

Table of Contents

List of Figures	viii
Preface	xi
About the Authors	xvi
Part I: Developing and Implementing a Teacher Evaluation System	
Chapter 1: Teacher Evaluation: Getting Started	3
Why Do We Need Quality Teacher Evaluation?	3
What Are the Purposes of Teacher Evaluation?	4
Identifying Evaluation Purposes	4
Linking Professional Growth and Accountability in Teacher Evaluation	5
Why Has Teacher Evaluation Often Failed to Be Effective?	5
What Components Are Essential for a Quality Teacher Evaluation System?	6
Communication in Evaluation	7
Public communication in teacher evaluation	7
Private communication in teacher evaluation	7
Commitment to Evaluation	7
Collaboration in Evaluation	8
What Are Guidelines for Developing and Implementing Quality Teacher Evaluation Systems?	8
What Is the Purpose of the Handbook?	9
What Does the Handbook Not Provide?	10
Summary	10
Chapter 1 References	10
Chapter 2: Teacher Evaluation: Background and Context	12
What Is the History of Teacher Evaluation?	12
How Has the Role of the Teacher Changed Over Time?	13
What Are the Major Frameworks for Evaluating Teacher Performance?	14
Interstate New Teacher Assessment and Support Consortium (INTASC) Standards	14
National Board for Professional Teaching Standards	16
What Are the Different Models of Teacher Evaluation?	17
What Are the Standards for Quality Personnel Evaluation?	19
Propriety Standards	19
Utility Standards	19
Feasibility Standards	20
Accuracy Standards	21
Summary	21
Chapter 2 References	21

Chapter 3: The Goals and Roles Evaluation Model	23
What Are the Underlying Assumptions?	24
What Is the Purpose of the Model?	24
What Are the Key Features?	25
What Are the Basic Steps in the Model?	27
Summary	29
Chapter 3 References	29
Chapter 4: Developing Teacher Performance Standards	30
What Is the Job of the Teacher?	31
What Are Performance Standards?	32
Overview	32
Domains	32
Performance Standards	34
Performance Indicators	35
What Research Supports Teacher Performance Standards?	35
What Are the Steps in Developing Performance Standards?	38
Selecting Terminology	38
Determining Content for Performance Standards	38
What Teacher Performance Standards Are Recommended for Use?	39
Summary: How Should Teacher Performance Standards Be Used?	39
Chapter 4 References	39
Chapter 5: Using Criteria to Rate Teacher Performance	41
What Are the Intended Outcomes of Teacher Evaluation?	42
What Assessment Tools Can Be Used in Providing Formative	
Feedback?	42
Performance Indicators and Formative Feedback	42
Interim Reviews and Formative Feedback	43
What Types of Rating Scales Can Be Used in Summative	
Evaluation?	45
Designing Rating Scales	45
Using Rating Scales	47
What Is a Performance Appraisal Rubric and How Can It Be Used? ...	49
Summary	52
Chapter 5 References	52
Chapter 6: Documenting Teacher Performance	53
So What Is Wrong with Observation-only Teacher	
Evaluation Systems?	54
From Whom Should Teacher Performance Data Be Collected?	55
Teacher Self-evaluation	56
Peers and Other Colleagues	56
Students and Parents	56
Supervisor	56
What Data Sources Should Be Used in Teacher Evaluation?	56
Observation	57

Teacher Portfolios	58
Client Surveys	59
Student Achievement and Measures of Student Progress	62
What Are the Benefits of Using Multiple Data Sources in Teacher Evaluation?	64
What Guidelines Should Be Followed in Developing and Using Multiple Data Sources in Teacher Evaluation?	64
Summary	65
Chapter 6 References	65
Chapter 7: Implementing a Teacher Performance Evaluation System	67
What Policy Should Guide the Performance Evaluation of the Teacher?	68
What Procedures Should Be Established?	69
Who Will Be Evaluated and by Whom?	70
How Often and When Will Evaluations Be Done?	71
By What Means Will Evaluations Be Made?	72
How Do You Help Teachers Improve Performance? Conferencing	73
Goal Setting	75
What Training Is Required to Implement the Performance Evaluation of Teachers?	76
Summary	77
Chapter 7 References	78
Chapter 8: Teacher Evaluation: Where Do We Go From Here?	79
What Are Appropriate Legal Guidelines for Teacher Evaluation?	80
What Are Key Issues to Consider in Revising a Teacher Evaluation System?	82
What Are Evolving Directions in Teacher Evaluation?	83
Summary	84
Chapter 8 References	84
Part II: Roles and Responsibilities	
Overview of Part II: Roles and Responsibilities	87
Classroom Teacher: 5 Domains	89
Classroom Teacher: 4 Domains	97
Resource/Specialty Area Teachers: Domains and Performance Standards	105
Performance Indicators for English Second Language (ESL) Teacher	115
Performance Indicators for Gifted/Talented Enrichment Teacher	121
Performance Indicators for Preschool Teacher	127
Performance Indicators for Reading Recovery Teacher	133
Performance Indicators for Reading Specialist Teacher	139

Performance Indicators for Special Education Resource Teacher130

Part III: Tools You Can Use

Overview of Part III: Tools You Can Use146
Performance Assessment Rubric147
Teacher Goal Setting for Improving Student Achievement Form167
Teacher Evaluation Records173
Portfolio Guidelines209
Client Surveys233
Teacher Summative Evaluation Forms242
Improvement Assistance Plan251
Teacher Performance Evaluation Feedback Form252

© Hawker Brownlow Education

Teacher Evaluation: Getting Started

There is good reason and strong support for linking teaching with good evaluation practices. While teacher evaluation has long been entrenched in educational practice, fundamental questions about this enterprise and its value have often been ignored. Why evaluate? Who benefits from evaluation? Perhaps most importantly, how are teaching and learning improved through evaluation? Seeking answers to these questions deserves our attention if teacher evaluation is to become a more meaningful and productive effort.

Exploring issues related to the above questions is the focus of the *Handbook on Teacher Evaluation*. In this introductory chapter, we specifically address the following:

- ◆ Why do we need quality teacher evaluation?
- ◆ What are the purposes of teacher evaluation?
- ◆ Why has teacher evaluation often failed to be effective?
- ◆ What components are essential for a quality teacher evaluation system?
- ◆ What are guidelines for developing and implementing quality teacher evaluation systems?
- ◆ What is the purpose of the *Handbook*?
- ◆ What does the *Handbook* not provide?

Why Do We Need Quality Teacher Evaluation?

The opening statement in the report, *What Matters Most: Teaching for America's Future*, is as follows:

We propose an audacious goal . . . by the year 2006, America will provide all students in the country with what should be their educational birthright: access to competent, caring, and qualified teachers.¹

Without capable, high quality teachers in America's classrooms, no educational reform effort can possibly succeed. Without high quality evaluation systems, we cannot know if we have high quality teachers. Thus, a well designed and properly implemented teacher evaluation system is essential in the delivery of effective educational programs and in school improvement.

Regardless of how well a program may be designed, the program is only as effective as the people who implement and support it.² Thus, a rational relationship exists

between personnel and programs. In a nutshell, *effective teachers and other personnel* are essential for *effective programs*. If school effectiveness and student success are important, and if productive personnel are necessary for effective programs, then a conceptually sound and well implemented personnel evaluation system for teachers is also important.

Despite the fact that proper teacher evaluation is fundamentally important, this part of the personnel process is all too frequently handled in an ineffective manner, primarily due to the implementation of poor evaluation systems and practices.³ Regardless of the educator's position, fundamental evaluation needs are basic: Evaluation systems should be fair and comprehensive, grounded in both job performance and organizational requirements. Consequently, an evaluation system should be designed to encourage improvement in the teacher as well as in the school or program.

What Are the Purposes of Teacher Evaluation?

Identifying Evaluation Purposes

There are many ways to conceptualize the purposes of teacher evaluation. For example, Wheeler and Scriven identified 15 different purposes, including hiring, salary decisions, assignments, reduction in force, performance evaluation, retirement exemption, pre-tenure retention/termination, licensing, credentialing, tenure, awards/recognition, post-tenure retention/termination, self-assessment, promotion/career ladder, and mentoring appointment.⁴ Additionally, the Personnel Evaluation Standards of the Joint Committee on Standards for Educational Evaluation noted ten separate reasons why high quality personnel evaluation is important in education:

1. to evaluate entry-level educators before certifying or licensing them to teach,
2. to identify promising job candidates,

3. to assess candidates' qualifications to carry out particular assignments,
4. to guide hiring decisions,
5. to assess performance of educators for tenure and promotion decisions,
6. to determine recognition and awards for meritorious contributions,
7. to assist faculty and administrators in identifying strengths and needs for improvement,
8. to plan meaningful staff development activities,
9. to develop remediation goals and activities, and, when necessary,
10. to support fair, valid, and legal decisions for termination.⁵

To provide the context for discussing the purposes of teacher evaluation, we offer the following perspective regarding the purposes of public schools:

*Human beings derive meaning in life from two general sources: 1) the experience of personal growth and 2) commitment to causes greater than their own self-interest. . . . Emphasizing one to the exclusion of the other may yield citizens who either care little for the welfare of their society or lack the knowledge to contribute to it.*⁶

In remarkable similarity to this perspective of balanced purposes in education are the fundamental purposes of teacher evaluation: improving performance and documenting accountability.⁷ The *performance improvement purpose* relates to the personal growth dimension identified in the above quote and involves helping teachers learn about, reflect on, and improve their practice. This improvement function generally is considered *formative* in nature and suggests the need for continuous professional growth and development.⁸ The accountability purpose, on the other hand, reflects a commitment to the important professional goals of competence and quality performance. This accountability function typically is viewed

as *summative* and relates to judging the effectiveness of educational services.⁹

Linking Professional Growth and Accountability in Teacher Evaluation

These two purposes—professional growth and accountability—are often described as mutually exclusive. Throughout the *Handbook on Teacher Evaluation*, however, we suggest that for teacher evaluation to be most beneficial, a concerted effort must be made to establish a logical link between the two purposes. Tom McGreal suggested that multiple purposes of evaluation can be successfully met within a single evaluation system when the system is viewed as one component of a larger mission—furthering the goals of the organization.¹⁰ And, as Michael Fullan noted, “combining individual and institutional development has its tensions, but the message . . . should be abundantly clear. You cannot have one without the other.”¹¹

How can we make this logical link between performance improvement and accountability as we design teacher evaluation systems that are more meaningful and useful in improving the quality of education? To begin, we must recognize that these “purposes are not competing, but supportive interests—dual interests that are essential for improvement of educational service delivery.”¹² Thus, as we conceive of improvement and accountability purposes as compatible rather than competing, we need to emphasize a simple but fundamental equation:

Improved teaching = School improvement

Ideally, professional growth for teachers improves their teaching knowledge and practice, which, in turn, contributes individually or collectively to school-wide improvement. As Barbara Howard and Wendy McColskey noted, “evaluation that leads to professional growth requires teachers to look honestly at their weaknesses and strengths.”¹³ In practical terms, performance im-

provement can take multiple forms, including growth at the following levels:

- ♦ improvement in performance of individual teachers,
- ♦ improvement of programs and services to students, parents, and community, and
- ♦ improvement of the school’s ability to accomplish its mission.

Quality teacher evaluation can facilitate improvement at each of these levels by providing meaningful feedback and appropriate support and resources.

Despite the complexities of addressing both improvement and outcome concerns, such a combination is needed. As John Saphier observed:

*There are those who say supervision must be separated from evaluation because it is impossible for teachers to open up and have productive, growth-oriented dialog with one who judges them. In other words, teacher evaluation is incompatible with stimulating teachers’ thinking and growth. We reject that notion. The problem is not that evaluators can’t supervise, it is that they cannot supervise often enough.*¹⁴

The accountability emphasis in evaluation relates to assessing both the individual teacher’s performance and the accomplishment of the school’s goals. It is this function of evaluation that is often perceived as detracting from the formative potential of the supervisory process. “Growth often entails trust and risk-taking, factors which may be undermined by concern for accountability.”¹⁵ However, unless summative evaluation is seen as “instrumental in the accomplishment of such major school objectives . . . time and resources so critical to high quality assessment are unlikely to be available.”¹⁶

Why Has Teacher Evaluation Often Failed to Be Effective?

As noted above, there are multiple and compelling reasons why we need high quality, useful

teacher evaluation systems operating in our schools. Perhaps most fundamentally, evaluation can be an important tool for supporting and improving the quality of teaching. Unfortunately, teacher evaluation too frequently has been viewed not as a vehicle for growth and improvement, but rather as a formality—a superficial function that has lost its meaning. When school principals and other evaluators approach evaluation as a mechanical exercise and teachers view it as an event that must be endured, evaluation becomes little more than a time-consuming charade.

Just as there are multiple reasons why we need quality teacher evaluation, there are multiple reasons why, historically, we have not achieved this worthy goal. The Joint Committee on Standards for Educational Evaluation stated that prominent criticisms of teacher and other types of performance evaluation practices are that they have failed:

- ◆ to screen out unqualified persons from certification and selection processes,
- ◆ to provide constructive feedback to individual educators,
- ◆ to recognize and help reinforce outstanding service,
- ◆ to provide direction for staff development programs,
- ◆ to provide evidence that will withstand professional and judicial scrutiny,
- ◆ to provide evidence efficiently and at reasonable cost,
- ◆ to aid institutions in terminating incompetent or unproductive personnel, and
- ◆ to unify, rather than divide, teachers and administrators in their collective efforts to educate students.¹⁷

Over the years, both researchers and practitioners have been critical of how teacher evaluation has been both designed and implemented. To illustrate some of the prevalent problems with teacher evaluation, consider the following concerns:

- ◆ “Research and learned opinion strongly support the contention that teacher evaluation has been of little value.”¹⁸
- ◆ “For administrators, personnel evaluation can be one of the primary means of ensuring a quality educational program for students, and yet many are hesitant to conduct honest and meaningful evaluations with staff for fear of the potential legal ramifications in cases of unsatisfactory performance.”¹⁹
- ◆ “In the past, teacher evaluation has generally not been a high-stakes activity, in part because improving the quality of teachers has not been seen as critical for improving the quality of education.”²⁰
- ◆ “The bureaucratic culture and conflictive atmosphere that currently dominate our schools inevitably breed distrust. Without trust, any evaluation system, no matter how well intended, is doomed.”²¹

These concerns must be considered in the development of improved evaluation systems that can, in turn, support improvement in professional performance and achievement of school goals.

What Components Are Essential for a Quality Teacher Evaluation System?

While the goal may be to build high quality teacher evaluation systems, the reality frequently is a far cry from the ideal. Indeed, too many teacher evaluation systems accomplish neither professional growth nor accountability! If worthwhile teacher evaluation is to become common practice, then we need to emphasize constructive climates for the process of teacher evaluation. Key elements of such climates are as follows:

- ◆ communication,
- ◆ commitment, and
- ◆ collaboration.

Together, these three “Cs” support the creation of the synergy that can elevate evaluation to a meaningful dialogue about quality instruction

Figure 1.1
Relationship of the Three “Cs” to Quality Evaluation



for students, as depicted in Figure 1.1. Each of the three essential elements will be explored in turn.

Communication in Evaluation

“Teacher evaluation systems should reflect the fundamental importance of effective communication in every aspect of the evaluation process. . .”²² Unless teachers and principals/evaluators communicate early and often about what is learned through evaluation, its value will be minimized and opportunities for growth will be missed. This communication must occur in multiple forms in the evaluation process, including both public and private aspects.

Public communication in teacher evaluation. One key aspect of clear communication in teacher evaluation is related to *public disclosure* of elements about which teachers have a right to be informed. Providing adequate public disclosure can occur by implementing practical steps:

- ◆ involving teachers and others as key players in designing the evaluation system,

- ◆ distributing copies of a comprehensive evaluation handbook to every teacher and administrator in the school or school district, and
- ◆ providing ongoing, systematic training for teachers and evaluators in the proper use of the teacher evaluation system.

These strategies encourage and enhance the common understanding of the evaluation criteria and procedures. For example, in the Williamsburg-James City County Public Schools in Virginia, a plan for dissemination and communication was in place throughout the two-year development of a new teacher evaluation system. The plan included factsheets, “Snack and Chats” at each school, surveys to solicit input from teachers, reports to the School Board, and regular updates to the administrative staff. This process of communication with all constituencies was seen as essential for the understanding and acceptance of the new system.

Private communication in teacher evaluation. A second vital aspect of effective communication in teacher evaluation is its *personal and private* side—ongoing two-way communication between the evaluator and the individual teacher. Perhaps the most important aspect of private communication in teacher evaluation occurs in the form of conferencing between the teacher and the evaluator. In fact, the evaluation conference serves multiple purposes, such as documenting performance for use in decision making, informing teachers about their performance, and motivating teachers to higher levels of performance. Additionally, a good evaluation conference can help with problem solving, strategy development, and goal setting.²³

Commitment to Evaluation

Organizational commitment to quality teacher evaluation—that is, commitment by the school district leadership and by the teachers themselves—is absolutely essential if the evaluation process is ever to play a vital and valuable role in improving teaching and learning. In fact, we could say that “fundamental to implementing and

sustaining a meaningful teacher evaluation program—[is] establishing a culture for teacher evaluation.”²⁴ This kind of commitment involves changing the norms and expectations of the school culture to value and support teacher evaluation as a meaningful and worthwhile enterprise.²⁵

Organizational commitment to quality teacher evaluation can be demonstrated in a wide range of activities by the superintendent, administrators, and teachers within the school system. Notably, such activities must include the following:

- ◆ establishing teaching excellence as a top priority, then
- ◆ allocating time and attention to the implementation of effective teacher evaluation procedures, and lastly,
- ◆ devoting available resources, such as professional development funds and legal counsel, to supporting the evaluation process.²⁶

“The availability of resources to respond to individual needs serves accountability of the most fundamental kind, accountability rooted in professional norms and values.”²⁷ Time is probably the most precious resource for busy educators and is the most difficult to provide, but by reassigning other duties or giving priority to teacher evaluation, principals and teachers can devote a greater amount of time to this important task. Other useful resources include the following:

- ◆ the availability of curricular specialists or master teachers to support improvement for all teachers,
- ◆ remedial assistance for selected teachers when needed,
- ◆ embedded professional growth that is customized and directly relevant to the individual teachers and individual schools,
- ◆ funds for professional development opportunities, such as district-wide training opportunities and university courses,
- ◆ release time for teachers to observe master teachers,
- ◆ regular review and adjustment of the teacher evaluation system, and

- ◆ legal counsel to principals in cases of possible dismissal.²⁸

As noted by McLaughlin, “teacher evaluation is not an event but a dynamic, evolving process,”²⁹ which needs continuous support and attention so that it is responsive to the organizational needs and the individual teachers.³⁰

Collaboration in Evaluation

Administrator-teacher collaboration is a means of maintaining trust in the evaluation process and is key to developing a sense of ownership by all participants. Both administrators and teachers need to be involved in the design and implementation of new evaluation systems and in their successful implementation. Unfortunately, teachers too often are excluded from the important phases of discussion, development, and decision making in the evaluation cycle. The following quote expresses this concern:

*Teachers’ involvement is an irreducible requirement. The exclusion of teachers from the process perpetuates a them/us schism between administrators and teachers, which is fatal to teacher evaluation and reinforces a view of teacher evaluation as indifferent to teachers’ professional expertise and classroom realities.*³¹

What Are Guidelines for Developing and Implementing Quality Teacher Evaluation Systems?³²

In addition to the importance of the three “Cs”—communication, commitment, and collaboration—noted earlier, the following guidelines can be useful in planning, designing, and implementing a quality teacher evaluation system.

- ◆ *Relate the overall teacher evaluation system and individual performance roles to goals of the organization.* Planning and designing a quality teacher evaluation system must begin by matching the goals of the school or school

system with the needs of students, teachers, administrators, parents, and the larger community.³³ In fact, determining the needs of the organization is a prerequisite for all remaining steps if the teacher evaluation process is to be relevant to the organization's mission and, ultimately, responsive to the public demands for accountability.

- ◆ *Consider the context of teacher evaluation.* Understanding and accounting for the context of teacher evaluation is another critical factor in developing sound evaluation systems.³⁴ Some important contextual issues to consider are as follows:

- ◆ the range of subjects taught by the teacher,
- ◆ the size of the class,
- ◆ the make-up of the class (e.g., percentage of low SES students, number of limited-English proficiency students),
- ◆ the condition and quality of the classroom in which teaching occurs,
- ◆ the availability of necessary resources to do the job of teaching (e.g., textbooks, instructional materials, audiovisual supplies, computers and other technology equipment, Internet access), and
- ◆ the resources for staff development and professional growth.

- ◆ *Base teacher evaluation on clearly defined job duties.* In general, performance evaluation needs to be built upon clear and reasonable duties of the teacher.³⁵ In other words, "Evaluate teachers on what they were hired to do."

- ◆ *Use multiple sources of evidence to document teacher performance.* A few guidelines in this regard are as follows:

- ◆ Data collection should be context-specific and based on real job performance.³⁶
- ◆ The teacher's evaluation is not a one-shot formal classroom observation, but rather an ongoing, systematic data collection over time.

- ◆ Authentic assessment, such as in performance portfolios, should be considered as part of the teacher's performance record.

- ◆ Student achievement and other measures of student performance should be incorporated in teacher evaluation, where possible.

- ◆ *Design and use a performance assessment rubric to make fair judgments in teacher evaluation.* Setting standards involves determining appropriate levels of performance (i.e., exceeding expectations, meeting expectations, needing improvement). Procedures for use of performance portfolios must include clearly stated standards to which teachers aspire. It is important that the standards for interpreting data collected from a variety of sources be well understood and consistently implemented in order to ensure fairness and legal defensibility.

- ◆ *The overall teacher evaluation system should facilitate professional growth and improved performance.* Teacher evaluation with an improvement orientation is intended to provide recognition for noteworthy performance, along with immediate and intermediate feedback for performance improvement and correction where needed. A total teacher evaluation system can ultimately lead to improved performance by the teacher as well as enhanced performance of the teacher's students.

What Is the Purpose of the Handbook?

The purpose of the *Handbook on Teacher Evaluation* is to serve as a resource and practical guide for designing and implementing quality teacher evaluation systems with the features described above. It is based on a specific evaluation model, the Goals and Roles (G&R) Evaluation Model, which reflects current thinking and best practices in evaluation and is designed to address the flaws that often exist in teacher evaluation. The *Handbook* includes a thorough description