

A REVIEW WITH RECOMMENDATIONS OF THE
NORTH CAROLINA TEACHER PERFORMANCE
APPRAISAL INSTRUMENT

Submitted to:
THE EDUCATION SUBCOMMITTEE
OF THE JOINT LEGISLATIVE COMMISSION ON
GOVERNMENT OPERATIONS

North Carolina General Assembly
State Legislative Building
Raleigh, NC 27611

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May 21, 1988

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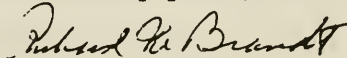
The Education Subcommittee of the
Joint Legislative Commission on
Government Operations
North Carolina General Assembly
State Legislative Building
Raleigh, NC 27611

Gentlemen:

It is a pleasure to submit this report of our panel activities, findings, and recommendations regarding the performance appraisal instruments. We trust that we have responded to your charge appropriately. We hope that our findings and recommendations will prove useful in the months ahead.

We very much appreciate the courtesies extended to us in the conduct of our study by you, the members of the Subcommittee; by Joan Rose, contract administrator; by the several members of the Department of Public Instruction staff with whom we met; and by local school district personnel during my prepanel visits. Without splendid cooperation and assistance from all these fine people, our task would have been much more difficult.

Sincerely yours,



Richard M. Brandt

RMB:bks

EXECUTIVE SUMMARY

Our study and review of the TPAI leads us to one overriding conclusion. It is a quality instrument, one that is highly suited to its purposes. The recommendations we list below represent suggestions for improving it still further, especially to enhance its effectiveness as a basic tool for making career ladder decisions and for improving teaching. In no way do these recommendations imply fundamental deficiencies that would call for its elimination as the state teacher appraisal instrument. We consider our recommendations suggestions for fine-tuning an already good system of performance appraisal.

Likewise, our limited commentary on the PPAI and other specialty measures does not suggest they are inadequate, only that we had less to examine because of their recent development and lack of widescale use. On the surface, they look promising and, with the few exceptions we have noted, consistent with the TPAI in purpose and procedure.

We summarize our recommendations in the order in which they are presented in the text.

CRITERIA

1. Rearrange some functions and teaching practices to a total of twelve, ten of which relate directly to teaching and are observable in the classroom.

Specifically:

- o Reverse the order of functions 6 and 7.
- o Rename new function 6 "Communication and Interaction in the Classroom." Include function 6 as one of those to be observed in the classroom, and list relevant teaching practices as follows:
 - 6.1 Teacher speaks fluently and precisely (currently 3.3)
 - 6.2 Teacher presents the lesson or instructional activity using concepts and language understandable to the students (currently 3.4)
 - 6.3 Teacher interacts effectively with students (currently part of 7.2)
 - 6.4 Teacher treats all students in a fair and equitable manner (currently 7.1)
- o Divide current function 3 (Instructional Presentation) into five specific functions as follows:
 - o Initiating Instruction
 - o Motivating Students
 - o Managing Routines and Transitions
 - o Presenting Accurate and Appropriate Content
 - o Providing ClosureTeaching practices for these latter functions would be taken from current function 3 (excluding 3.3 and 3.4) and from such instruments as the Connecticut Competency Instrument.
- o Expand the literature search for effective

teaching practices to include coaching, modeling, cooperative and mastery learning models of teaching in addition to process-product research on direct instruction

- o Encourage local districts to identify practices that reflect local needs for the two functions that are less observable in the classroom and relate less directly to instruction, i.e.:
 - o Facilitating Instruction (currently F6)
 - o Performing Non-Instructional Duties (currently F8)

FODI AND POST-OBSERVATION CONFERENCE

2. In addition to scripting, consider collecting other kinds of observational data on a pilot basis such as student participation and on-task behavior, teaching patterns, and other classroom action. While we do not recommend changing scripting procedures at this time, other kinds of data might well be needed in the future to assist in strengthening the objectivity and power of the TPAI to differentiate between good and superior teachers.

FODI

3. Provide teachers with copies of all descriptive data (FODIs and any other descriptive instruments used) in advance of the post-observation conference.

FODA

4. Provide space on the FODA form for the evaluatee to respond to observations and quality assessments made by the evaluator.

TRAINING

5. Provide evaluators with specific training in conferencing skills and using the FODI and FODA in post-observation conferences.

SCALE STEPS

6. Maintain the six-point rating scale.

RATING PROCEDURE

7. Follow a step-by-step procedure in making summative judgments:
 - a. Is performance at least at standard?
 - b. If so, is it at or somewhere above standard?
 - c. If above, is it merely above standard (4) or well above (5) or superior (6)?

PDP

3. Revise the Professional Development Plan form somewhat to reflect more highly individualized, professional development beyond basic skill competency, especially for above standard teachers.

PORTFOLIO

9. Develop a form and procedure for recording and analyzing portfolio contents systematically in connection with the non-classroom functions. Such

forms and procedures should be tailored, however, to local district priorities.

INTERVIEW

10. Develop a structured interview format for collecting data from principals, special groups (e.g. school psychologists, counselors, etc.) and teachers in a systematic, consistent fashion about functions not readily observed in the classroom.

CERTIFICATION OF EVALUATORS

11. Require all evaluators to be certified for this role by passing a performance-based test of their competency to use the TPAI accurately and consistently. Evaluators should be required to demonstrate their competence on a regular basis against criterion measures. They should not be permitted to function as evaluators unless they are certified and remain certified as evaluators.

CAREER LADDER DECISIONS

12. Restrict the decision-making use of the TPAI to certification and career levels I and II decisions. Do not attempt to use it as the primary measure for career level III decisions.

SUMMATIVE RATINGS BY CONSENSUS

13. Require the joint participation of OEs, principals and other evaluators who are involved in the data collection process in the final summative judgment.

Training in achieving data-based consensus is also recommended.

CONSECUTIVE OBSERVATIONS

14. Experiment with observing teachers up to four consecutive days teaching the same class for possible inclusion of such a requirement for career level II applicants.

JOINT OBSERVATIONS/ANALYSES

15. Create panels of administrators and teachers to review and rate samples of FODIs and FODAs for comparability. Conduct joint observations, gather data, and share analyses to enhance the consistency of instrument use and interpretation.

RELIABILITY STUDIES

16. Conduct various studies of rating reliability at both the state and district levels to assess the consistency across raters and the stability of teacher patterns from one time to another.

VALIDITY STUDIES

17. Conduct validity studies within districts of (a) achievement gain scores of students taught by teachers rated at standard (#3) versus those taught by teachers rated 5 and 6; and (b) student gains in pilot districts versus those in comparable non-pilot districts.

UNIVERSITY RESEARCH ASSISTANCE

18. Request assistance from university faculty and provide graduate student financial support for the conduct of TPAI reliability and validity studies in the pilot effort.

WORD PROCESSORS

19. Provide evaluators with word processors and appropriate training as needed to assist them in writing FODIs and FODAs.

INCREASE OF OEs

20. Reduce the ratio of teachers to OEs to 48 to 1 in order to increase the amount of assistance available to teachers for remediating deficiencies and improving their instruction.

GROWTH BEYOND COMPETENCY

21. Focus career level III criteria on leadership functions and growth beyond competency in basic skills. Consider a more extensive range of criteria and measures.

PPAI/OTHER SPECIALTIES

22. Review the several instruments for principals and other specialty personnel for parallel coverage and structure. Improve the consistency in format and comprehensiveness wherever possible.

PRINCIPALS AS EVALUATORS

23. Assign greater weight to the performance of principals

as teacher evaluators than to other functions in the PPAI as one way to improve the TPAS.

EXTRA RESOURCES FOR TPAI REVISION

24. Provide extra assistance for the Department of Public Instruction to help implement the 23 recommendations above during summer 1988.

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INTRODUCTION

A panel of four teacher evaluation specialists met in Raleigh from May 8-12, 1988 to review the North Carolina Teacher Performance Appraisal Instrument (TPAI) and the Principal Performance Appraisal Instrument (PPAI). Members of the panel were Drs. Richard M. Brandt (chairman), Daniel Duke, Russell French, and Edward Iwanicki.

The charge by the Education Subcommittee of the Joint Legislative Commission on Government Operations included:

- o evaluating the TPAI and PPAI
- o giving an opinion on the fairness and objectivity of these instruments
- o giving an opinion whether the currently adopted requirements established for and the distinction between career levels for teachers and principals are appropriate

Before and during these five days, panel members studied several dozen documents about the TPAI and PPAI including legislation, manuals describing the instruments and procedures for their use, training materials, studies that show the distribution of summative ratings across career development pilot districts, surveys of teacher and principal reactions, memoranda and directives from the Department of Public Instruction, local district forms and

reports, and notes made by the chairman while conferring with superintendents, career development program (CDP) coordinators, outside evaluators (OEs), principals, and teachers during visits to several CDP pilot districts. Between May 9 and May 12, the panel met with the subcommittee on two occasions, the first to clarify the charge and the second to provide an overview of findings. The panel also met twice with DPI staff for approximately two hours each to ask questions about the instruments and the many documents we were studying.

Needless to say, the performance appraisal system is complicated. It involves all of the certified school personnel in North Carolina. Many features must be reviewed and many factors considered if one is to provide a thorough and sound evaluation of such a comprehensive system.

Before reporting our findings and recommendations, we wish to make three general observations:

1. We commend the North Carolina legislature and the Education Subcommittee in particular for recognizing the need for a strong teacher evaluation system and for providing the leadership to see it established. Strong leadership and continued attention will be necessary to make sure it functions well and truly serves to improve the education of North Carolina's young people.

2. We wholeheartedly support the incremental approach

the Subcommittee has taken to pilot test the TPAS and CDP carefully before going statewide with them. Implementing the career ladder in pilot districts over a four-year period provides a unique opportunity to fine-tune the instruments and procedures as they are being developed and field tested. What the TPAI has become as a result of careful, thorough development over a several year period is a quality instrument, we all agree. What we will recommend should strengthen it even further and help in that fine-tuning process.

3. We also want to commend the educators with whom we have talked at both the state and district levels. They have been gracious with their time, candid, and most helpful in providing the numerous materials we requested and in answering our many questions. We respect them for their great dedication and effort to implement these programs well. It is no easy task, and they should be congratulated for their many accomplishments so far.

PURPOSES OF THE TEACHER PERFORMANCE APPRAISAL INSTRUMENT

The TPAI is being used currently for the following purposes:

1. Certification - To insure that new teachers have the skills necessary to continue in the teaching profession. By the end of their first two years in the profession, beginning teachers must demonstrate at least "at standard" performance with respect to the first five functions of the TPAI in order to be granted a renewable continuing certificate.
2. Quality Assurance - To assure the public that only competent professionals are allowed to remain in the teaching profession. The TPAI is used to evaluate all teachers. Tenured teachers are required to demonstrate at least "at standard" performance on all eight functions of the TPAI.
3. Career Development - The North Carolina Career Development Plan has been designed "to attract and retain the best people in teaching. . . ." The TPAI is the "cornerstone" of this performance-based plan. Teachers must demonstrate at least "above standard" performance on all functions of the TPAI before they can advance to a higher career status level.

4. Professional Growth and Development - To identify aspects of teaching performance which need to be strengthened or enhanced, and to monitor teacher development in this regard. For many teachers, especially beginning teachers and experienced teachers encountering difficulty, the TPAI provides rich information for use in designing a Professional Development Plan (PDP) to foster growth with respect to particular teaching practices.

Is the North Carolina Teacher Performance Assessment Instrument adequate for these purposes?

The TPAI is adequate for the purposes of certification and quality assurance. The first five functions of the TPAI are keyed to the research on effective instruction. Since the instructional practices subsumed under these functions are expected of the competent teacher, they provide an adequate basis for making certification decisions. Although the last three functions of the TPAI are less directly related to instruction, they do include additional teaching practices essential to teaching competency within a particular school context. Thus, the eight major functions of the TPAI provide a good basis for assessing teacher performance for the purpose of quality assurance, especially if the school system has delineated

clearly its expectations for teachers with respect to functions 6-8.

With respect to the final two purposes, career development and professional growth and development, the TPAS seems to be functioning reasonably well considering the CDP is only three years old. It needs to be strengthened and expanded in some areas, however, if these purposes are to be fully achieved. The remaining sections of this report will focus on how the TPAS can be strengthened to meet these purposes better.

TPAI CRITERIA: TEACHING FUNCTIONS AND PRACTICES

Are the major functions and inherent teaching practices which comprise the TPAI adequate?

Although the major functions and teaching practices comprising the TPAI are adequate in many respects, they could be improved. Variations in rating consistency, especially on functions 6, 7, and 8, suggest the need for greater clarity. Also, a need to expand the functions and overall coverage of the instrument has been expressed by many teachers and administrators.

Our first recommendation is that some reordering take place with respect to functions 6-8. Specifically, it is suggested that function 7 (Communicating within the Educational Environment) becomes function 6, and function 6 (Facilitating Instruction) becomes function 7. Furthermore, the new function 6 should be renamed "Communication and Interaction in the Classroom". To accomplish this change, the current practice, "Teacher interacts effectively with students, coworkers, parents, and community", would be divided into the separate practices and placed in separate functions as noted below:

6. Teacher interacts effectively with students.

7.6 Teacher communicates effectively with coworkers, parents, and community.

Finally, two practices from function 3 (3.3 & 3.4) should also be added to the new function 6, resulting in the

following new function:

6. Communicates and Interacts in the Classroom
 - 6.1 Teacher speaks fluently and precisely.
 - 6.2 Teacher presents the lesson or instructional activity using concepts and language understandable to the students.
 - 6.3 Teacher interacts effectively with students.
 - 6.4 Teacher treats all students in a fair and equitable manner.

As a result of this reordering, the first six functions of the TPAI would be related directly to instruction and observable in the classroom. All six would be used to make certification decisions. The final two functions would be related less directly to instruction and would not be directly observable in the classroom.

Second the initial six functions of the TPAI dealing with instruction need to be reviewed to determine whether they clearly communicate to the teacher those critical aspects of effective teaching identified in the literature. During this process, it is recommended that function 3 (Instructional Presentation) be subdivided into a series of more specific functions as indicated below. Each of these new functions would include a set of specific teaching practices drawn in large part from current function 3. Additional teaching practices for this function could be drawn from the Connecticut

Competency Instrument.

- o Initiation of Instruction
- o Motivation of Students
- o Management of Routines and Transitions
- o Presentation of Accurate and Appropriate Content
- o Provision of Closure

If this recommendation is adopted, the resultant version of the TPAI would consist of ten rather than six functions dealing with instruction which could be assessed through classroom observation. These functions would include the following:

- o Management of Instructional Time
- o Management of Student Behavior
- o Initiation of Instruction
- o Motivation of Students
- o Presentation of Accurate and Appropriate Content
- o Management of Routines and Transitions
- o Instructional Monitoring of Student Performance
- o Instructional Feedback
- o Communication and Interaction in the Classroom
- o Provision of Closure

This expanded number of functions dealing with instruction would strengthen the validity and reliability of the TPAI. Validity would be enhanced since ten functions sample more comprehensively the dimensions of effective teaching presented in the literature (Good and Brophy, 1987;

Wittrock, 1986). Reliability would be enhanced since the TPAI could now measure more aspects of effective teaching performance in a highly focused manner.

It is foreseen that the recommendation to include a function for Presenting Accurate and Appropriate Content in the TPAI will be questioned, since an argument has been developed for not evaluating content knowledge through the appraisal process (see letter of 2/15/88 to Principals and Teachers from R.D. Boyd). We do not intend to imply a deficit model, as suggested in the above letter, but rather, to include a dimension of instruction which is essential to the teacher appraisal process. To omit a reference to this function could prevent a principal from dealing with inadequate treatment of content by a teacher. In appraising teaching performance with respect to this function, the evaluator would focus on at least the following practices:

- o Teacher presents content without error or misinformation.
- o Teacher presents content which is developmentally appropriate for the class

In addition to expanding the number of functions related directly to instruction, the reliability and validity of the TPAI could be strengthened through a review of the teaching practices included in each function. With respect to validity, it is important that these practices reflect the current literature on

effective teaching. While the practices included in the TPAI are consistent with the process-product research, the direct instruction model, and the six-step lesson plan, it would be helpful to consider other well-researched and effective models of teaching, such as the coaching, modeling, cooperative, and mastery learning models, when identifying teaching practices to be included within each function. While parsimony is always an important consideration when selecting teaching practices for a particular function, it should not preclude adding practices which enhance the validity of the TPAI. We also recommend adding to Function 2 the following practice-- "teacher reinforces appropriate behavior." Allowing this practice to become 2.6 would increase the validity of the Management of Student Behavior function.

The reliability of the TPAI is enhanced by the extent to which the teaching practices for each function are stated clearly and thus are interpreted in the same manner. For example, the Management of Student Behavior Function includes the practice--"Teacher stops inappropriate behavior promptly and consistently, yet maintains the dignity of the student." This practice could be interpreted differently by various observers. Some might expect the teacher to actually stop the behavior, while others might expect the teacher to deal with the problems appropriately, which could include

ignoring the behavior. The differing interpretations of this practice would contribute to the unreliability of rating teachers on this function.

The intent here is not to imply that there are substantial gaps between the literature on effective teaching and the practices included in the TPAI, nor to create the impression that there is considerable ambiguity in the manner in which these practices are described. For the most part there is good match between the literature on effective teaching and the practices in the TPAI. Also, these practices tend to be described clearly. The point being made here is that the TPAI is not a static instrument. It must be reviewed periodically to insure that the practices included are consistent with the current knowledge base regarding effective teaching, and that these practices are being interpreted in a similar manner by the parties using the TPAI and affected by its outcomes. The need for such review provides a prime opportunity to involve teachers and principals in any revisions of the appraisal instrument. A committee structure could be organized whereby teachers and administrators are actively involved in the process of updating the TPAI. Through this approach, the quality of the TPAI would be sharpened while building ownership among school practitioners in the revised appraisal process.

To this point, the focus has been on those aspects of

the TPAI directly related to instruction. As a result of the revisions suggested, two TPAI functions remain which are related less directly to instruction. These are

- o Facilitating Instruction
- o Performing Non-Instructional Duties

It is clear that there is considerable ambiguity as to how teachers should be evaluated with respect to these functions. While it is important for the DPI to provide some guidance in this regard, it also is critical that school districts take leadership in identifying those practices their teachers are expected to pursue with respect to these functions. To a large extent LEAs are at liberty to customize these two functions to their local needs. In doing so, practices may be included which a.) add a dimension of ingenuity and creativity to the appraisal process, and b.) begin to address the affective component of the educational process. To date these areas have not been addressed sufficiently through the appraisal process.

Those who undertake the further development of these functions at either the local or state level should realize that only evaluation criteria derived from one of two sources will stand up to appeal or legal challenge: (a) research findings or (b) consensus agreement of those subject to them. Since there is little research to support many practices which could be included under these

two functions, evidence should be obtained on either a local or statewide basis that most teachers agree with the inclusion of these practices (French and Malo, 1987).

This section has focused on a discussion of considerations in reordering and expanding the functions currently included in the TPAI. The direction advocated would strengthen the reliability and validity of the TPAI for making certification and career status I and II decisions. Later in this report a series of alternatives for making career status III decisions will be addressed. One of these alternatives is simply to use the TPAI. If the TPAI is to be used in this manner, additional functions would need to be added. Such functions must be consistent with an expanded view of teaching applicable at the career status III level. If this view encompasses the role of teacher as instructional leader, then the instructional leadership functions of the PPAI might be adapted to the TPAI for use in making career status III decisions. More specifically, the functions to be added to the TPAI might include the following:

- o Develops a comprehensive instructional plan
- o Implements the comprehensive instructional plan
- o Supervises the delivery of the comprehensive instructional plan
- o Evaluates the impact of the comprehensive instructional plan

The practices included in the PPAI for each of these

functions would also need to be reviewed and adopted for use in the expanded version of the TPAI.

In summary, the functions and inherent practices that currently comprise the TPAI tend to be supported by the literature on effective teaching. This is true particularly for the first five functions which are related directly to instruction. To enhance the reliability and validity of the TPAI in making certification and career status I and II decisions it is recommended that a.) the functions of this instrument be reordered, b.) some functions be expanded, and c.) the practices within each function be reviewed in light of the most recent literature on models of teaching and effective instruction. If these recommendations are followed, the revised version of the TPAI would assess the functions noted below.

Functions which can be assessed through classroom observation:

- *- Management of Instructional Time
- Initiation of Instruction
- Presentation of Accurate and Appropriate Content
- Motivation of Students
- Communication and Interaction in the Classroom
- Management of Routines and Transitions
- *- Management of Student Behavior
- *- Instructional Monitoring of Student Performance

*- Instructional Feedback

- Provision of Closure

Functions which would be assessed primarily in other ways and with considerable local specification of criteria:

* Facilitating Instruction

* Performing Non-Instructional Duties

*Functions included in the current TPAI

PROCEDURES AND INSTRUMENTS

Are the procedures and instruments used for collecting, analyzing and interpreting data sufficient a.) for the development of fair and equitable personnel decisions and b.) for the improvement of instruction?

To respond to the opening question, four sub-questions must be addressed:

1. Are instruments used appropriate to the purposes of the system and the established criteria? Are they fair and equitable to all persons to whom they are applied?
2. Are those administering the system (those observing and evaluating) adequately trained?
3. Is the use of the system for summative purposes well coordinated and consistently conducted from one time and place to another?
4. Are the instruments being used effectively in formative ways to assist teachers and improve instruction?

Each of these four sub-questions will be treated separately.

Are the instruments used appropriate to the purposes of the system and the established criteria? Are they fair and equitable to all persons to whom they are applied?

The purposes to which TPAS results are applied include continuing certification, adequacy of continuing performance and determination of level of teaching performance as defined for career ladder placement. The eight functions and 38 related practices presently defined

within the TPAS (or any revised version thereof) constitute the criteria upon which instrumentation and data collection procedures must focus. At present, the actual instruments contained within the TPAS include the Teacher Performance Appraisal Instrument (TPAI), rating scale descriptors necessary to its use, and the Professional Development Plan Form (PDP-1). These instruments are supported by two others created to systematize the collection of classroom observation data (the Formative Observation Data Instrument) (FODI) and their application to the evaluation criteria (Formative Observation Data Analysis) (FODA).

Furthermore, the 1985 legislation establishing the School Career Development Pilot Program specifies that multiple sources of information will be used to evaluate candidates for career ladder placement. It further specifies that candidates for career status II will submit for analysis a portfolio of work-related documents for analysis and that an interview with the candidate can be used as yet another source of data.

It is clear that the instruments used as a basis for assessing performance for certification purposes (FODI, FODA, TPAI) are appropriate to that purpose. The first five teaching functions to be evaluated within the TPAS are strongly supported by effective teaching research and

are observable in the classroom setting.* The practices identified within those functions represent basic pedagogical skills which teachers should be able to demonstrate in their classrooms as a condition of licensure. At this time, it is these first five functions and practices which are evaluated and used as a basis for recommending the issuance of a continuing certificate in North Carolina. The combination of the FODI, FODA and TPAI provides an appropriate means of gathering and analyzing teacher performance data pertinent to this decision for most, if not all, teachers. However, the validity and reliability of the decision process can be improved by modifying TPAS criteria as recommended.

Obviously, the annual performance evaluations required of all teachers in North Carolina are perceived to be the primary means of a.) assuring that the quality of a teacher's performance remains constant at or above standard as defined within the structure of the state-approved evaluation system (TPAS) and b.) providing professional development assistance to both those who need improvement and those who desire to continually improve their teaching performance. Again, the instruments primarily used for these purposes are the FODI, FODA and

*This statement will be even more true if modifications to the criteria suggested earlier in this report are made.

TPAI which are appropriate to assessment of performance of observable, instructional functions (such as current TPAS functions one through five). However, these instruments alone are not sufficient to measure non-instructional, non-observable skills such as those embodied in the present TPAS functions 6, 7 and 8, although they do contribute some pertinent information. At the present time, there is little evidence of either state-developed or locally-developed instruments which have been adopted statewide to supplement the FODI, FODA and TPAI. There is evidence to suggest that some local school districts have developed and are using such instruments, but there has been no systematic statewide attempt to address this problem.

The School Career Development Pilot Program has created a new set of teacher evaluation issues to be addressed, and logically, the TPAS is being modified and adapted to address some of those issues. Since the legislation and funding undergirding the Career Development Pilot Program is only three years old, both the State Department of Public Instruction and the sixteen local districts involved in pilot programs have had to confront and implement numerous policy and technical decisions in a very short amount of time. There has not yet been enough time to create all that needs to be created, to identify all the "bugs" in evaluation

instruments and procedures or to fine-tune and systematize the evaluation system. The efforts of all those who have been involved in program development and implementation are to be highly commended and applauded.

As stated earlier in this document, some of the purposes defined for the evaluation system to be used in Career Development Program decisions are to

- o encourage differentiation of all teachers and administrators (differentiate among levels of performance--as currently defined career status I and II)
- o encourage recognition of high quality teachers (award career status II)
- o improve the quality of classroom instruction

It does not appear that the instruments currently incorporated in the TPAS are fully adequate for achieving all of these purposes. However, this statement should not be interpreted to mean that the present TPAS structure and instruments should be discarded. Modification and supplementation, not discard, are needed, and those persons in the Department of Public Instruction who are charged with development and implementation of the program are already aware of and have clearly stated a number of those needs.

As noted previously, the current instruments (FODI, FODA, TPAI) are not alone sufficient to assess performance

in all functions of the TPAS. Functions 6, 7 and 8, in either their present or modified form, require the collection and rating of information from evaluators either in the form of work products or oral descriptions of activities (data sources acknowledged in the 1985 legislation).

Examination of the current instruments in TPAS (FODI, FODA, TPAI and the related rating scale PDP-1) reveals that there are refinements which could be made in each instrument to enhance its capacity to a.) differentiate between career status I and II performance and b.) improve the quality of classroom instruction (the teacher's growth toward mastery of the desired teaching functions and practices). In the context of these analyses of the evaluation task and present and "missing" instruments, several recommendations are offered.

Formative Observation Data Instrument (FODI)

The Formative Observation Data Instrument provides descriptive information about the teacher's classroom performance. Since it is an instrument which requires the observer to simply record what he/she actually sees and hears without rendering judgment, it appears to have the capacity to treat all who are observed objectively, fairly and equitably. However, other forms of descriptive data could be used to supplement these scripts in the effort to provide an evaluatee specific information which will

enable him/her to improve performance and at the same time sharpen the ability of evaluators to discern and document differences in performance. For example, mapping of student and teacher movement in the classroom or making charts/scans of student on-task and off-task behavior are powerful tools for pinpointing specific teacher strengths and weaknesses related to certain of the TPAS criteria. Obviously, an observer cannot record several kinds of information simultaneously, particularly when scripting is used. But during a 50-minute observation, a pattern of different types of data gathering can be easily instituted without losing major teacher or student behaviors. For instance, one might employ a sequence of descriptive data-gathering activities such as the following:

Script classroom events (FODI) - 10 minutes

Map teacher/student movement - 3 minutes

Scan student off-task behavior - 2 minutes

Script classroom events (FODI) - 10 minutes

Map teacher/student movement - 3 minutes

Scan student off-task behavior - 2 minutes

We would recommend that consideration be given to supplementing the script data collected with the FODI, but we are not prepared to say exactly what additional instrumentation or procedures should be used or even that they absolutely should be used. There are a number of technical, procedural and policy issues which will need to

be addressed in such considerations.

In keeping with some of the recommended changes in TPAS criteria presented earlier in this document, we would recommend that teachers be provided copies of all descriptive data (FODI's and any other descriptive instruments used) in advance of the post-observation conference with an observer. This procedure would allow the evaluatee to do some self-evaluation and should make the post-observation conference more productive, especially in regard to professional development planning.

Formative Observation Data Analysis (FODA)

Although the Formative Observation Data Analysis instrument uses the word formative in its title, it embodies both formative and summative dimensions. One purpose of the instrument clearly is to summarize and synthesize the raw data contained in the FODI. However, users also are instructed to "use statements which accurately reflect the quality of performance documented by your raw data." In purely formative evaluation, the evaluator and evaluatee generally complete some kind of data analysis and professional development plan mutually during the post-observation conference. The FODA seems designed to fulfill this function and to serve as the middle step (hinge) between observation data and summative evaluation (performance judgments by evaluators). Since both functions must be served in fulfilling the multiple

uses of the TPAI and its related instruments, there is probably no good alternative to the tensions inherent in this instrument. However, both evaluators and evaluatees should be aware of those tensions and every care should be taken to address both the formative and summative dimensions of the instrument as professionally as possible.

The FODA contains no space for an evaluatee to respond to the observations and quality assessments made by an evaluator. While the evaluatee is invited to respond on a separate sheet of paper, providing space on the form would signal greater interest in teacher input.

The dual purposes of the FODA require that every evaluator understand the instrument and be well trained in completing and using it. The Department of Public Instruction has made available both initial and "booster" training in FODA completion and several local school districts have further emphasized this component of the evaluation process. However, there does not appear to be sufficient training for evaluators (principals and observer evaluators) in conferencing and in using the FODI and FODA in the conference setting.

Teacher Performance Appraisal Instrument and Rating Scale

The Teacher Performance Appraisal Instrument is a summative instrument in which data generated from other instruments and sources are aggregated and translated into

a set of performance ratings. The primary vehicle for this translation is the six-point rating scale.

The panel is aware that there have been requests that the current six-point rating scale be reduced to three points. This reduction should not be made because it would lessen greatly the capacity of the TPAI to differentiate among levels of performance - an important intended outcome of the Pilot Career Development Program. The use of a three-point scale would reduce the instrument to one which is capable of depicting only minimal competence (satisfactory or unsatisfactory performance).

The intervals between points on the rating scale are unequal, that is, the distance between critical points 2 and 3 is greater than the distance between points 3-4, 4-5, 5-6. This feature was consciously designed into the scale. However, it may be contributing somewhat to lack of reliability among raters. Experimentation with a multi-stage decision-making process has been conducted, and the panel recommends that this process be implemented statewide. In essence, this recommendation means that an evaluator will first decide whether or not the teacher's overall performance on a function is at standard (adequate) or below standard (inadequate). If performance is judged to be at least at standard, the next decision will be whether the performance is at standard, or somewhere above standard. If the performance is somewhere

above standard, the evaluator must next decide whether the rating should be a 4 (above standard) or a 5 or 6. In reality, the standards currently operable in determining career status through level II (2 ratings at least 5, 5 ratings at least 4, 1 rating at least 3) dictate that evaluators must be especially sensitive to the distinctions between 2 and 3, 3 and 4, and 4 and 5. If the standards are changed, or if career status III is added to the Career Development Program with higher performance standards required, our recommended procedure for use of the scale will also need to be adjusted.

Some attention should be given to further clarification and elaboration of rating scale definitions and particularly to refining and extending the training of evaluators in recognizing distinctions in performance data. Both activities will help to improve rater reliability.

Professional Development Plan (PDP)

The Professional Development Plan form is the major instrument for targeting and directing professional growth activities. The form itself is well designed. However, it should be recognized that the plan targets growth only within the context of the TPAS standards; i.e., growth toward competence. While this type of growth is needed and especially important in the formative evaluation of individuals seeking continuing certification and in

continuing evaluations to assure quality of basic performance, teachers who are already well above standard or superior in their performance of basic teaching skills need to plan professional development beyond competence. The Professional Development Plan form could be slightly modified for use in Career Development evaluations to reflect this perspective.

Need for Additional Instruments

As indicated in previous statements, at least one additional instrument is needed--a form and procedure for recording and analyzing portfolio contents which can be used statewide to bring some consistency to the analysis of these required materials. Once this instrument is developed or adopted from among instruments already existent in local school districts, evaluators will need to be trained in its use.

A second instrument should be considered--an interview format. Such instruments will need to be developed for use in the evaluations of principals and special groups (e.g., counselors, school psychologists, etc.), and a teacher interview would be most useful in collecting and interpreting data pertinent to assessment of those functions and practices which go beyond the classroom. If a teacher interview is constructed, it is recommended that it contain both a structured section (standard questions to be asked of all teachers) and an unstructured section

(a section in which a teacher can provide information pertinent to evaluation criteria which he/she feels to be important). A time for unstructured input will help to involve teachers more fully in the evaluation process and overcome their concerns that they have little opportunity to provide data which they consider to be important. Obviously, evaluators will need to be trained to conduct both parts of the interview, record pertinent data and interpret them.

Some examples of items or instruments which could be adopted to use for either the portfolio analysis or an interview protocol have been developed in the Pilot Career Development Program districts. For example, Harnett County has a portfolio analysis form and a questionnaire focused on Functions 6, 7 and 8 which could be used or modified for use in an interview setting. Teaching practices which lend themselves to data gathering through the interview process are 6.1, 6.2, 6.5, and 7.2. Portfolio contents should provide information pertinent to current practices 6.1, 6.3, 6.4 and 8.1-8.3 if appropriate documents are required for portfolio inclusion.

Near the beginning of this section, we stated that the instruments now in use appear to be appropriate to most, if not all, teachers to whom they are being applied. In Tennessee's Career Ladder Program and in evaluation programs in several school districts (e.g., Warren, Ohio:

Youngstown, Ohio; Dundee, Illinois), it has been found that some instruments (and even a few criteria) used to measure the performance of teachers in typical classroom settings do not lend themselves to certain special education settings where teachers work primarily one-on-one with severely handicapped students, and they do not yield sufficient, appropriate data upon which to base evaluative decisions. It should be noted that the same problem does not exist in resource classes or other settings where the student population is composed of mildly handicapped learners. These findings in other settings lead us to recommend that careful monitoring of the evaluation criteria, procedures and instruments in these particular unique settings be conducted, and that appropriate changes be made if evaluation data and evaluator perceptions suggest that they are needed.

Training of Evaluators

Are those administering the system (those observing and evaluating) adequately trained?

In applying the Teacher Performance Appraisal System statewide for the several purposes previously discussed, there are essentially four groups of people who are evaluating teachers: principals, mentor teachers, observer/evaluators and "others" who may serve on support teams in some school districts. At present, there are four types of training which impacted upon either the formative or summative dimensions of the Teacher

Performance Appraisal System: Effective Teaching Training, Teacher Performance Appraisal Training, Professional Development Plans and Mentor/Support Team Training. All of these training programs operate on the turnkey principle; i.e., the Department of Public Instruction trains trainers for local school districts who in turn train appropriate others.

The Department of Public Instruction with the assistance of numerous educators from local school districts and higher education institutions has done an excellent job in developing these training programs and related materials and making the training available, especially when one considers they have had to "fly the plane while still building it." However, the review panel has found some problems which need to be addressed if evaluation processes and decisions are to be highly valid and reliable:

1. Although the vast majority of teachers and principals in the state have experienced Effective Teaching Training or its equivalent, it is possible that there are evaluators within the four identified groups who have not been through this experience or mastered this knowledge which is essential to understanding the TPAS functions and practices and to coaching teachers for improvement in these performance areas.

2. Not all mentors and others who evaluate (and perhaps even principals and assistant principals) have been required to take the Teacher Performance Appraisal Training and/or demonstrate competence in teacher appraisal.
3. It is possible that there are persons evaluating who have not had the training in Professional Development Planning.
4. All who evaluate must be prepared to give feedback, coach and support evaluators, but may not have had the Mentor/Support Team Training.
5. A review of training materials in the various training programs indicates that only the Mentor/Support Team Training emphasizes the development of conferencing skills, yet every evaluator must be effective in conferencing if formative evaluation (evaluation for improvement) is truly to take place.

It cannot be assumed that any evaluator--principal, central office administrator, higher education faculty member or experienced teacher--has the skills necessary to carry out the many evaluation-related activities. However, it is possible that individuals have gained those skills in settings other than the training programs developed and implemented by the Department of Public Instruction. Therefore, the review panel recommends that

a process be developed for certifying these competencies of all persons who evaluate teachers in a.) the research on effective teaching, b.) teacher appraisal using the TPAS structure and instruments, professional development planning, and effective conferencing. Mentors should also be required to demonstrate competence in the additional knowledge and skills required of a mentor. Persons who do not meet the certification requirements should not be allowed to evaluate until they take appropriate training and can meet them. The implementation of this recommendation would do a great deal to improve evaluator reliability which at present is suspect in many cases based upon the data we have reviewed. It would also greatly improve the feedback, conferencing, and professional development planning processes which have received criticism from teachers.

If consensus among evaluators is to be widely used as a procedure for arriving at TPAI ratings and identifying teacher strengths and needs for improvement as we recommend elsewhere, an additional type of training for evaluators (all groups) will be needed--training in achieving data-based consensus. It is very easy in a consensus process for one person's personality to dominate and for ultimate decisions to be based on feelings or impressions rather than the data collected by the consensus participants. Several models for consensus

training for evaluation purposes already exist. At least one nearby program which has been reasonably successful is that developed by French, Malo and Chalky for the Tennessee Career Ladder Program.

Use for Summative Purposes

Is the use of the TPAI sufficiently well coordinated and conducted with adequate consistency from one time and place to another to serve the summative purposes for which it is, in part, intended?

The system it is designed to serve is statewide in its purposes, i.e. teacher certification and career ladder placement. It is part of the total reform effort of the legislature. Many of the main features are actually prescribed in the legislation itself. Of necessity, then, much of the major direction and responsibility for running this program does and probably must come from Raleigh and the DPI in particular.

The system for which the instruments are being used is still evolving, with career ladder II decisions having been made for the first time only this past year; career level III criteria and accompanying instrumentation, have not yet been prescribed. Even in the pilot districts, the tempo of career development activity has been stepped up considerably over what it will eventually be, if the program is permanently installed. We recognize that all procedures are not yet fully developed or operationally consistent across and between districts. The various DPI reports, newsletters and memoranda, and coordinator and

steering committee meetings are serving important coordinating and continuing development functions as the system evolves. The DPI staff, along with district administrators, coordinators, and evaluators are to be commended for the several high level efforts being made to continue to study, develop, and refine procedures.

Recognizing considerable effort to coordinate all this activity, we also note a considerable amount of inconsistency across and between the pilot districts in how the instrument is used to gather and analyze data and in how final summative ratings are made. Disparities are evident from one district to another, and one school to another, in the percentages of teachers at or below standard performance as well as percentages of teachers qualifying for career level I and career level II. While such differences may reflect real differences in the overall quality of teaching performance from one place to another, we suspect they probably indicate differences from one evaluator to another in a.) the interpretation of scale descriptors, b.) the use of recorded information, and c.) the sources of data being considered. This latter is particularly likely for current functions 6, 7, and 8 which are less observable in the classroom. We believe there is a direct correlation between the amount and quality of the training of evaluators and the quality of their evaluations.

Substantial differences are noted also in a.) who is involved in achieving summative ratings, b.) how observer evaluators perform their functions, c.) when teachers are observed during the year, and d.) how the appeals process functions.

The amount of variation in all these procedures, while substantial in some instances, is understandable given the early developmental stage of the program. Furthermore, the coordination efforts are not only tending to reduce the discrepancies where they exist (e.g. most districts now require consensus judgment by OEs and principals in making summative ratings) but there is healthy development of specific operational procedures at the local district levels which tend to feed back into the overall plan and help refine the state system. An appropriate balance between state and local direction is important to the success of such an effort.

To improve the procedures for collecting and analyzing information for making fair and equitable personnel decisions, we urge consideration of the following recommendations:

1. Restrict the decision-making use of the instrument to determination of continuing certification, career ladder I and career ladder II decisions. If career ladder III criteria, when developed, should require a distinction be

made on the quality of teaching between level II and level III teachers, we do not believe this instrument, even with refinements, would be adequate. Other sources of data would be needed. If level III differs from level II primarily because of other criteria, then other instrumentation will be needed also.

2. Intensify training requirements for all evaluators including frequent tests of evaluators' ability to use the instruments accurately. All individuals who participate as evaluators should be certified for that role by passing a performance-based test of their ability to evaluate accurately against a standard. Holding such a certificate should be prerequisite to serving as a summative evaluator.
3. Require joint participation of OEs, principals and other evaluators who are involved in the data collection process in the final summative judgment. Most of the districts already seem to be doing this. The use of multiple judges strengthens the validity of the rating process. Also OEs as a group are the most highly skilled evaluators since this is their primary function. Their judgment should be at least as great an influence on the final decision as that of the

principals.

4. Experiment next year with observing teachers three or four days in a row rather than their teaching of single lessons at different times of the year. We believe that a more complete description and analysis of total teaching performance might be gained by seeing how instruction is conducted on consecutive days. The continuity of instruction from one day to another could be seen as well as how reteaching is handled for those pupils who fail to learn on a first occasion. Teachers would have greater opportunity than at present to demonstrate a variety of lesson formats and show how creative and flexible they can be in adapting generic skills to a variety of ways and settings. If the career ladder becomes permanently installed, one requirement for level II might be to be observed teaching the same class for four consecutive days during at least one of the two years before promotion. We believe this would provide a more rigorous and valid performance test than the current schedule of unrelated single lessons.
5. Create panels of administrators and teachers to review and rate examples of FODIs and FODAs for comparability. Encourage increasing exchange of

principals and other evaluators across school and district lines to conduct joint observations, gather data, and share analyses. Some districts have been doing this on an informal basis. The more that is done, the more likely it is that consistency of instrument interpretation and use will increase.

6. Encourage research study of rating reliability and validity in local districts as well as statewide as important formative activities for evaluators. OEs and principal evaluators should be independently reading and rating the same data. Comparisons should be made between data collected at one time on a teacher and that collected at another to see how much stability there is in ratings of the same persons over time and setting.

Validity studies of two types are needed:

(a) Achievement gain scores of students taught by teachers rated "at standard" should be compared with those of students taught by teachers rated 5 and 6. (b) Through studies of the state test data base, student gains in the pilot districts should be compared with those in comparable non-pilot districts.

7. To provide greater research capability, we urge

involvement of university faculty and graduate students in the study of evaluator consistency and practice in the pilot effort. There is a wealth of information available for conducting such studies and too few resources in-house to get it done. Modest stipends for graduate dissertation research could provide a wealth of useful, valuable information regarding the system.

8. Provide evaluators with word processors and appropriate training as needed to assist them in writing FODIs and FODAs. The amount of time spent rewriting FODIs and preparing FODAs could be reduced substantially if evaluators had such equipment and were well trained in its use. The quality of these records should improve as well.

Use for Formative Purposes

Are the instruments being used effectively in formative ways to assist teachers and improve instruction?

Formative assistance of a formal nature that is tied to the TPAI typically takes the form of OE-led workshops for teachers and other staff development activities focused on one or more of the functions. Those teachers who have participated in these workshops are typically less anxious and more supportive of the evaluation process than other teachers. The more valuable activities seem to be those that are well planned and conducted and involve

participants in performing observations of actual teaching or videotaped lessons.

Regarding individual formative help, we heard or saw many teacher reports which indicated that the use of the TPAI had sharpened skills and improved teaching. The emphasis on specific teaching functions and the specificity of feedback, while often stressful, was also quite helpful. One critical problem, however, was the need for much greater follow-up assistance by OEs, especially for teachers demonstrating skill deficiency. Evaluators--both OEs and principals--were just too busy, to provide the extra help needed. When a teacher is not up to standard or is having difficulty improving performance, OEs typically notify principals of the presence of difficulties but have little time themselves to provide individualized help and follow-up assistance.

There is ample evidence that the current ratio of 96 teachers per observer-evaluator is too high if the observer-evaluators are to provide the follow-through necessary to ensure professional improvement. At an average of two observations a day, with related FODI, FODA, and conference obligations, OEs do not have enough time to conduct two observations of each teacher much less provide follow-up assistance. We recommend a maximum caseload per observer-evaluator of 48 teachers.

Increasing the number of OEs would also permit greater

differentiation of evaluation assignments than is now possible to take advantage of their teaching specializations by grade-level and subject matter. Such differentiation would help in evaluating our proposed content function in the TPAI.

Attention also needs to be directed in some districts toward specific instructional strategies and resources available to improve performance on specific functions. Other types of observational data such as checklists and low inference coding systems (see Good and Brophy, 1987; McNergney and Carrier, 1981; Brandt, 1981) could be used to highlight differences in lesson videotapes on such variables as time on tasks, reinforcement patterns, and student participation rates.

Professional development is not a simple phenomenon. Teachers grow in at least three different ways. They grow toward competence, they amplify on their strengths (areas of competence), and they grow beyond competence, developing unique talents and perspectives. The TPAI, PPAI, and PDP are suited to the first two types of professional development, but probably not the third.

Why, for example, is the TPAI unlikely to promote growth beyond competence? The TPAI currently is based on a set of essential functions that must be mastered by all competent teachers. These functions acknowledge the similarities that cut across teachers of all subjects and

age-groups. Growth beyond competence, however, must take account of each teacher's unique circumstances, including his/her prior experiences, strengths, subject matter area, and students. The TPAI is not well-equipped to handle these areas of individual difference.

In the context of the Career Development Program, the TPAI, PPAI and PDP seem to be most appropriate for decisions regarding career levels I and II. To the extent that career level III involves growth beyond competence, it is unlikely to be well-served by these instruments.

While it was not our charge to comment on career level III, we feel that four alternative strategies could be employed.

First, the same set of teaching functions that constitute the TPAI (or PPAI) could be used, but the level of expected performance for each function could be raised substantially above career level II expectations. It is our judgment, however, that it would be difficult to operationalize and observe substantially greater performance in many of the existing functions. There are practical limits, for instance, to on-task behavior and effective classroom management.

A second strategy would be to develop a set of master teacher functions for career level III that totally differ from those used in the TPAI. These functions might look a lot like the leadership functions that now constitute the

PPAI.

A third strategy would permit each aspiring career level III teacher to negotiate unique professional development goals, based on such factors as their assignment, experience, students, and local setting. Accomplishment of these goals, based on external review and assessment, would result in movement from career level II to career level III. The Professional Development Plan, if it could be de-coupled from the current or proposed set of basic teaching functions, might be well-suited to this third strategy.

A fourth strategy would involve some combination of the preceding strategies.

A critical question that must be addressed before a plan for career level III can be developed is "To what extent must all candidates for career level III complete identical or comparable activities?" Our feeling is that the more veteran teachers are required to conform to similar standards, the less likely they will be to engage in meaningful professional development beyond competence.

APPRAISAL OF PRINCIPALS AND OTHERS

In addition to the TPAI, the review panel was asked to evaluate the PPAI. Our assessment in this regard is much more tentative, given the lack of supporting documentation and field data and the early stage of the instrument's development. We feel that our reactions can best be expressed as a series of questions:

1. For what purposes is the PPAI intended?

We assume that the PPAI and TPAI are intended to serve the same purposes.

2. Why are the performance functions for the PPAI more comprehensive than those for the TPAI?

The functions for the TPAI are not intended to encompass all dimensions of the teacher's job. For example, the teacher's handling of curriculum content and affective characteristics were not covered originally. In the case of the PPAI, however, an effort apparently was made to include all functions of the principal. This fact may have implications for PPAI-based decisions involving principals below career level II.

3. Upon what data sources are those using the PPAI to rely?

We could find few guidelines or suggestions concerning data sources to be tapped by those completing the PPAI. Is it admissible, for example, to utilize student achievement data and teacher input? What role are

observations of principals to play? Are the FODI and FODA to be employed following observations?

The review panel feels that the list of PPAI functions is reasonably well-documented and comprehensive. The PPAI functions are representative of our current knowledge of the job expectations of principals, including instructional leadership. Our uncertainty rests with how the PPAI is to be used for particular purposes.

One further issue must be noted. If the principal's role in teacher evaluation is crucial enough to merit the attention it has received in North Carolina and elsewhere, it makes sense to accord the teacher evaluation function in the PPAI greater weight than other functions. Principals invariably have more to do than time available (Duke, 1987). By stressing the importance of teacher evaluation through the principal evaluation process, those who supervise principals will be able to ensure that the intent of the TPAS will be realized.

Regarding the evaluation of other certificated personnel, the review panel feels uneasy about making evaluative statements about the job descriptions and performance appraisal instruments for the following personnel:

- o Assistant Principals
- o School Counselors
- o Media Coordinators

- o School Psychologists
- o School Social Workers
- o Speech-Language Specialists
- o Coordinators
- o Directors
- o General Supervisors
- o Observer/Evaluators

Our uneasiness is based on lack of technical expertise in many of the areas listed above and lack of supporting materials and field data on the use of appraisal instruments for these roles. We can offer, however, a few general observations--

- o Parallel structure:

We are unclear why certain functions, such as "keeps own professional competence current," are used for certain roles, but not others.

Presumably, functions of this kind are appropriate for all roles. In addition, there is a need to make uniform the wording of similar functions. For example, assistant principals are expected to "keep own professional competence current," counselors to "take part in professional development activities to improve knowledge and skills," and general supervisors to "upgrade own professional competence."

o Technical Expertise:

It is not clear whether the persons evaluating these personnel always possess expertise in the particular area of responsibility. Will provisions be made, particularly in the case of smaller units, for training and/or use of outside evaluators?

o Selective evaluation:

In the guidelines for the evaluation of school psychologists, counselors, and social workers, provision is made for supervisor/evaluators and the individual to be evaluated to "mutually define the job functions and competencies to be evaluated at the beginning of each year."

Furthermore, functions and/or competencies "may be modified to meet the specified role of an individual. . . in the local education agency." We wonder why similar latitude and discretion are not accorded other personnel, including teachers and principals.

A FINAL RECOMMENDATION

If the recommendations we have made are to be acted on this summer, the Department of Public Instruction will need two kinds of extra assistance: (1) Additional personnel should be hired for the summer months to rewrite materials, forms and instruments. Some of the district leadership familiar with the TPAS, i.e. OEs and coordinators especially, ought to be very capable for this task. (2) Experts in structured interview and portfolio design ought to be added to the staff temporarily to provide technical assistance on the new instrumentation.

The primary reason for this addition of personnel is the heavy work load of the DPI staff responsible for this program. They are already working overtime providing coordinated direction of the program. The changes we are recommending, while not altering the fundamental character of the instruments, mean a great deal of extra work in the short term to accomplish a smooth transformation to the new materials and directives that will be needed.

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