponsive** - Failure to respond when a response would certainly be expected. Egocentric behavior, openly ignoring need, insensitivity to feeling. An obvious denial of pupil feelings, noncompliance. Threatens, cajoles, condescends. Withdrawing from a request or expressed need of a pupil. Disaffection or unacceptance of feeling. A gesture suggesting tension or nervousness. Obvious interruption and interference.

7. **Disapproval** - Strong disapproval, negative overtones, disparagement, or strong dissatisfaction. Frowning, scowling, threatening glances. Derisive, sarcastic, or disdainful expression that "sneers at" or condemns. Physical attack or aggressiveness — a blow, slap, or pinch. A pointed finger that pokes fun, belittles, or threatens pupils. Vocal tone that is hostile, cross, irritated, or antagonistic. Utterance suggesting unacceptance, disappointment, depreciation, or discouragement.

The observer simply notes the occurrence of non-verbal message or teacher behavior by writing the number of the category for each communicative action. These numbers are recorded in a vertical column. Observers rely on the natural unfolding of events in the classroom to dictate the frequency of the coding rather than categorizing according to some arbitrary time limit, such as every three seconds, as is done with the interaction analysis system.

### Student Perception of Teachers

**Student Opinion Questionnaire** - This instrument contains fifteen statements on which students express their opinions of their teacher on a scale from "below average" to "the very best." The questionnaire is administered by someone other than the teacher in order to encourage frankness. The questionnaires are then sent to the Student Reaction Center at Western Michigan University where they are scored. A summary of the answers by the students in the class is then sent to the teacher. The results are made known only to the teacher unless the University is directed to share them with others such as principals.

**Style of Teaching Inventory** - This instrument contains fifty-two statements about his teacher that a student can respond to. Items can be changed, added, or dropped in order to make the instrument appropriate for use by all teachers regardless of grade level or subject taught. Students respond to each statement on a 1 (always) to 5 (never) scale. This instrument was developed by and is available from Science Research Associates, Inc. Chicago, Illinois. It is Unit Two of their **Teacher Self-Assessment** extension service.

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In using this instrument, teachers are asked to predict how the majority of students will rate them on each item and to indicate what would represent an ideal score on each item. The teacher can then compare how he thinks his students perceive him and how, in fact, they do perceive him.

**About My Teacher** - This 150 item questionnaire developed by William R. Beck, Associate Professor of Education, University of Toledo, is designed to measure pupil perceptions of teacher merit or effectiveness along five dimensions: Affective; Cognitive; Disciplinary; Motivational; and Innovative. The instrument can be altered in order to make it usable with all levels of teachers.