

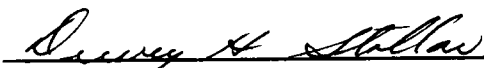
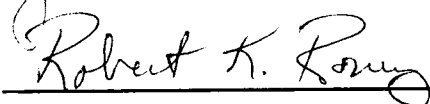
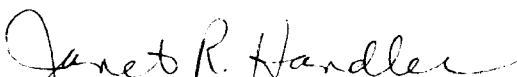
To the Graduate Council:

I am submitting herewith a dissertation written by Barbara Parker Randall entitled "Perceptions of Evaluators, Level II and III Teachers, Level I Teachers, and Nonparticipants Regarding Fundamental Beliefs and Principles of the Career Teacher Evaluation System." I have examined the final copy of this dissertation for form and content and recommend that it be accepted in partial fulfillment of the requirements for the degree of Doctor of Education, with a major in Educational Administration and Supervision.



Gerald C. Ubben,
Major Professor

We have read this dissertation
and recommend its acceptance:



Accepted for the Council:



Vice Provost and
Dean of The Graduate School

PERCEPTIONS OF EVALUATORS, LEVEL II AND III TEACHERS,
LEVEL I TEACHERS, AND NONPARTICIPANTS REGARDING
FUNDAMENTAL BELIEFS AND PRINCIPLES OF THE
CAREER TEACHER EVALUATION SYSTEM

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ABSTRACT

This study investigated the perceptions of evaluators, Level II and III teachers, Level I teachers, and nonparticipants regarding Tennessee's Career Teacher Evaluation System after the first year of the program's implementation. The fundamental beliefs and principles on which the evaluation system was constructed provided the basis for the development of a 25-item questionnaire. The questionnaire was distributed to 101 teacher evaluators and a random sampling of 357 teachers selected for evaluation during the 1984-85 school year. Data collection was completed in the Fall of 1985. One-way analysis of variance was applied to all data collected from the respondents. Statistically significant differences of perception were found to exist between two or more of the four study groups in 23 of 25 cases. The chi-square statistic was applied to data collected from the three teacher groups. Based on those results, age, highest degree earned, type and classification of school, and having had TIM training can all be discounted as factors which affect teachers' perceptions of the Career Teacher Evaluation System. Results of the study indicated that, in general, evaluators and Level II and III teachers were in agreement with the fundamental beliefs and principles of the system, but Level I teachers and nonparticipants were not.

No group surveyed felt that the process was understood by teachers. Also, no group felt that differences in learners, schools, and school districts are considered when assessing the effectiveness of teaching behavior. There was agreement across groups that evaluation is better conducted by a team of three evaluators rather than a single individual and that data should be collected from a teacher's immediate superior and from his peers.

It seems clear that teachers were split in their attitudes regarding the Career Teacher Evaluation System. There appears to be a relationship between success in attaining upper Career Ladder status and a positive attitude toward the program. Likewise, there appears to be a relationship between a lack of success in attaining upper Career Ladder status and a negative attitude toward the program.

TABLE OF CONTENTS

CHAPTER	PAGE
I. THE PROBLEM AND ITS SETTING	1
Introduction	1
Statement of the Problem	6
Purpose of the Study	6
Research Questions	7
Importance of the Study	8
Assumptions	9
Delimitation	9
Definitions of Terms	9
Methodology	12
Organization of the Study	14
II. REVIEW OF RELATED LITERATURE	15
Attitudes Toward Merit Pay	15
The Need for Teacher Evaluation	51
The Tennessee Career Ladder Evaluation System	64
Summary	70
III. METHODOLOGY	73
Introduction	73
Subjects	74
The Instrument	76
Treatment of the Data	78
IV. PRESENTATION OF DATA AND FINDINGS	83
Findings from the Literature Review	83
Demographic Characteristics of Respondents	83
Findings from the Data Analysis	89
Comments from Respondents	101
Discussion	105
V. SUMMARY, CONCLUSIONS, IMPLICATIONS FOR IMPLEMENTATION, AND SUGGESTIONS FOR FURTHER RESEARCH	109
Introduction	109
Summary	109
Conclusions	117
Implications for Implementation	118
Suggestions for Further Study	120

	PAGE
BIBLIOGRAPHY	122
APPENDIXES	131
A. COMPETENCIES AND INDICATORS	132
B. QUESTIONNAIRE	134
C. LETTERS TO RESPONDENTS	137
D. STATISTICAL DATA	141
VITA	158

LIST OF TABLES

TABLE	PAGE
1. Sample and Return Rate for Participants in the Study of Evaluators and Tennessee Teachers Selected for Evaluation During the 1984-85 School Year	85
2. Age Categories of the Random Sampling of Tennessee Teachers Selected for Evaluation During the 1984-85 School Year	87
3. Highest Degree Attained by the Sampling of Tennessee Teachers Selected for Evaluation During the 1984-85 School Year	87
4. Types of Schools Served by the Sampling of Tennessee Teachers Selected for Evaluation During the 1984-85 School Year	88
5. Classification of Schools Served by the Sampling of Tennessee Teachers Selected for Evaluation During the 1984-85 School Year	90
6. Tennessee Instructional Model Trainees Among the Sampling of Teachers Selected for Evaluation During the 1984-85 School Year	90
7. Analysis by Cluster of Responses to Questionnaire Items Regarding the Career Teacher Evaluation System from Evaluators and Randomly Selected Tennessee Teachers During the 1984-85 School Year	98
8. Overall Perceptions of the Career Ladder by Age Classification of the Sampling of Tennessee Teachers Selected for Evaluation During the 1984-85 School Year	99
9. Overall Perceptions of the Career Ladder by Degree Classification of the Sampling of Tennessee Teachers Selected for Evaluation During the 1984-85 School Year	100
10. Overall Perceptions of the Career Ladder by Type of School in Which Employed of the Sampling of Tennessee Teachers Selected for Evaluation During the 1984-85 School Year	102

TABLE	PAGE
11. Overall Perceptions of the Career Ladder by Classification of School in Which Employed of the Sampling of Tennessee Teachers Selected for Evaluation During the 1984-85 School Year	103
12. Overall Perceptions of the Career Ladder by Training in the Tennessee Instructional Model of the Sampling of Tennessee Teachers Selected for Evaluation During the 1984-85 School Year . .	104

CHAPTER I

THE PROBLEM AND ITS SETTING

1. INTRODUCTION

In January of 1983, Governor Lamar Alexander proposed a ten point program of educational reform which he called "The Better Schools Program." It was generally well received except for the tenth point, his Master Teacher Program. The program was a pay incentive system to reward excellent teachers. It included a four-level career ladder with quotas and additional duties at the higher levels. A great deal of resistance, led by the Tennessee Education Association, caused the General Assembly to postpone action on the controversial bill until 1984.

The year which followed brought a nationwide push for merit pay. Criticism of educational standards and an alleged decline in teaching competence increased. Reports of recent national commissions on educational excellence recommended monetary incentives as a possible solution to the problem of ways to attract, retain, and motivate teachers. A committee of the United States House of Representatives recommended that experiments with performance-based pay be encouraged. Even President Reagan favored merit pay.

After a year of debate and compromise, Tennessee became the fifth state within the year to enact some form of a statewide system of teacher salary incentives, joining Florida, Utah, California, and Illinois (Newcombe, 1984). The ten-point Comprehensive Education Reform Act of 1984 (CERA) was passed by the General Assembly in special session and became law when Governor Alexander signed it more than a year after he first introduced it. While the other nine points will affect education in Tennessee profoundly in the next few years, this study focused only on one part of the tenth point, the evaluation system for advancement to upper levels of the Career Ladder Program for teachers. It is expected to raise the pay of the state's best and most experienced teachers from about \$17,000 to about \$28,000 over a three-year period (Alexander, 1983).

The CERA dropped the term "master teacher," but retained a five-level career ladder for teachers which consists of probationary teacher, apprentice, and three career levels. Quotas were dropped, thus opening the program to all competent professionals who meet experience requirements. A teacher at the apprentice level must reach the first career level after three years or be dismissed. To advance to Career Level II or III and receive an annual bonus of up to \$4,000 and \$7,000 respectively, a teacher

must be evaluated by a three-member state evaluation team composed of classroom teachers.

The evaluation system is multidimensional and competency-based. The competencies providing the foundation for the system were taken from the research on effective teaching and from the statewide input of Tennessee teachers that the competencies are important and should be measured. Data collected from a series of three classroom observations conducted by the state evaluation team are combined with data collected from a questionnaire filled in by the teacher's immediate superior, a student questionnaire, a peer questionnaire, and an analysis of materials presented by the teacher in a professional portfolio (French, 1985).

To understand the Career Ladder Teacher Evaluation System, one must understand the fundamental beliefs and principles upon which the system was constructed. The Tennessee State Department of Education has listed in their 1984 Career Ladder Teacher Orientation Manual the following beliefs about the evaluation program, teachers, evaluators, the evaluation process, and the evaluation instruments:

THE PROGRAM

1. The primary goal of the evaluation program is to identify and reward outstanding teaching performance.
2. A second important goal of the evaluation program is instructional improvement.
3. A sound evaluation program focuses on performance rather than credentials.

4. To be most useful, the evaluation program must be coupled with a strong professional development program.

THE TEACHER

1. The teacher wants to be a competent professional.

2. Instruction is the primary element in the overall role of the teacher.

3. It is possible to assess differences in teacher performance.

4. The skills needed and manifested by outstanding teachers are not different in kind from those needed and manifested by less able teachers.

5. Most, if not all, teachers can improve performance.

THE EVALUATOR

1. Teachers are best able to evaluate the performance of their peers.

2. Rigorous training is essential to the development of an evaluator.

3. Evaluation is best conducted by a team of evaluators rather than a single individual.

4. The evaluator must have a commitment to instructional improvement.

THE PROCESS

1. The evaluation process should not discourage diversity in teaching behavior.

2. Multiple observations of teaching are necessary to obtain a reliable picture of teaching behavior.

3. Effectiveness of teaching behavior must be assessed in light of learner, school and/or school system characteristics, needs, and organizational structures.

4. The evaluation process should focus on the identification of patterns of teaching behavior.

5. Multiple sources of data are essential to the development of a complete picture of teaching performance.

THE EVALUATION INSTRUMENTS

1. The evaluation instrument(s) must be developed from the evaluation process.

2. The instrument(s) must be understood by all teachers and administrators.

3. The instrument(s) must assess the performance of competencies/skills deemed important to effective teaching.

4. Checklists and rating scales are useful only as reflections of summarized information. (TSDE, 1984)

Career Level II and III candidates who score at or above predetermined cutoff scores in each of five areas, which are planning, teaching strategies, evaluation of pupil progress, classroom management, and educational leadership, are awarded Career Ladder status and a merit bonus. Certification at that level must be renewed every five years. Entry into the career ladder is optional for teachers tenured before July 1, 1984, or a teacher may enter the career ladder and later withdraw in favor of the previous certification system. Another important feature of the plan is an appeal process available to teachers denied certification at the second and third levels.

Career ladders are relatively new in education and little research has been done about them. Merit pay plans have been around for decades, however, and there is considerable evidence to show that merit pay plans have failed in the past (ERS, 1979). Critics argue that merit pay is more likely to produce morale problems than quality teaching. They claim that evaluation processes are inherently unfair and subjective and that teachers will become more competitive and less willing to help each other.

The fact that the Career Teacher Evaluation System in Tennessee and similar legislation in other states has affected general educational policy is apparent. What is not so apparent is the way such programs are perceived by the people most affected by them, specifically the classroom teacher and the teacher evaluators.

2. STATEMENT OF THE PROBLEM

The Comprehensive Education Reform Act of 1984 was designed to improve Tennessee's public school system, to help retain the state's best teachers, and to attract outstanding students to the profession. It remains to be seen if the CERA and, specifically, the Career Teacher Evaluation System will have a positive effect on the overall progress of school programs. Program developers believe that teachers will become more effective as they strive to get additional prestige as well as pay and, thereby, raise the general level of education in our schools. The system has been praised and cursed. It has been called the state of the art in teacher evaluation by its supporters and the cause of low morale and distrust among teachers by its detractors.

3. PURPOSE OF THE STUDY

The Career Teacher Evaluation System was constructed on fundamental beliefs and principles about the evaluation

program, teachers, evaluators, the evaluation process, and the evaluation instruments. The purpose of this investigation was to study the perceptions of teacher evaluators (hereinafter referred to as evaluators), Level II and III candidates who achieved Level II or III (hereinafter referred to as Level II and III teachers), Level II and III candidates who achieved Level I (hereinafter referred to as Level I teachers), and teachers who were selected for evaluation for Level II or III status but chose, instead, to remain at Level I (hereinafter referred to as nonparticipants). Perceptions were limited to those fundamental beliefs and principles upon which the system was constructed.

4. RESEARCH QUESTIONS

Questions that were studied are:

1. Are there differences in perception among evaluators, Level II and III teachers, Level I teachers, and nonparticipants regarding the fundamental beliefs and principles of the Career Teacher Evaluation System?

2. Are there differences in perception among evaluators, Level II and III teachers, Level I teachers, and nonparticipants regarding the following clusters of beliefs and principles:

- a. Attitudes about the program?
- b. Attitudes about teachers?

- c. Attitudes about the evaluators?
- d. Attitudes about the evaluation process?

3. Are there any differences in perception among Level II and III teachers, Level I teachers and nonparticipants when data are classified according to age, highest degree earned, type and classification of school, and having had training in the Tennessee Instructional Model? (see p. 12)

5. IMPORTANCE OF THE STUDY

The success of a program often depends on the way it is perceived by the people whom it affects. If the Career Ladder Evaluation System is to be successful in Tennessee, those charged with its implementation must pay careful attention to the perceptions of it by its participants, especially during the first year of program implementation. In order for teachers to understand and approve of the evaluation system, they must first understand and approve of the fundamental beliefs and principles upon which it is founded. To date, there had been no attempt to study the perceptions regarding those principles and beliefs of the people most affected by them. A study such as this one which attempted to look at perceptions of teacher evaluators, Level II and III teachers, Level I teachers, and teachers who were selected for evaluation for Level II or III status, but chose, instead, to remain at Level I can aid program developers in identifying factors which contribute to a lack of teacher

acceptance of the program or to provide added rationale for abandoning the program.

6. ASSUMPTIONS

1. The instrument adapted from the fundamental beliefs and principles upon which the Career Ladder Teacher Evaluation System was constructed can accurately measure evaluator, Career Ladder teacher, and nonparticipant perceptions of the system's implementation with regard to the evaluation program, teachers, evaluators, and the evaluation process.

2. The responses "strongly agree" to "strongly disagree" on the Likert scale are interval in nature.

3. The fact that this researcher was one of the 101 teacher evaluators of this study did not affect the validity of the study.

7. DELIMITATION

This study was delimited to the 101 teacher evaluators selected and trained by the State Department of Education and classroom teachers who met eligibility requirements and offered themselves as candidates for evaluation for Career Level II and III status during the 1984-85 school year.

8. DEFINITIONS OF TERMS

For the purpose of this study, the following terms have the following meanings:

1. "Career ladder" shall mean a system which creates tiers from entry level through master status with varying pay and responsibilities at each level.

2. A "Career Level I teacher" of this study was a teacher who applied for upper-level Career Ladder status, went through the full state evaluation process, but did not meet the cutoff scores to qualify for upper-level status. Career Level I teachers received a \$1,000 salary supplement for a 10-month contract.

3. A "Career Level II teacher" was an outstanding teacher who met eligibility requirements of at least eight years experience and a history of positive local evaluations, went through the complete State evaluation procedure, and met the minimum qualifying scores for the level. Career Level II teachers could elect a 10 or 11 month contract and received, respectively, state salary supplements of \$2,000 or \$4,000.

4. A "Career Level III teacher" was a distinguished teacher who met eligibility requirements of at least 12 years experience and a history of positive local evaluations, went through the complete State evaluation procedure, and met the minimum qualifying scores for the level. Level III teachers could elect a 10, 11, or 12 month contract and received, respectively, state salary supplements of \$3,000, \$5,000, or \$7,000.

5. "Career Teacher Program" is defined in the Comprehensive Education Reform Act of 1984,

The new career teacher program shall consist of probationary teacher, apprentice teacher, career level I teacher, career level II teacher, and career level III teacher positions. The new career ladder program shall be designed to promote staff development among teachers, and to reward with substantial pay supplements those teachers evaluated as outstanding and who may accept additional responsibilities as applicable. [TCA, Sec. 3.(b)(1)]

6. "Fast Track" was a way for large numbers of teachers with three or more years of experience to enter the Career Ladder Program quickly. Teachers could choose one of the following five ways to qualify for Career Level I: (1) National Teachers' Examination--Core Battery, (2) National Teachers' Examination--Specialty Area, (3) Tennessee Career Ladder Test, (4) staff development, or (5) full local evaluation. The "Fast Track" option was available during the 1984-85 school year only.

7. A "merit pay plan" is an incentive or competency-based plan designed to award extra compensation to deserving teachers.

8. A "nonparticipant" of this study was a teacher who applied for evaluation during the 1984-85 school year for upper-level Career Ladder status but chose to withdraw from the evaluation before the process was completed. They remained at Career Level I.

9. A "teacher evaluator" was one of the 101 classroom teachers selected and trained by the Tennessee Department of Education for the purpose of evaluating the teaching performance of candidates for Career Ladder Level II and III status during the 1984-1985 school year.

10. The "Tennessee Instructional Model (TIM)" was a staff development program developed by the State Department of Education. It was a 40-hour program consisting of training modules related to the teacher competencies and indicators of the Career Ladder. It was a direct teaching model providing instruction for teachers in planning, instructing, managing, and evaluating.

8. METHODOLOGY

A review of the literature on merit pay and career ladders was undertaken to provide background information. A questionnaire was developed from items which parallel fundamental beliefs and principles on which the Career Teacher Evaluation System was constructed. The questionnaire, which was designed to collect data regarding the perceptions of the evaluation system, was sent to 101 teacher evaluators and a random sampling of 357 teachers who were selected for evaluation during the 1984-85 school year. There were 359 responses.

Data collected from both study samples were subjected to an item analysis. Group means were calculated for each

questionnaire item to determine how the evaluation system was perceived among evaluators (Group I), Level II and III teachers (Group II), Level I teachers (Group III), and non-participants (Group IV). A one-way analysis of variance was applied to data collected from all four groups which determined whether statistically significant differences of perception existed among the four groups of the study at the .05 significance level. The Sheffé procedure was then applied to determine where those differences were.

Group means were calculated from data collected from the four groups for four clusters of beliefs and principles. The clusters were as follows: (1) attitudes about the evaluation program; (2) attitudes about teachers; (3) attitudes about evaluators; and (4) attitudes about the evaluation process. Chi-squares were calculated to determine if differences of perception regarding the clusters of items existed among the four groups.

Data collected from Level II and III teachers, Level I teachers, and nonparticipants were analyzed using the chi-square statistic to determine if there were any differences in perception among the study sample when data were classified according to age, highest degree earned, type of school, classification of school, and having had TIM training.

9. ORGANIZATION OF THE STUDY

This study is divided into the following chapters:

Chapter I (The Problem and Its Setting) contains the introduction, statement of the problem, purpose of the study, importance of the study, assumptions, delimitation, definition of terms, methodology, and organization of the study.

Chapter II includes the review of literature regarding attitudes toward merit pay plans and career ladders for teachers, the need for teacher evaluation, and a description of the Tennessee Career Ladder Evaluation System as it was implemented during the 1984-85 school year.

Chapter III pertains to methodology. This chapter includes a description of the subjects, the instrument, and treatment of the data.

Chapter IV contains the presentation of the data, the findings, and a discussion.

Chapter V includes the summary, conclusions, implications for implementation, and suggestions for further study.

CHAPTER II

REVIEW OF RELATED LITERATURE

The review of the literature of this study is presented in three sections. The first section includes opinionative information concerning the impact or anticipated impact of merit pay on teachers and is addressed as attitudes toward merit pay. The second section includes studies that describe and establish the need for teacher evaluation. Also included in this section is a brief review of selected teacher effectiveness studies. The third and final section provides a description of the Tennessee Career Ladder Evaluation System as it was implemented during the 1984-85 school year.

1. ATTITUDES TOWARD MERIT PAY

In the early 1980's, considerable national attention was drawn to the need for quality education in the United States. That schools could and should be better was a point of public consensus. Reports charging that test scores had declined, standards had loosened, and discipline had eroded caused the public to lose confidence in its schools. In 1983 alone, there were seven major studies released which advocated the need for educational reform. In addition, many states had produced their own studies. One such study,

the Tennessee Comprehensive Education Study (TCES, 1982), advocated the need for reform in Tennessee.

A common line of reasoning that emerged from the public's dissatisfaction with its schools was that excellence is positively correlated with the quality in the teaching force (ASCD, 1985). Reform efforts were called for so as not to "imperil the future economy and security of this country" (NCEE, 1983).

One area considered prime for reform was that of teacher compensation. Most school districts in this country pay their teachers by a unified salary schedule which ties pay to the teacher's education and experience. Alternative approaches to teacher compensation are: (1) merit pay which links pay with performance, (2) market-sensitive approaches which tie pay to the external labor market, (3) job ladders which link pay with specific sets of teaching responsibilities, and (4) career development plans where factors that demonstrate skill development are tied to pay (NEA, 1985).

Many politicians began to express their interest in a compensation model that would reward educators' efficiency and creativity. Both inflationary trends and the accountability movement acted as motivators to the introduction of merit pay scales. President Ronald Reagan sparked interest by his statement that America has not gotten its money's

worth from public schools, and the best way to improve schools is to reward teaching excellence (Schneider, 1983).

Governor Lamar Alexander of Tennessee, iterating the premise that better education encourages economic development, outlined a ten-point proposal for educational reform which he called "The Better Schools Program," on January 28, 1983, before a statewide television audience. Of the tenth point, The Master Teacher Program and Master Principal Program, he said:

This is the most important of all. Our teachers are good, but not as good as they can be. Our principals are good school leaders, but not as good as they should be. Therefore, our schools are good, but not good enough to teach us the skills we need to get better jobs.

Today, Tennessee teachers are paid about as well, on the average, as other Tennessee workers: about 82% of the national average salary. But the best teachers get paid no more than the worst. We expect teachers to reward excellence in the classroom, but we don't reward their excellence in the classroom. We don't attract the best young people to teaching. Because they have so little to look forward to financially, we can't keep our best teachers teaching.

The Master Teacher Program is an incentive pay system that will make teaching a fully professional career, draw our best young people into it, keep our best teachers in it, challenge our best teachers to do even better, and inspire excellence in our classrooms by rewarding excellence in our teachers. (Alexander, January 28, 1983)

This point of view was echoed by former Secretary of Education, T. H. Bell, who created the National Commission of Excellence in Education to examine the quality of

education in the United States. The issue of teacher evaluation and compensation was identified as an area that was in dire need of change when the Commission released its report, A Nation at Risk, in April 1983. The following was selected from Recommendation D: Teaching:

Salaries for the teaching profession should be increased and should be professionally competitive, market-sensitive, and performance-based. Salary, promotion, tenure, and retention decisions should be tied to an effective evaluation system that includes peer review so that superior teachers can be rewarded, average ones encouraged, and poor ones either improved or terminated.

School boards, administrators, and teachers should cooperate to develop career ladders for teachers that distinguish among the beginning teacher, the experienced teacher, and the master teacher. (NCEE, p. 31)

America achieved greatness in the world's market place because of its belief in a practice of free enterprise. A prominent characteristic of our society is the rewarding of meritorious service for a better product by greater financial compensation (Schneider, 1983).

More than any other factor, income determines the relative strength of any occupational group to attract and hold competent persons. In recent years there has been an erosion of this holding power in the teaching profession. As evidenced by scores on standardized tests such as the National Teachers Exam (NTE) and the Graduate Record Exam (GRE), those selecting teaching today are in the bottom

third on such tests (ASCD, 1985). A longitudinal study of North Carolina teachers revealed that the most academically proficient teachers are the most likely to leave teaching. NTE scores of teachers in that state decreased significantly between 1973 and 1980, with the greatest decrease occurring among white females (Schlechy and Vance, 1981). There are at least two easily identifiable reasons for the decrease. The first is the removal of sex discrimination barriers. A variety of jobs previously closed to women are now open. As bright women opt for careers other than teaching, test scores of those entering the profession have dropped. Secondly, teachers' salaries are grossly uncompetitive compared to those of private industry (ASCD, 1985). It is unrealistic to expect that very many intelligent people will forgo thousands of dollars annually solely for the love of teaching.

Over the years, merit incentives have been used in industrial settings, and some feel that applying such methods to schools could help professionalize teaching. Supporters of merit pay see their strategy as logical on both financial and philosophical grounds and as working with limited resources to attract and retain outstanding personnel who are in short supply.

Although there are many variations in local merit pay plans, most are similar in three respects. First, merit is

used to determine only a part of the teacher's pay, with salary increments typically being added to a guaranteed base. Second, merit is usually only one factor used to determine salary, since years of service and earned degrees presently determine more of a teacher's annual increment than does any performance assessment. Third, decisions about a teacher's worth are based on systematic performance appraisals; both the process and the criteria by which deserving teachers are identified are publicly specified (Johnson, 1984).

Given these similarities, there is still wide variation in the types of merit pay plans that have developed locally. Johnson (1984) listed the following types:

1. Multiple salary scales determine the salaries of teachers in different performance groups, and only teachers who are judged to be superior can attain the highest level of pay offered by the district.
2. Varying salary increments are granted to teachers with different performance assessments.
3. Some plans permit teachers to move toward the top of the salary scale at an accelerated rate of more than one step per year.
4. Plans designed for experienced teachers at the top of the salary scale allow teachers, judged

meritorious by their superiors, to exceed the maximum salary step by specified amounts.

Merit pay is a subject of intense debate and has been for over 60 years. Consequently, hundreds of viewpoints, opinions, and experiences have found their way into print.

The San Diego (California) City Schools outlined the following arguments in favor of, and arguments against, merit salary programs in 1953:

Pro

1. Teachers should be paid what they are worth and at the same time known to be worth it.
2. The principle of merit schemes is not only sound, but also logical; it should become the basis for teacher pay.
3. There should be added incentive for better work through merit salary increments; such increments produce better teaching.
4. Merit ratings will improve the quality of work which, in turn, will raise the general level of education in our schools.
5. The public is interested in receiving dividends for money spent, so merit programs will make the public more willing to support higher salaries.
6. Merit programs will tend to draw and hold superior teachers in the profession, since they will have

an opportunity to gain even better salaries if they are able.

7. Teachers are already rated daily by pupils, supervisors, parents, and fellow teachers, so there is no reason why there cannot be rating for pay.
8. Merit programs develop a demand for high quality work which will produce higher quality teaching.
9. A worker approaches his capacity as he is made to feel he is adequately rewarded; pay according to his worth will offer this reward.
10. Payment, among other things, should be made for quality, ability, service, efficiency, and effort.
11. There is no greater inequality than the equal treatment of unequals, and the present basis of pay perpetuates this inequality.
12. Our present system gives security to teachers on the lower side of the efficiency scale; whereas, we should give security to those at the other end of the scale.
13. The merit principle offers an opportunity for democratic working relationships.
14. Competent administration can make ratings with few inequalities; this should be a regular part of the administrator's assignment.

15. If rating is interpreted as evaluation, it should enhance the supervisory relationships.
16. Rating can be done even though it is subjective.
17. Industry has used this merit or bonus incentive with good results, so we should be able to adapt this businesslike quality to our schools.

Con

1. Over a period of time, all programs tried have proven unsuccessful.
2. Thus far, it has not been possible to measure teacher competence accurately; likewise, it is difficult to judge equal or significant merit.
3. Morale, working relationships, and other psychological problems are too complex for single answers; merit programs develop attitudes that are negative and competitive.
4. Rating and gathering evidence for rating take a lot more time than the benefits derived warrant; it takes time that administration and supervision staffs would use to help teachers.
5. Working conditions need improving before emphasis is placed on performance, and improvements will attract better teachers.

6. Young teachers are often denied competence ratings because of "full quotas" on merit levels, which discourages candidates from entering the field.
7. Merit regulations too frequently stereotype the teacher to standards and discourage creative teaching.
8. It is more important to recruit and train desirable people than to penalize those not so desirable.
9. Besides interfering with supervisory relationships, merit ratings increase teachers' work loads, and they are heavy enough already.
10. It is more important that the general level of teaching be raised than that a few be rewarded; in-service education programs get far better results than merit or bonus programs.
11. Industry usually makes "merit" or "bonus" awards on the basis of quantity and not quality.
12. Industry, except in sales work, has largely given up bonus and merit incentives and is adopting in-service training and providing better working conditions to get better production.
13. Experience has shown that communities soon reject merit plans after they get them.
14. Public interest is influenced more by lack of information on what the school is doing or by

population and socioeconomic conditions than by genuine concern about improving teacher quality.

15. Teachers, like other groups of people, represent a normal cross section of ability.
16. Merit programs too frequently presuppose that all improvement comes through changing the teachers.
17. The development of professional standards, increasingly better opportunities for professional training, more intensive teacher recruiting, and more efficient use of competent research develop better teaching more rapidly and at less cost than any punishment or reward system.

McDowell (1971) posited that merit rating is an attempt to make teachers accountable to society. He summarized the controversy over merit rating and listed the following digest of pros and cons:

Pro

1. Teachers differ in their ability and efficiency; their salaries should be related to these differences.
2. Merit increments provide an incentive and a reward for superior service.
3. If we can rate for promotion and tenure, we can rate for salaries.

4. Industry uses merit rating; education can do the same.
5. The public is willing to pay high salaries only to those who deserve them.
6. Only through merit rating can teachers attain professional status.
7. Merit rating will improve instruction.
8. Merit rating will reward those who deserve recognition.
9. Merit rating will stimulate administrators to be more concerned with the efficiency of their teachers.
10. Merit rating will be well worth the additional cost, for it will ensure that money is being wisely spent.

Con

1. Differences in teaching efficiency cannot, at present, be measured with sufficient accuracy for determining salaries.
2. Merit rating destroys cooperative staff teamwork.
3. Our rating methods are too crude to distinguish among fine gradations of teaching efficiency.
4. Industry and education are not analogous; teaching is an art.

5. The public will reject a plan in which only a fraction of its children are taught by superior teachers.
6. We should seek to improve all teachers, not merely to reward those who appear to excel.
7. Merit rating may improve the efficiency of some teachers, but will have an adverse effect on many others.
8. Merit rating will cause bitterness and disillusionment.
9. Merit rating will hinder effective supervision.
10. The additional cost of merit rating can be more profitably used in improving the efficiency of the entire staff.

Most Americans favor merit pay. A Newsweek poll, cited in the September 1983 issue of the American School Board Journal, found that 80% of those polled favored merit pay for teachers (ASBA, p. 16). In Tennessee, a telephone poll of 502 randomly selected registered voters was conducted in April 1983 by Peter D. Hart Research Associates, Inc., of Washington, D.C. (The Tennessean, May 3, 1983). The respondents were asked questions regarding Governor Alexander's Better Schools Program and the taxes needed to fund the program. Seventy-three percent indicated that they were in favor of the Master Teacher philosophy, and only 13% of

those surveyed indicated that they would favor a tax increase for across-the-board pay raises for teachers.

The American Association of School Administrators supports merit pay, with some qualifications. They believe that all teachers' salaries should be raised sufficiently high to attract people from the top one-fourth of those choosing vocations requiring at least a bachelor's degree, that a plan should be sufficiently competitive to hold a fully competent professional staff, and that there should be agreement concerning the administration of the system among teachers, administrators, and the community (AASA, 1983).

Principals' organizations have conflicting opinions about merit pay. The National Association of Elementary School Principals has been against merit pay, while the National Association of Secondary School Principals has said that incentive pay plans are worthy of further discussion (ERS, 1983).

Teachers' organizations generally oppose merit pay, although they have lately been more flexible. Their position has traditionally been that there is not a valid, fair way to evaluate teachers. Further, they believe that the merit pay issue diverts attention from the fact that all teachers are underpaid.

The American Federation of Teachers opposes merit pay but recognizes the realities of present public and political

opinions. They proposed the following criteria for merit pay plans (McCormick, 1983):

1. Any new compensation plan should include higher base pay for all teachers.
2. New teacher evaluation patterns should be negotiated to protect teachers' ratings against subjectivity and local school politics.
3. Teachers who do not receive extra pay should suffer no loss of tenure, status, or security.
4. Decisions to grant extra pay must be subject to fair and objective review procedures.
5. Applying for and receiving merit pay should be voluntary and open to all; awards should be made to a substantial proportion of staff.
6. Simplistic measures, such as achievement scores alone, are not acceptable.
7. Any plan adopted must be accepted by the local union.

The National Education Association has opposed merit pay. They stated that "NEA is categorically opposed to any plan . . . that bases compensation of teachers on favoritism, subjective evaluation in the absence of clearly defined performance criteria, student achievement, or other arbitrary standards" (Ficklen, 1983).

Rank and file teachers favored the concept of merit pay as reported in a 1983 survey conducted by the American School Board Journal. Sixty-three percent of the teachers responding endorsed the concept. Thirty-nine percent thought that principals should do the evaluating, while 25% preferred their peers. Forty-one percent of teachers responding said that the criteria should be a combination of effectiveness and seniority/academic credit, with each weighted equally, while 27% wanted a combination with emphasis on evaluated performance. Only 18% favored the traditional teacher union stance of salary determined by seniority/credits alone (Rist, 1983).

Teachers voiced a strong opinion about the rewards of teaching in a 1984 Louis Harris poll. Harris found that 87% of teachers favored the concept of career ladders to provide greater opportunities, more responsibility, and more pay as a way to attract and to keep better teachers in the system (ECS, 1985).

The idea of providing merit pay for teachers has been around since our nation began. Even as far back as 1789 accusations of discrimination were thrown at school trustees concerning teacher pay. Benjamin Franklin made the accusation by writing a complaint in which he discussed at length how the masters and trustees had cut an English teacher's pay and increased his duties while increasing the pay and

decreasing by one-half the duties of a Latin teacher (Butts & Cremin, 1954, p. 134). The first formal plan, however, was devised in Newton, Massachusetts, in 1908; but it was later discarded as unworkable. Merit pay reached a peak and became a preferred system of teacher compensation during the 1920's. With the advent of tenure laws and teacher unions, however, the number of merit pay plans diminished in favor of single salary schedules. Keen interest in merit pay for teachers was revived in the mid-1950's, with many states, including Tennessee, either considering or adopting legislation on merit pay. During the 1960's, approximately 10% of the nation's school systems had merit pay plans in effect for teachers. By 1972, however, this percentage had dropped to 5.5%. In 1978, Educational Research Service found that fewer than 4% of school systems in the United States used merit pay plans for compensating teachers (ERS, 1979).

The decade of the 1980's has brought a resurgence of interest in merit pay in larger school systems and in state legislatures so that, currently, at least 15 states are basing some teacher pay raises on merit, rather than on experience and education, and 13 more states are working on the idea. States that have performance-based incentive plans are Arizona, California, Colorado, Florida, Idaho, Maine, Maryland, New Jersey, North Carolina, South Carolina, Tennessee, Texas, Utah, Virginia, and Wisconsin. States

currently developing programs are Delaware, Kentucky, Mississippi, New Mexico, South Dakota, West Virginia, Alabama, Georgia, Missouri, Arkansas, Indiana, Louisiana, and Massachusetts (Cornett, 1985).

Bhaerman (1971) stated that the following four assumptions underlie any merit pay plan for teachers:

1. Good teaching should be rewarded with more money.

It seems self-evident that where two persons are doing a similar job, with one producing significantly higher than the other, the higher contribution to results should be rewarded more. Teachers' organizations, however, have long argued that the merit pay issue diverts attention from the fact that all teachers are underpaid (Ficklen, 1983).

2. The good teacher can be evaluated. The traditional position of teachers' organizations has been that there is not a valid, fair way to evaluate teachers (Ficklen, 1983). Inadequate evaluation procedures and/or instruments have caused many merit pay programs to fail in the past (ERS, 1979). Advocates have predicted that it is possible to draw principles from recent research on incentive systems and performance evaluation that could be used to design evaluation programs that are valid and fair. (For a discussion of teacher evaluation, see Section 2 of this chapter.)

3. Money will motivate the good teacher to stay in the profession. Only 37% of teachers polled in the 1984 Harris

poll felt that teaching allowed them to earn a decent living. Nevertheless, teachers have not ranked pay particularly high as a source of motivation (Sergiovanni, 1975; Rosenholtz & Smylie, 1984).

4. The school system only needs good teachers to make it run smoothly and efficaciously. This picture of teachers' roles has at least three implications for any effort to link incentives to teacher effectiveness: (1) many factors affect student achievement, and teachers can control few of them; (2) teachers' motivations are only one factor in their contribution to student learning; and (3) motivating teachers without changing other conditions that affect teaching will not only limit the effect of incentives, but may cause frustration and alienation (Hawley, 1985).

According to McDowell (1971), the philosophical problem raised by merit rating results from conflicting views of the school system, which can be considered as a bureaucracy or as a profession. A teacher cannot retain professional autonomy if he is to be rated by someone else. The teacher moves toward professionalism, however, in accepting authority for program modification and student evaluation, and in undertaking the responsibility to defend what he is doing and why he is doing it.

Merit rating for the purpose of making teachers accountable smacks of McGregor's Theory X assumptions. Theory

X managers assume that workers are inherently lazy, need constant direction, and shun responsibility; therefore, it is incumbent on management to keep them under constant surveillance and structure their work for them. Theory Y asserts that Theory X assumptions are all wrong and that people behave as they do because of the way they have been treated in organizations in the past. Theory Y assumes that people seek responsibility and that they are creative in problem solving. They can be and will be self-motivated when given the opportunity (McGregor, 1960).

Motivational and human resources theorists have questioned management's traditional reliance on extrinsic rewards and punishments and suggest that they are misapplied in education. An influential theorist of motivation is Abraham Maslow who established a hierarchy of needs. Lower order needs [(1) physiological, (2) safety and security, and (3) belonging] must first be satisfied before moving up to higher order needs [(4) self-esteem and (5) self-actualization]. Maslow believed that once a need is met it ceases to motivate, or it is superseded by other needs (Maslow, 1934). Thus, once a worker has derived money and status from a given increase in pay, this incentive diminishes in importance as a motivator.

Herzberg's motivation-hygiene theory on job attitudes asserts that two separate and distinct sets of factors

account for satisfaction (motivation) and dissatisfaction (hygiene). The factors which serve as motivators or satisfiers are related to Maslow's higher order needs. They are tied to work content. They include achievement, recognition, intrinsic interest in work itself, growth, responsibility, and advancement. The factors that account for job dissatisfaction are related to Maslow's lower order needs. They are hygiene factors which are extrinsic to the work content and concern the worker's relationship to the context of the job. They include matters of company policy, administration, supervision, interpersonal relationships, working conditions, salary, status, and security. According to the theory, if these needs are met, dissatisfaction can be avoided. However, providing more of these factors does not bring happiness, satisfaction, or motivation (Herzberg, Mausner, & Snyderman, 1959).

Herzberg's research has been replicated in the teaching field by Sergiovanni with only minor deviations from the results of the original theory. For teachers, the satisfactions of the profession are ultimately more meaningful than are the financial rewards. However, such extrinsic rewards as praise and support, along with positive feedback, can produce in teachers feelings of competence and self-determination (Sergiovanni, 1975).

Almost every study of teacher motivation, job satisfaction, or attrition concludes that the most important thing teachers want from their work is intrinsic satisfaction derived from contributions made to student achievement. Other needs teachers want to satisfy are similar to those valued by most other workers: self-esteem based on awareness of one's expertise, recognition by peers and relevant others of professional competence, economic benefits, positive social interactions with peers and supervisors, protection from the arbitrary exercise of authority that might threaten job security or advancement possibilities, and opportunities for professional growth and development (Rosenholtz & Smylie, 1984).

Merit pay supporters, on the other hand, see money as a motivator. James Brinks, a member of ASPA's Compensation and Benefits Committee, when commenting on the statement, "Most people are not motivated by money", said:

While recognizing that this has become a "sacred cow" of certain psychologists, I respectfully disagree. While conceding that money is only one of several motivators, my personnel experience definitely indicates that money still motivates. (Brinks, 1980)

The Study Conference on Merit Rating (NEA Department of Classroom Teachers, 1957) came to four points of agreement: (1) it defined merit rating as

a subjective, qualitative judgment of a teacher made administratively by one or more persons, with

or without the participation or the knowledge of the person rated, for purposes of determining salary;

(2) it opposed merit rating as defined as a basis upon which to determine salaries; (3) it endorsed evaluation of teaching for the purpose of improvement of instruction; and (4) it approved a continuation of research to arrive at sound, objective criteria for the determination of salary schedules.

The Study Conference also described a professional salary schedule as including the following characteristics: (1) it should be based upon preparation, teaching experience, and professional growth as evidenced by objective means, such as college courses, travel, participation in professional organizations, workshops, and other allied activities; (2) it should include extended service maximums for teachers who continue to grow professionally after having attained the maximum by annual increments; (3) it should have as the maximum salary one which teachers can attain within a reasonable period of time; (4) it should include increments of sufficient amount so that the teacher can double his beginning salary in not more than 10 to 12 years; (5) it should be determined cooperatively by the school board, the administration, and the local teachers' association; (6) it should admit no discrimination as to sex or

number of dependents; (7) it should be applied in actual practice. It should not be merely a paper schedule.

Although merit plans have been tried in education for decades, they have been discontinued for one reason or another. Perhaps the two most thorough studies on the subject were conducted by the Educational Research Service in 1979 and 1983. Reasons why merit pay or incentive plans were discontinued are listed in the 1979 study in the following five major categories:

1. Administrative problems accounted for the abandonment of plans of 40.2% of the systems. Difficulties in administering the plan, especially in evaluating personnel and applying the criteria fairly, changes in system leadership or philosophy, subjectivity, lack of structure, and complicated nature of the plan were major causes for their abandonment.

2. Personnel problems led to the abandonment of 38.4% of plans. The plans were disliked by teachers and teacher unions who said the merit pay plans destroyed morale and caused staff dissension and jealousy.

3. Collective bargaining caused 18.2% of the responding systems to discontinue their merit pay plans.

4. Financial problems caused abandonment of merit plans in 16.7% of the systems. Respondents indicated that their plans suffered from a lack of funds, were too

expensive to operate, or did not provide incentives high enough to make a difference.

5. Other problems such as the fact that merit pay is considered illegal in some states, and that newspaper publicity destroyed confidentiality of plans, were reasons cited for plan abandonment by 5.9% of the respondents.

More schools had tried and abandoned merit pay plans than had programs in operation at the time of the ERS study in 1979, but the overview of merit plans is not all negative. They seem to work best in medium-sized and smaller districts, especially those with relatively high assessed valuation per child and whose patrons include a high number of professional upper income people (Cramer, 1983). Successful programs are characterized by: (1) sound research before starting; (2) a local plan to suit local, unique conditions; (3) teacher participation in each developmental phase of the plan; and (4) constant program review, evaluation, and revision (Schneider, 1983).

Rhodes (1972) described the Anahuac, Texas "Master Teacher" merit plan after its fourth year of operation. He stated that the plan had achieved the following desired results:

1. Developed a better and more concise understanding between administrators and faculty members as to what constitutes good teaching and the better use

of teaching materials to implement the individual effort;

2. Rewarded the teacher who had put forth the extra effort in order to obtain professional excellence; elevated this individual out of the lock-step salary category;
3. Awakened all the members of the faculty and forced each one to examine his professional dedication; even if a teacher chose not to participate, it still obligated him to a personal introspection of his ability. When this takes place, the entire district benefits, not just the merit teacher;
4. Required the individual to take the initiative if a higher salary was desired; every teacher had an opportunity to advance at his own will and speed and was no longer dependent upon others for a higher salary or professional standing;
5. Allowed good teachers the opportunity to stay in the classroom, rather than leave the profession; also allowed people to stay in the classroom, rather than go into administration--which is done many times for higher salary, rather than a desire to be an administrator;
6. Prompted merit people to work toward higher degrees, to attend more workshops, to work more

diligently on construction and upgrading curriculum guides;

7. Showed the taxpayers that management was not willing to continue giving only arbitrary raises and that some teachers deserved a higher salary because of merit, rather than longevity;
8. Assisted the district in retaining the services of progressive and innovative teachers;
9. Gave the master teachers a sense of pride and accomplishment for excellence in one's chosen field.

The program was not universally accepted by the faculty. Their reasons were: (1) some did not want to risk failure, so they waited and evaluated themselves before making application; (2) others did not want to devote the extra time to write up a project and felt they could better use the time in other ways; and (3) some were satisfied with their salary. They considered themselves good teachers and felt no reason to prove it (Rhodes, 1972).

Most Americans consider themselves to be good or outstanding at their jobs. Brinks (1980) found that almost 90% of employees see themselves as above average performers. The problem of perception versus actual productivity probably lies in nonexistent or poor measurement systems.

The answer to low productivity is . . . objective measurement systems, objective performance appraisals, a corrected self-estimation of our own

contribution to the workplace and monetary reward systems based on the reality of contribution to results, rather than activities performed. (Brinks, 1980)

As Lortie (1975) has pointed out, teaching traditionally has offered little opportunity for upward mobility; therefore, the hope for advancement has not been a source of motivation for teachers to improve their effectiveness. Career ladders which couple upper level status and merit awards can serve to motivate teachers by giving them the new opportunities, career options, and rewards they deserve (Furtwengler, 1985). By recognizing and rewarding teaching excellence and providing opportunities for renewal through appropriate staff development opportunities, it is expected that higher level needs of teachers will be met and that they will, in turn, be motivated to improve, thereby, causing the general level of education to improve.

Another aspect of the career ladder concept is that the teacher assumes responsibility for advancement by making application to be evaluated for upper level status. The teacher assumes responsibility for instruction by: (1) collaborating with others to establish appropriate goals and objectives, (2) selecting materials and teaching strategies to accomplish those objectives, and (3) evaluating pupil progress in light of those objectives.

Engleman (1957) presented the following three factors which created problems for merit rating programs of the 1950's for which Tennessee's Career Ladder developers may have found solutions:

1. The character of the professional task of the teacher is exceedingly complex. By drawing from findings from recent research of teaching effectiveness, Career Ladder developers designed instruments that enabled them to collect large amounts of low-inference data from multiple sources which, they said, enabled them to judge teaching performance in an objective, consistent, reliable, and valid manner (TSDE, 1984).

2. The range of specialization inherent in a modern school system is too great. Career Ladder developers contend that they solved this problem by utilizing an evaluation team composed of three classroom teachers, one of whom had to be from the evaluatee's area of certification or grade level (Furtwengler, 1985).

3. It is too difficult to find merit raters who can rate with validity and fairness. Earlier plans were perceived unfair because of the subjective nature of the evaluation procedures. Principals or supervisors who were responsible for rating teachers were often charged with cronyism or a lack of knowledge of the teacher's classroom performance. A statewide system using an evaluation team

rather than a single individual and judging all applicants by the same standards was enacted in the interest of fairness. Career Ladder evaluators were carefully selected from among the state's best teachers, trained as a group by State Department of Education personnel, and proved reliable in the administration of all evaluation instruments. No evaluator was expected to evaluate any teacher from his own system or any teacher whom he knew personally. The teacher being evaluated had the option to waive a team member who, he felt, would not evaluate his teaching performance fairly (Furtwengler, 1985).

The potential rewards of merit pay are still uncertain, and although there are many differences of opinion, there are also many widely shared beliefs and general conclusions to be drawn. The following guidelines are from a composite list presented by ERS in their 1979 study:

1. A merit pay system must be adequately financed. A good plan will cost more than a regular salary schedule. The merit awards must be large enough to be a real incentive to teachers. Merit awards should be in addition to a base pay that is competitive with reasonable increases based on seniority, cost-of-living, and academic credit. Merit raises must be available to all who qualify, based on predetermined criteria. A quota system pits teacher against teacher and should not be used.

2. Most programs that fail do so because the evaluation procedures are inadequate. Evaluations should be done by a team rather than a single evaluator. Evaluators must be trained and competent. The instrument used must use objective, behavior-based ratings and must be carefully developed and validated. Avenues for appeal should be provided. The plan itself should be publicized, but merit award winners' names should not be made public.

3. Teachers, administrators, school board members, and community leaders should all be involved in developing the plan. Procedures, goals, and objectives must be clearly defined, widely accepted, and understood. Teachers will be less threatened by, and more committed to, the success of a program they had a hand in shaping.

Hawley (1985), realizing that teachers have many needs to which incentive plans should be responsive and that teacher effort is a small part of effective teaching, followed the notion that career ladder plans should be designed to meet as many needs as possible, increase teacher competence, and facilitate effective instruction. He outlined the following principles to lead to these three types of outcomes: (1) economic rewards for high performance should be significant; (2) teachers should be required to continuously demonstrate high performance to retain higher levels of pay and status; (3) awards should not be based on

competition among teachers; (4) predetermined quotas should not constrain the probability of receiving performance-based pay; (5) the criteria against which performance is measured, and the goals they manifest, should be clear; (6) assessment measures and processes should be seen as fair and predictable; (7) evaluation, monitoring, and feedback should be frequent; (8) summative and formative evaluations should embody the same criteria and standards, but should be administered independently; (9) in-service training or staff development should be an integral part of the career Ladder system and should be focused toward improving teachers' chances to earn higher pay and status; (10) differences in rewards allocated should sometimes lead to differences in roles and responsibilities; and (11) teachers should help design and assess the plan.

The ASCD task force on merit pay and career ladders concluded that such programs should be considered in the broader context of human resource development. In their 1985 report, they recommended the following steps toward optimum productivity in the schools:

1. Treat teachers as adults. Treat teachers as partners and with dignity.

2. Establish organizational identity and meaning. People need to be committed to something to find satisfaction in their lives. If they can find that sense of meaning

in their work, organizational effectiveness will be improved and a sense of mission established.

3. Work the "up side" of personnel evaluation. The real challenge of leadership lies in discovering what people do well and reinforcing that behavior visibly and regularly. The pleasure of recognition provides motivation to strive for further achievement.

4. Develop staff capabilities. Staff development is essential in achieving organizational effectiveness. Training and technical assistance are needed to assist principals and teachers in implementing new programs, techniques, and materials. Teachers should be allowed to explore and expand knowledge through general in-service opportunities and seminars, workshops, or sabbaticals.

5. Create role diversity. Traditional role structures that provide neither opportunity nor incentive to advance must be changed to allow teachers to work with children in small groups or individually, consult with parents, other teachers, and administrators, inquire systematically about teaching, create instructional materials, aid other teachers' improvement, write about teaching, or administer special programs and projects.

6. Involve people. Staff members close to the operating line of an organization are likely to recognize and have solutions for operating problems. If people are invested in

decisions, they have a stake in seeing solutions work; conversely, uninvolved people may have a stake in seeing solutions fail (ASCD, 1985).

The Education Commission of the States in its 1985 report, New Directions for State Teacher Policies, found that efforts at finding strategies that teachers and schools can use to improve must be cooperative efforts. Teachers, principals, students, and parents need to share goals, support each other, and cooperate in a unified set of activities. Further, research reveals that change is not an isolated event, but an ongoing process. Programs must be continually examined, evaluated, and revised. ECS concluded that potentially valuable approaches to school and teacher improvement are likely to incorporate one or more of the following elements: (1) concentrating decision-making authority closer to the classroom; (2) upgrading the management skills of administrators and teachers; (3) moving away from regulatory approaches; and (4) creating conditions that encourage districts and schools to resolve their own improvement problems.

The ECS study described innovative state programs for recruiting, recognizing, rewarding, and renewing educators. These selected programs illustrated one or more of the following characteristics: (1) cooperative planning, (2) research-based strategies, (3) adequate or innovative

financing, (4) evidence of change in classrooms, and (5) revisions based on feedback from implementers (ECS, 1985).

It is too early to know whether the new merit pay and career ladder plans will have the positive consequences their advocates predict. State Department of Education officials reported that Tennessee teachers' responses to their Career Ladder Program has been overwhelming. Nearly 40,000 (researcher's note--The 40,000 include more than 30,000 who chose the "fast-track" option to enter Level I) of the 42,000 eligible educators elected to enter the Career Ladder Program in the first year with the result that more teachers applied for Career Level II or III than could be evaluated during 1984-85. During the first year of program implementation, 3,124 teachers were evaluated for upper levels of the program (Furtwengler, 1985).

Handler and Carlson (1985) examined the development and initial operation of the Tennessee Career Ladder Program between October 1983 and June 1985. The following are selected findings from their report to the American Education Research Association:

1. The Tennessee evaluation model aspires to help teachers to improve, yet opportunities for interim performance feedback did not materialize.

2. Although some attention was given to the improvement role, the evaluation process was perceived by teachers

as a vehicle for making job status decisions and determining their "fate" as to certification and salary supplements.

3. Evaluation instruments and lists of competencies being measured were based on available research literature, much of which was derived from elementary classrooms and focused on a fairly narrow set of instructional practices.

4. Determination of scores was not widely understood and the objectivity of the procedures used to gather data was in doubt among many teachers.

5. Substantial difficulties occurred with communication, data management, and responding to the significant number of special situations that often required policy decisions after the program had already begun.

6. Costs were a matter of concern. Teachers were skeptical over the long-term fiscal stability of the program and over the large amounts of money being spent for Career Ladder administration and related publicity efforts.

They concluded:

The influence of the Career Ladder Program for teachers must be recognized as touching on many aspects of education in Tennessee. By obtaining a substantial portion of the resources devoted to educational reform, it has implicitly reduced the attention that can be paid to other important needs. It has already begun to alter relationships among teachers and between teachers and administrators. It is expected to influence the relationships between teachers and parents as well, and changes in the general public's view of teachers are not unlikely in view of the fairly extensive media coverage of this program. With

these being just a few of the diverse areas of influence, one must strongly urge that serious efforts be made to investigate such ramifications of the program. (Handler & Carlson, 1985)

Literature reviewed concerning attitudes toward merit pay contributed to this study by providing historical perspective. The most thorough such study reviewed was the ERS study in 1979. Merit pay plans have not worked in education in the past. Human resources motivationalists contend that plans offering money as incentives for improvement are ill-founded because teachers are not motivated by money. Findings of Sergiovanni (1975) and Rosenholtz and Smylie (1984) showed that teachers are motivated by the intrinsic rewards of teaching.

2. THE NEED FOR TEACHER EVALUATION

A true merit pay plan necessarily requires evaluation of teachers, and the major objection to merit pay has always been that there is no proven method to measure good teaching. Many educators believe that the methods of evaluating teachers that we have used in the past, and continue to use today, are inadequate. Yet the improvement of education depends on identifying specific characteristics of competent teachers, diagnosing incompetence, and measuring changes in competence validly and reliably.

Teacher evaluation has always consisted of subjective judgments of teachers' skills. The implicit assumptions have been that the judges know what good teaching is and can recognize it when they see it. Keeney found in 1958 through a study of existing practices in merit rating that teacher effectiveness was usually measured by evaluations of personal characteristics, social relations, work habits, instructional skills, noninstructional school services, professional qualifications, and pupil results. Ratings could be used without validating evidence. Half the school systems surveyed had no means of informing the teachers of their ratings. Types of instruments used most frequently were check scales or guided comment rating forms. Ratings were made most generally by the school principal; however, other personnel such as supervisory personnel and department heads were held equally responsible for the rating in some systems. Several ways were used to gain information upon which to base ratings including some classroom observations and conversations with peers, but the general overall manner was simply an acquaintance with the ratee.

Past efforts to measure the quality of teaching which relied on the use of rating scales have three inherent problems according to Soar, Medley, and Coker (1983). First, rating scales lack the minimum properties necessary for accurately measuring the performance of teachers. Second,

such rating scales lack validity. Third, they are highly susceptible to the halo effect, the overall impression that a teacher makes on a rater. Soar, Medley, and Coker advocated evaluation procedures that are performance-based and empirically tested.

In his 1980 review, Haefele summarized twelve of the most common approaches to teacher evaluation:

1. Teacher competence is measured by performance of the teacher's classes on standardized tests given at the end of the year. Year-end performance is compared with established norms.
2. Standardized tests are administered to students to determine how much they increase their learning over time. The amount of desired gain is established in advance by school personnel, teachers, and an independent evaluator. Gains of the school's students from previous years are averaged to establish an appropriate gain norm.
3. Students in each grade or subject-matter area are tested at the beginning and end of each school year. Gain scores are computed to contrast class performance (gain or loss) with classes of comparable ability.
4. Informal observations and ratings of the teacher are conducted by the principal and/or other

supervisory personnel. Criteria for such ratings are usually undefined, and comments by students, parents, and colleagues are incorporated in the final evaluation.

5. Systematic observation of the teacher is conducted by the principal and/or supervisor, using a rating form that lists characteristics of good teachers, and the teacher's evaluation score is compared to a school or district standard.
6. The teacher is systematically observed and rated by peers. A predetermined school or district standard is the criterion.
7. The teacher's students use a rating form. The teacher must meet a predetermined school or district standard of effectiveness.
8. Teachers are required to take the National Teacher Examination (NTE) and achieve a predetermined standard composite score.
9. Periodically, the teacher is provided with an instructional objective, a sample test item measuring that objective, and information about the content it covers. A small group of students is assigned to that teacher randomly, to balance abilities, and is instructed by the teacher on the objective for one to ten lessons. After instruction, the students are tested on the objective.

Teacher effectiveness is determined on the basis of how well the students achieved the objective.

10. The Teacher Perceiver Interview (TPI) is administered to teachers. The TPI purportedly assesses noncognitive traits such as empathy for others, goal or mission strength, responsiveness to students, satisfaction through others' achievements, innovative ideas, and inner drive toward completeness. Teacher effectiveness is based on how well the teacher meets a predetermined criterion or norm-referenced score.
11. The teacher is given written descriptions and/or shown films of typical classroom problems. The teacher's effectiveness is judged on the basis of answer quality.
12. The teacher, together with the principal and/or curriculum supervisor, establishes mutually agreed upon instructional goals and objectives for the year. Observation data and other sources of information gathered at regular intervals during the year are used to monitor and evaluate the attainment of goals. Self-evaluation is an important feature of this system.

Haefele preferred the goal-setting approach to teacher evaluation because he felt that it was the only approach based on mutual trust. He said that the other techniques may isolate teachers and administrators and establish adversary rather than cooperative relationships. Critics, on the other hand, feel that in order to get a favorable evaluation, teachers will set goals that are easily attainable and avoid areas in which professional growth is needed, but where there is greater risk.

Most approaches to measuring teacher effectiveness fit into three general categories (Soar, 1983). The first, presage measures, are those that describe teachers before they enter the classroom. Examples are such things as IQ, NTE scores, degree status, graduate courses, and years of experience. The second approach uses process measures, or what actually happens in the classroom, including classroom organization and interactions between teacher and pupil. The third major approach uses product measures, or measures of change that occur in students as a result of spending time in the classroom. The most common is academic achievement, but attitude measures are also used.

Such predictors as IQ and NTE scores have not been shown consistently to relate to any criterion of teacher effectiveness. There are, no doubt, "poor" teachers who can

surpass the minimum score and "good" teachers who cannot attain the minimum standard.

The usual product measures, academic achievement scores, likewise, are not adequate despite their intuitive appeal. Standardized tests measure a limited range of objectives, and they tend to inhibit curriculum innovation. If teachers know that their students' end-of-year test scores are going to determine their pay, the temptation to "teach to the test" will be overwhelming. Finally, some statisticians believe that there are no really valid ways to correct for preexisting differences in the ability levels of different classrooms (Haefele, 1980).

At present, there is no single measure of teaching quality that is known to be valid; however, Soar (1983) concluded that process measures show the most promise for the future. Process measures can be valid if the raters are well trained, the ratings are of very specific behaviors, and, most importantly, these behaviors are known empirically to be related to student outcomes. According to Soar, only three measures of classroom behavior have been shown to be useful across all pupil groups, objectives, and grade levels. These are: (1) minimizing negative affect; (2) minimizing movement and socializing; and (3) organizing smooth, efficient transitions. Thereafter, effective styles of

teaching depended on students' socioeconomic status, cognitive level, and grade level.

Other recent research on effective teaching provides several suggestions regarding factors affecting student achievement. Gilliam (1982) listed five teacher behaviors that appear to make a difference. They are: (1) teacher expectations; (2) classroom management skills; (3) engaged time/academic learning time; (4) direct instruction; and (5) teachers' decision-making skills.

The phrase "teacher expectations" refers to inferences which teachers make about their students' ability/achievement level and classroom behavior. Brophy and Good (1974) found that "teachers' specific expectations regarding individual students . . . exert influences upon classroom interaction and instructional style." They concluded that students quickly pick up someone else's expectations about them, and teachers' attitudes and actions which convey expectations that students can learn appear to influence students' success in learning tasks.

Teachers' management skills related positively to student achievement (Good, 1979). Teachers who are able to structure, maintain, and monitor the learning activities of the students definitely have an advantage in the teaching of basic skills. He also stated that research findings strongly link student academic success with teachers who run their

classrooms with minimal disruption and maximal student-task involvement.

The idea of Academic Learning Time (ALT) was initiated by the Far West Lab in the Beginning Teacher Evaluation Study (BTES). The amount of time in which students were engaged in tasks suited to their ability levels was found to be related to achievement.

The BTES, with its Academic Learning Time framework, has been an important contribution to the study of teaching. The investigators have presented the components not only of ALT, but also of teaching processes which they believe will result in increases in ALT. These processes consist of five interrelated teaching functions: diagnosis, prescription, presentation, monitoring, and feedback. The five functions present a type of diagnostic-prescriptive procedure in which the product is engaged time that leads to student success (Fisher, Marliave, & Filby, 1979).

In the direct instruction process, teachers focus on specific objectives, cover extensive content, provide tasks that require student attention, structure learning activities around selective use of instructional materials, monitor student progress on a regular basis, provide ongoing feedback of an academic nature, and provide a task-oriented, but relaxed, classroom setting. A review of research on teacher effectiveness conducted by Medley (1977) clearly

showed the positive influence of direct instruction on pupil achievement. Many direct instruction investigations focused on low income or elementary grade students, and while it appeared that low ability students might need the greater structure of a direct approach to instruction, Peterson (1979) found that high ability students benefited from the opportunity to work with other students in a less structured approach. The teaching process to be used depends upon the objectives and student outcomes to be attained (Peterson, 1979).

Decision-making is a major ingredient of the teaching act because teaching is a complex task. Teachers need to integrate a large quantity of information gathered from a wide variety of sources to decide which instructional strategy, of all available alternatives, is appropriate to a specific learning task. Peterson, Marx, and Clark (1978) identified and distinguished between two kinds of teacher decisions: planning decisions and interactive decisions. They found four teacher planning features which are implicit in the decision-making process: (1) selecting educational objectives; (2) diagnosing student characteristics; (3) choosing instructional strategies to help students attain certain outcomes; and (4) selecting the type(s) of assessment techniques to be used to monitor student learning. Peterson and Clark (1978) studied teachers' thinking

during classroom interaction with students and described the process as one of (1) observing student actions; (2) making a judgment as to whether students appeared to be paying attention; and (3) following up with a decision to continue the teaching activities unchanged or to search one's memory for alternative teaching strategies that could better assist student learning. A "wise" decision depends upon a teacher's ability to consider the possible alternatives in a specific situation for a specific student. Such decision-making ability is essential for a teacher to be flexible and creative.

The identification of standard teaching tasks has received a great deal of attention recently, and important, new low inference measures of teacher performance have been developed through research on teacher effectiveness. Further research is necessary in the identification of standard teaching behaviors, but the data that already exist offer a beginning--and an improvement over current practices.

Obtaining a record of teaching behaviors in scorable form is crucial, if we are to be sure that we are using identical procedures for evaluating all teachers. Only a documentary record of a given teacher's performance can be scored with the same key that we use to score the performances of all other teachers. Such a record insures that identical performances will receive identical scores, and this record minimizes bias. It also provides diagnostic information we need for studying the structure of teaching behavior, and it lessens the importance of professional expertise

and judgment in the process of data collection.
(Soar et al., 1983)

Rand Corporation researchers have defined the teaching task and then provided a mechanism for judging the teacher. They looked at teaching as labor, craft, profession, and art. The technique employed by the evaluator changed with each perspective. The validity of a teacher evaluation process depends on its accuracy and comprehensiveness in assessing teaching quality as defined by the agreed-on criteria. The process must suit the purpose if the results are to be judged valid. They recommended the following for a successful evaluation system:

1. Every system must suit the educational goals, management style, conception of teaching, and community values of the school district. States should not impose highly prescriptive requirements.

2. Top-level commitment to and resources for evaluation outweigh checklists and procedures. Evaluators must be trained in observation and evaluation techniques when a new process is adopted. Evaluators must be given sufficient time. The quality of the evaluation must be assessed regularly.

3. The school district must decide the main purpose of its teacher evaluation system and then match the process to the purpose. It is questionable whether a single evaluation

system can handle both formative (improvement-oriented) and summative (decision-oriented) evaluation.

4. To sustain resource commitments and political support, teacher evaluation must be seen to have utility, which in turn depends on the efficient use of resources to achieve reliability, validity, and cost-effectiveness. The school district must allocate resources commensurate with the number of teachers to be evaluated and the importance and visibility of evaluation outcomes. They must target resources so as to achieve real benefits. Failure to achieve accuracy and fairness will destroy effectiveness.

5. Teacher involvement and responsibility improve the quality of teacher evaluation. Use of peer review and peer assistance greatly strengthens districts' capacity to supervise teachers effectively. Teacher organizations should be involved in the design and oversight of teacher evaluation to ensure its legitimacy, fairness, and effectiveness.

Literature reviewed in this section provided information gleaned from current research on measuring teacher effectiveness, much of which was conducted at the elementary level. If teachers are to be paid on the basis of performance, a fair, valid, and reliable procedure for determining the effectiveness of teaching performance must be used. Competencies measured by the Career Teacher Evaluation System were drawn from recent research concerned with process

measures of effectiveness such as those described by Coker, Medley, and Soar (1983). Rand Corporation findings have implications for this study. Their contentions that states should not impose highly prescriptive requirements and that teacher organizations should be involved in the design and oversight of teacher evaluation, apparently, were not considered prior to the implementation of the Career Teacher Evaluation System.

3. THE TENNESSEE CAREER LADDER EVALUATION SYSTEM

The State Department of Education staff charged with the planning, implementation, and evaluation of the teacher evaluation component of the Career Ladder Program developed a list of teacher behaviors upon which the foundation for the total evaluation system rests (see Appendix A). These competencies constitute the standards against which a teacher in the Career Ladder Program was evaluated. Each individual was evaluated against these standards, not against the performance of his peers. These competencies were solidified and finalized after consultants and teachers were afforded several opportunities for input. More than 6,000 responses were received from teachers over an eight-month period (French, 1985).

Specific evaluation procedures and instrumentation were then developed based on the identified competencies that

were field tested in March and April of 1984. During the field testing and data collection phases of development, measurement items were revised.

The Tennessee Career Ladder evaluation system gathered information from multiple data sources. The system was based on the belief that any single source can, at a particular time, generate misinformation or biased information. Therefore, a system of checks and balances is needed. It was also realized that there is no one data source which can provide information about all facets of a teacher's performance. Therefore, multiple sources of information are needed if evaluators are to obtain a complete and accurate picture (French, 1985).

During the 1984-85 school year, information about aspects of a teacher's performance were collected from six sources. These are listed in the 1984 Teacher Orientation Manual as follows: (1) classroom observations; (2) materials contained in the teacher's professional portfolio; (3) a questionnaire administered to the principal; (4) peer questionnaires; (5) student questionnaires; and (6) a written test. Each evaluator was required to use/administer each instrument except the written test at some time or another. Therefore, evaluators were trained in the use of all instruments, and each had to prove reliable in the administration of each instrument by meeting or exceeding established

cutoff scores on tests of reliability. The following instruments and procedures were described by Furtwengler (1985):

Observation Record. The observation record contained three parts: a preobservation conference record, the observation form, and a postobservation conference record. All three parts were completed for each of the three observations conducted over several months.

The purposes of the preobservation conference and related record were to gather information necessary to the observer's understanding of what would be happening in the classroom and to identify any special conditions which could influence the teacher's performance. The evaluator recorded information pertinent to both purposes on the form during the preobservation conference.

The observation form had three subsections. During a four-minute observation period, the evaluator tallied teacher and student behaviors listed on the form if/when they actually occurred. During the next two minutes, the evaluator responded to a series of observational questions which appeared on another page. This four-minute/two-minute procedure was repeated at least six times during an observation. Finally, at the end of an observation time, the evaluator responded to a set of postobservation questions.

A series of three observations were conducted by three different evaluators. After each observation, the observer recorded on the postobservation conference record major findings from the observation and shared them with the teacher. Evaluators were expected to offer recommendations which would enable a candidate to improve in areas of need.

Principal Questionnaire. A questionnaire focusing on the teacher's competence and performance was administered to each candidate's principal or immediate supervisor.

Peer Questionnaire. A questionnaire was administered to three of the candidate's peer teachers from a list of six which he had provided to the first evaluator. The questionnaire focused primarily on the leadership activities of the candidate.

Student Questionnaire. A candidate's current students were asked to complete a questionnaire which focused primarily on teacher behaviors and practices which are directly related to the desired competencies and indicators and which are readily observable by students.

Portfolio. Each candidate was directed to develop and maintain in his professional portfolio certain materials including lesson plans, evaluation procedures, classroom management policies and procedures, and leadership and

professional growth activities. The portfolio was analyzed and rated by the third member of the evaluation team.

Career Ladder Test. The written test as described in the 1984 Teacher Orientation Manual consisted of three sections: reading skills, writing skills, and professional skills. The reading and writing portions of the test were used as screening devices, but the professional skills test scores were used to create a data source for each of the domains of planning, teaching strategies, classroom management, and evaluation of pupil progress (TSDE, 1984).

The Career Ladder Evaluation System with its multiple data sources was designed to collect significant amounts of low-inference data so that no one source would keep a deserving candidate from attaining the desired Career Ladder level. Once all the data were collected, each candidate's information was submitted in confidence to the State Testing and Evaluation Center. There the various instruments were electronically scanned and scored. Each domain had a different number of scores, and all scores were converted to the same nine-point scale. The scores were weighted and then averaged to give one score in each of the five domains. These data scores comprised 75% of the candidate's score in each domain of competence. The other 25% of the score was a

consensus rating based on the professional judgment of the three-member evaluating team (Furtwengler, 1985).

Tennessee's Career Ladder Program may have adjusted for some of the problems of earlier programs. It was data based and more comprehensive than the programs of the 1950's described by Keeney in 1958 which proved unsuccessful.

These earlier plans were perceived unfair because of the subjective nature of the evaluation procedures. Principals or supervisors who were responsible for rating teachers were often charged with cronyism or a lack of knowledge of the teacher's classroom performance. Although research indicates that locally developed and administered systems have been more successful (ERS, 1979), a statewide system using an evaluation team rather than a single individual and judging all applicants by the same standards was enacted. Career Ladder evaluators were selected, trained as a group by State Department of Education personnel, and proved reliable in the administration of all evaluation instruments. No evaluator was expected to evaluate any teacher from his own system or any teacher whom he knew personally, and at least one member of the team had to be from the evaluatee's area of certification or grade level. The teacher being evaluated had the option to waive a team member whom he felt would not evaluate his teaching performance fairly.

Also, in the interest of fairness, quotas were not imposed for upper level Career Ladder status. Therefore, any teacher from any public school system within the State of Tennessee who met eligibility requirements, completed the state evaluation process, and met or exceeded previously determined cutoff scores, could earn upper level status and its accompanying merit pay (Furtwengler, 1985).

4. SUMMARY

The literature review provided background information and opinions about merit pay plans that have been tried in the past. It provided a historical perspective for a study of perceptions regarding Tennessee's Career Teacher Evaluation System.

Although merit pay plans have been tried in education for decades, they have not been very successful. Most school districts that have tried incentive plans have discontinued them for various reasons. Nevertheless, recent inflationary trends and the accountability movement have brought a renewed interest in tying teacher pay to performance. Recent public opinion polls indicate that most Americans favor merit pay for teachers.

There are many arguments advanced in favor of merit pay. The most prevalent ones include the following:

(1) school board members and the general public understand merit pay since it has precedent in industry; (2) there is economy and logic in paying good teachers more; (3) by causing individual teachers to improve their effectiveness, it improves the quality of instruction, and, thereby improves the quality and rate of students' academic achievement.

Arguments offered in opposition to merit pay include: (1) it generates hostility among teachers and lessens communication and interaction; (2) it stymies creativity and discourages diversity in teaching methodology; (3) there is no fair, valid, and reliable measure of teacher effectiveness; (4) it has no history of success in education; (5) it is demeaning and paternalistic; and (6) it relies on extrinsic rewards, but teachers are motivated more by intrinsic rewards.

Teaching traditionally has offered little opportunity for upward mobility; therefore, the hope for advancement has not been a source of motivation for teachers to improve their effectiveness. Career ladders which couple upper level status and merit awards can, according to their proponents, serve to motivate teachers by giving them new opportunities and responsibilities, career options, recognition, and rewards.

Merit pay plans seemed to work best in medium-sized and smaller school districts, especially those with relatively

high assessed valuation per child and whose patrons include a high number of professional upper-income people. Successful programs were characterized by sound research before starting, a local plan to suit local, unique conditions, teacher participation in each developmental phase of the plan, and constant review, evaluation and revision of the program.

Drawing from the findings from recent research of teaching effectiveness, the design of Tennessee's Career Ladder Program may have adjusted for many of the problems of earlier programs. It is a comprehensive, multidimensional, and data-based program with consistent, statewide standards. It requires the collection of large amounts of low-inference data by a three-person evaluation team composed of classroom teachers.

It is too soon to determine the impact of career ladders and/or merit pay plans on education. If they are to be effective, they and their accompanying evaluation procedures must be perceived as fair, valid, and reliable.

CHAPTER III

METHODOLOGY

1. INTRODUCTION

This study was designed to investigate the perceptions of evaluators, Level II and III teachers, Level I teachers, and nonparticipants regarding Tennessee's Career Teacher Evaluation System. The following list of three questions was developed to guide the investigation:

1. Are there differences in perception among evaluators, Level II and III teachers, Level I teachers, and nonparticipants regarding the fundamental beliefs and principles of the Career Teacher Evaluation System?

2. Are there differences in perception among evaluators, Level II and III teachers, Level I teachers, and nonparticipants regarding the following clusters of beliefs and principles:

- a. Attitudes about the program?
- b. Attitudes about teachers?
- c. Attitudes about the evaluators?
- d. Attitudes about the evaluation process?

3. Are there any differences in perception among Level II and III teachers, Level I teachers and nonparticipants when data are classified according to age, highest degree

earned, type and classification of school, and having had training in the Tennessee Instructional Model?

2. THE SUBJECTS

There were two samples in this study. The evaluator sample was a census which consisted of classroom teachers who were selected and trained by the State Department of Education personnel to serve as teacher evaluators during the 1984-85 school year. This researcher was one of the 101 evaluators, but she was not one of the 78 respondents. All evaluators were classroom teachers who met eligibility requirements and applied for Level III status.

A random sample was also selected of classroom teachers who met eligibility requirements and offered themselves as candidates for Career Level II or III status. Eligibility requirements included eight and twelve years teaching experience for Levels II and III, respectively, and an absence of negative evaluations including the teacher's most recent local evaluation. The populations of the study included general education classroom teachers only. They did not include principals, supervisors, librarians, special education teachers, vocational education teachers, counselors, school psychologists, or other special categories of certified personnel. Eight thousand, seven hundred fourteen teachers submitted their names for evaluation for Level II

or III status during the 1984-85 school year. Since such a large number could not have been evaluated in one school year, approximately 4,400 names were selected by State Department of Education personnel through a series of four random drawings. The populations, then, consisted of 101 teacher evaluators in the evaluator population and approximately 4,400 teachers in the teacher population, all of whom had applied to be evaluated for upper-level Career Ladder status. Level II and III candidates who attained Level II or III are herein called Level II and III teachers. Those Level II and III applicants who completed the evaluation process and attained Level I are herein called Level I teachers. Those who withdrew from the state evaluation for upper level status before its completion remained at Level I and are herein called nonparticipants.

A sample size of 357 was obtained from Hauskin's Table for determining sample size from a given population (Hauskin, 1963). This determination was based on the use of Hauskin's formula and the level of confidence of 90% of selecting a sample that will represent the true distribution of the population. The sample was drawn from the list of approximately 4,400 teachers who were selected for evaluation during the 1984-85 school year. Each subject fell into one of four mutually exclusive and exhaustive groups: evaluators (Group I), Level II and III teachers (Group II),

Level I teachers (Group III), and nonparticipants (Group IV). No names of teachers or schools appear in the study.

3. THE INSTRUMENT

The researcher developed a questionnaire based on the fundamental beliefs and principles on which the Career Ladder Teacher Evaluation System was constructed (see Appendix B). The questionnaire was designed to survey the perceptions of evaluators (Group I), Level II and III teachers (Group II), Level I teachers (Group III), and nonparticipants (Group IV) regarding the evaluation system during the first year of its implementation. The broad statements of principle (see page 3) were reworded and a parallel set of statements was constructed so that each questionnaire item was a specific statement relating to a particular aspect of the evaluation system as it was implemented during the 1984-85 school year. So that no questionnaire item would be worded negatively, the word "not" was deleted from two of the principles as they appeared in the 1984 Teacher Orientation Manual. The principle, "The skills needed and manifested by outstanding teachers are not different in kind from those needed and manifested by less able teachers," became item 9 which states, "The skills needed and manifested by outstanding teachers are different in kind from those

needed and manifested by less able teachers." The principle, "The evaluation process should not discourage diversity in teaching behavior," became item 15 which states, "The evaluation process discourages diversity in teaching behavior." The questionnaire was printed on four different colors of paper and numbered. All teachers within each of the four groups received a numbered questionnaire of the same color. By color coding the questionnaire and checking the questionnaires in by number, the researcher was able to group, yet preserve the anonymity of, the respondents. The four groups were asked to respond by means of a six-point rating scale, a continuum from "strongly agree" to "strongly disagree." An even number was chosen for the point scale so that a forced choice to "agree" or "disagree" would be made. The instrument obtained information on these demographic variables: (1) age, (2) highest degree earned, (3) type of school, (4) classification of school in which employed, and (5) having had TIM training. Nonparticipants were also asked to explain briefly why they chose not to be evaluated. Reasons given were categorized as personal or professional. In an effort to ensure the validity of the questionnaire, the instrument was submitted to the researcher's doctoral committee at the University of Tennessee. The committee reviewed the instrument and offered suggestions.

The researcher field tested the instrument among classroom teachers in two public schools in Chattanooga, Tennessee. These teachers were asked to complete the questionnaire, mark any statements which were not clear, and make any additional comments that they wished in writing. Once the questionnaire was developed and field tested, it was administered to 101 teacher evaluators. The questionnaires were placed on a table at a meeting of evaluators along with a list of numbers from 1 through 101. Evaluators were asked to take a questionnaire, complete it at their convenience, and mark through their evaluator number when they returned the questionnaire. It was mailed along with a cover letter to the 357 randomly selected teachers. Two follow-up mailings were sent to nonrespondents in two-week intervals after the first mailing (see Appendix C). Because of a relatively low response rate among nonparticipants, a telephone call was made to 20 randomly selected nonrespondents, and they were asked to respond to eight items selected from the 25-item questionnaire. The effort to increase the number of responses was made to assure that opinions of the respondents and other nonparticipants did not vary.

4. TREATMENT OF THE DATA

The data obtained from the questionnaire were submitted to various descriptive and inferential statistical tests.

Frequencies and percents were calculated from data collected on each of the demographic variables. Data were then analyzed in an attempt to answer research question 1. Frequency distributions and means were used to describe perceptions of the respondents. Responses were tabulated by group, and group means were calculated for each of the 25 questionnaire items. Since the six-point scale allowed responses that could range from 1 to 6 on each of the 25 items, the midpoint of 3.5 was assumed to be the coordinate of the point which separated the group means of those who agreed from those who disagreed.

Responses were not counted if the number of items left blank exceeded 40%. Three such questionnaires were returned from nonparticipants along with the explanation that they did not feel qualified to respond to all questionnaire items. The three were not included in the total of 77 nonparticipants. While some items might not have been applicable to certain respondents, this researcher felt that an omission of more than 40% of the items indicated a lack of knowledge or a lack of interest on the part of the respondent.

A one-way analysis of variance was next applied to data collected from all four groups to determine if statistically significant differences of perception existed among evaluators, Level II and III teachers, Level I teachers, and

nonparticipants regarding the fundamental beliefs and principles of the Career Teacher Evaluation System. The method employed in the analysis of variance was to compute the variances of the four groups for mean differences for each of the 25 items. The scores of all subjects in the four groups were combined into one total group and the variance for the total group was computed. Statistically significant differences were detected by an F test. The Scheffé test was then applied to determine exactly where those mean differences were. Scheffé was used because it is exact, even for unequal group sizes.

The data were then analyzed by cluster to answer research question 2. Group means were calculated for each of the following four clusters of beliefs and principles: (1) attitudes about the evaluation program; (2) attitudes about teachers; (3) attitudes about evaluators; and (4) attitudes about the evaluation process. Chi-squares were calculated to determine if those means of the four study groups were significantly different regarding the four clusters of questionnaire items.

To answer research question 3, the chi-square statistic was next applied to data collected from Level II and III teachers, Level I teachers, and nonparticipants to determine if there were any significant differences in perception when

data were classified according to age, highest degree earned, type of school in which employed, classification of school, and having had training in the Tennessee Instructional Model. Chi-square was selected because there are no assumptions which need to be made concerning the underlying distribution of the variables. An overall questionnaire mean was calculated for each respondent. Means less than the scale midpoint of 3.5 were placed in an "agree" category, and means greater than or equal to 3.5 were placed in a "disagree" category. The agree/disagree dichotomy was then crosstabulated with the independent variables among demographic data to determine if either of the variables had affected the perceptions of the study sample. A 2 x 2 joint frequency table was constructed for having had TIM training, and 2 x 3 tables were constructed for the categories of age, highest degree earned, type of school, and classification of school.

An analysis of the reasons given for nonparticipation was made in order to classify them as personal or professional. Percents were also calculated to determine what proportion of the reasons were personal and what proportion were professional.

In summary, a questionnaire was developed from items which parallel fundamental beliefs and principles on which

the Career Teacher Evaluation System was constructed. It collected data from teacher evaluators and a random sampling of teachers who were selected for evaluation during the 1984-85 school year. One-way analysis of variance was applied to all data collected from the respondents to determine if differences in perception existed among evaluators, Level II and III teachers, Level I teachers, and nonparticipants. Statistically significant differences of perception were revealed, and the Scheffé procedure was applied to determine where the mean differences were. The chi-square statistic was applied to data collected from all four groups to determine if there were differences in perception among the four groups regarding attitudes about the evaluation program, attitudes about teachers, attitudes about evaluators, and attitudes about the evaluation process. Chi-square was next applied to data collected from the three teacher groups to determine if there were any differences in perception when data were classified according to age, highest degree earned, type and classification of school, and having had TIM training.

CHAPTER IV

PRESENTATION OF DATA AND FINDINGS

1. FINDINGS FROM THE LITERATURE REVIEW

Career ladder plans are relatively new in education, and very little research regarding their perceived effectiveness has been completed. Merit pay plans, however, have been tried in education for decades, but they have been discontinued for one reason or another. However, they seem to work best in medium sized and smaller districts, especially those with relatively high assessed valuation per child and whose patrons include a high number of professional upper income people (Cramer, 1983). Successful programs are characterized by the following: (1) sound research before starting; (2) a local plan to suit local, unique conditions; (3) teacher participation in each developmental phase of the plan; and (4) constant program review, evaluation, and revision (Schneider, 1983).

2. DEMOGRAPHIC CHARACTERISTICS OF RESPONDENTS

As previously stated, the data used in this study were obtained with the use of an instrument designed to survey the evaluators (Group I), Level II and III teachers (Group II), Level I teachers (Group III), and nonparticipants (Group IV), regarding their perceptions of the Tennessee

Career Ladder Evaluation System. The data were collected after results of evaluations conducted during the first year of the program's implementation were known.

In the initial mailing, questionnaires were sent to 357 randomly selected teachers, and 101 evaluators were asked to participate (see Appendix B). A follow-up postcard and a second mailing of the instrument to nonrespondents in two-week intervals following the initial mailing produced 359 responses, for an overall response rate of 78.3% (see Appendix C). Response rates were tabulated for each group. Seventy-eight of the 101 (77.2%) evaluators responded. Ninety-one of the 95 (95.7%) Level II and III teachers responded. One hundred thirteen of 145 (80.0%) Level I teachers responded. Seventy-seven of 117 (65.8%) nonparticipants responded. These data are displayed in Table 1. An additional 20 randomly selected nonparticipants were contacted by telephone, however, and asked to respond to eight items selected from the questionnaire because of the relatively low return rate of 65.8%. The effort to increase the number of responses was made to assure that opinions of the 77 respondents and other nonparticipants did not vary. A series of t tests confirmed that there were no significant mean differences between the two groups of nonparticipants. With 95 degrees of freedom at the .05 level of significance, the critical value is equal to 1.988. The calculated values

Table 1. Sample and Return Rate for Participants
in the Study of Evaluators and Tennessee Teachers
Selected for Evaluation During the 1984-85
School Year

Participant Status	No. in Sample	No. Returned	Percent Returned
Evaluator Sample	101	78	77.2
Teacher Sample	357	281	78.7
Level II & III	95	91	95.7
Level I	145	113	80.0
Nonparticipants	117	77	65.8

for the eight items were all less than the critical value (see Appendix D, p. 144).

Demographic data reported in Tables 2 through 6 do not include evaluator data. The respondents from among the three teacher groups were asked to indicate their ages by category. Sixty-one (21.7%) listed their ages 35 and under, 177 (63.0%) were from 36 through 50, and 40 (14.2%) indicated their ages were 51 or over. This item was not completed by three (1.1%) of the respondents (see Table 2).

The highest degree earned by respondents was indicated on the survey instrument. Eighty-seven (31.0%) had a Bachelor's degree, 135 (48.0%) held a Master's degree, 44 (15.6%) had attained the Master's+45 level, 11 (3.9%) held the Education Specialist degree, and 3 (1.1%) had attained a doctorate. One respondent (.4%) failed to indicate highest degree earned. These data are displayed in Table 3.

Respondents were asked to supply information concerning the type of school in which they work. One hundred fourteen (40.6%) taught in an elementary school, 78 (27.7%) taught in a middle school or a junior high school, and 88 (31.3%) taught in a high school. One person did not respond. These data are summarized in Table 4.

Concerning the classification of the school in which the respondents served, 41 (14.6%) classified their school as urban, 122 (43.4%) were teaching in suburban schools, and

Table 2. Age Categories of the Random Sampling
of Tennessee Teachers Selected for Evaluation
During the 1984-85 School Year

Age Category	Frequency	Percent
35 and under	61	21.7
36 through 50	177	63.0
51 and over	40	14.2
Missing Value	3	1.1
Total	281	100.0

Table 3. Highest Degree Attained by the Sampling
of Tennessee Teachers Selected for Evaluation
During the 1984-85 School Year

Degree	Frequency	Percent
Bachelors Degree	87	31.0
Masters Degree	135	48.0
Masters +45	44	15.7
Specialist	11	3.9
Doctorate	3	1.1
Missing Value	1	.4
Total	281	100.0

Table 4. Types of Schools Served by the Sampling
of Tennessee Teachers Selected for Evaluation
During the 1984-85 School Year

Type of School	Frequency	Percent
Elementary	114	40.6
Middle--Junior High	78	27.8
High School	88	31.3
Missing Value	1	.4
Total	281	100.0

113 (40.2%) were teaching in rural schools. Five (1.8%) did not respond. Table 5 summarizes these data.

Evaluators were eliminated from consideration on the question of whether the respondent had had training in the Tennessee Instructional Model since none of them had had an opportunity to complete the training. Of the 281 teachers responding, 170 (60.5%) had taken TIM training, and 111 (39.5%) had not (see Table 6).

3. FINDINGS FROM THE DATA ANALYSIS

Data analysis which corresponds to research question 1 was accomplished through descriptive and inferential statistical procedures. Frequency distributions and means were used to describe perceptions of the respondents, and analysis of variance was used to make inferences about their responses.

Evaluators, Level II and III teachers, Level I teachers, and nonparticipants were asked to respond by means of a six-point scale, a continuum from "strongly agree" to "strongly disagree." Responses ranged from 1 to 6 on each of the 25 items; therefore, the midpoint of 3.5 can be assumed to be the coordinate of the point which separates the group means of those who agreed from those who disagreed.

The scores for items 9 and 15 were reversed on the continuum because the word "not" was left out of these two

Table 5. Classification of Schools Served by the
Sampling of Tennessee Teachers Selected for
Evaluation During the 1984-85 School Year

Classification of School	Frequency	Percent
Urban	41	14.6
Suburban	122	43.4
Rural	113	40.2
Missing Value	5	1.8
Total	281	100.0

Table 6. Tennessee Instructional Model Trainees Among
the Sampling of Teachers Selected for Evaluation
During the 1984-85 School Year

Had TIM Training	Frequency	Percent
Yes	170	60.5
No	111	39.5
Total	281	100.0

items on the questionnaire. Item 15 states, "The evaluation process discourages diversity in teaching behavior," but in the Teacher Orientation Manual, the principle about the process states, "The evaluation process should not discourage diversity in teaching behavior." Therefore, a response of 1 (or "strongly agree") became a 6 (or "strongly disagree"); a 2 became a 5; a 3 became a 4; a 4 became a 3; a 5 became a 2; and a 6 became a 1; so that category and overall group means could be accurately computed. A similar reversal of scores was done for item 9.

Responses were tabulated by group for each of the 25 items on the questionnaire. These data are presented in Appendix D (p. 145). They appear in the form of a frequency distribution which shows the most frequently occurring responses so that a pattern in the distribution of responses can be identified. There is a range of responses from 1 through 6 for each of the 4 groups on almost all of the items.

A one-way analysis of variance was applied to determine if statistically significant differences of perception existed among the four groups. Since the groups did not contain the same number of subjects, the assumption of equal variances was tested. Cochran's C tests indicated homogeneity among variances in each of the 25 cases (see Appendix D (p. 150)). A confidence level for the study was set at the

.05 level. With 3 and 355 degrees of freedom, an F value greater than 2.60 is an indication that significant differences of perception did exist between two or more of the four groups. Calculated F values were greater than the critical value in 23 of the 25 cases (see Appendix D, p. 150). There were no significant mean differences on item 20, subsections a and b, indicating agreement that, in order to develop a complete picture of teaching performance, data should be collected from a teacher's immediate superior and from a teacher's peers. Since significant mean differences appeared to exist among the four groups on all but two items, the Scheffé test was applied to determine exactly where those mean differences were. These data are summarized in Appendix D (p. 154).

In order to describe perceptions of respondents, group means were calculated for each of the 25 questionnaire items. The data were then analyzed by cluster. Group means were calculated for each of four clusters of items contained in the questionnaire. These clusters were as follows: (1) attitudes about the evaluation program; (2) attitudes about teachers; (3) attitudes about evaluators; and (4) attitudes about the evaluation process.

An analysis of means of group responses to each of the 25 survey items are displayed in Appendix D (p. 154). A scale score mean of 3.5 represented the midpoint on the

continuum which separated those who agreed from those who disagreed. Means for evaluators and Level II and III teachers (Groups I and II) were less than 3.5 indicating agreement, but means for groups III and IV representing Level I teachers and nonparticipants were greater than 3.5 indicating disagreement with items 1, 2, 3, 4, 7, 8, 9, 10, 11, 16, 18, 19, and 21.

Items 1 through 4 deal with the evaluation program. The program is able to identify outstanding teaching performance; it will be able to reward outstanding teaching performance; it will enhance instructional improvement; it focuses on performance rather than credentials.

Items 7 through 10 regard attitudes toward teachers. Instruction is the primary element on which the teacher is being evaluated; it is possible to assess differences in teacher performance using this evaluation procedure; the skills needed and manifested by outstanding teachers are not different in kind from those needed and manifested by less able teachers; most, if not all, teachers can improve performance using this evaluation system.

Item 11 deals with evaluators. Teacher evaluators of this program are able to evaluate the performance of their peers. Items 16, 18, 19, and 21 regard the evaluation process. A reliable picture of teaching behavior can be obtained after three observations; the process is able to

identify patterns of teaching behavior; a complete picture of teaching performance is being developed using the multiple data sources; the instruments assess the performance of competencies/skills that are important to effective teaching.

In item 6, all four group means were less than 3.5, but significant differences did exist. Group means ranged from a low of 2.01 for group II to a high of 3.31 for group IV, thus indicating that each group surveyed felt that the evaluators believe that each teacher wants to be a competent professional.

On item 13, again all four group means were less than 3.5, but significantly different. Group means ranged from 1.22 to 2.28, thus indicating a belief that evaluation is better conducted by a team of three rather than a single individual.

Two items yielded group means all greater than 3.5, even though differences in opinion among the groups were significant. On item 17, group means ranged from a low score of 3.84 for group I and a high score of 5.15 for group IV. Evaluators and teachers felt that under this evaluation system, differences in learners, schools, and school systems are not considered when assessing the effectiveness of teaching behavior. Group means ranged from 4.24 for group I and

5.20 for group III on item 22. No group surveyed felt that the evaluation process was understood by teachers.

Item 20 was a multiple response item; in subsection a group means ranged from 1.88 for group II to 2.13 for group I, and in subsection b means ranged from 2.19 for group I to 2.64 for group IV with no significant differences. These results indicate that all four groups felt that in order to develop a complete picture of teaching performance, data should be collected from a teacher's immediate superior and from a teacher's peers. Only group III's mean score of 3.8 exceeded 3.5 in subsection c, indicating that Level I teachers were the only group to oppose collecting data from a teacher's students. In subsection d, group means ranged from 2.65 for group II to 3.88 for group IV. Evaluators and Level II and III teachers agreed that data should be collected from materials presented by a teacher in his professional portfolio, but Level I teachers and nonparticipants did not.

Diverse opinions were registered on the remaining 5 items. On item 5, only the nonparticipants, group IV, with a group mean of 3.89 disagreed with the principle that the evaluation program is coupled with a strong professional development program (TIM). On item 12, only Level II and III teachers with a group mean of 2.74 agreed that Career Ladder teacher evaluators appear to have received adequate

training. The group mean of the evaluators was 3.65, and group means for Level I teachers and nonparticipants both exceeded 4. On item 14, the only group mean to exceed 3.5 was that of Level I teachers with a group mean of 3.53. The other three groups agreed that Career Ladder teacher evaluators appear to have a commitment to instructional improvement. On item 15, the three groups of teachers felt that the evaluation process discourages diversity in teaching behavior. Only the evaluators with a group mean of 2.73 agreed that it does not.

Group means for each of the four clusters of items contained in the questionnaire indicated that, in general, evaluators and Level II and III teachers were in agreement with the principles of the Career Teacher Evaluation System, but Level I teachers and nonparticipants were not. Group means of evaluators and Level II and III teachers were less than 3.5 for each of the four clusters, but group means of Level I teachers and nonparticipants were greater than 3.5 for each cluster. These group means were analyzed for significant difference using the chi-square statistic. Statistically significant differences of perception were discovered among the four groups of the study regarding each of the four clusters of questionnaire items. The crosstabulation of mean scores of items regarding attitudes about the evaluation program by group (items 1-5) yielded a chi-square

of 109.70; attitudes about teachers (items 6-10) by group yielded a chi-square of 118.41; attitudes about evaluators (items 11-14) by group yielded a chi-square of 93.12; and attitudes about the evaluation process (items 15-22) by group yielded a chi-square of 81.51. All the above chi-square values are significant at the .00 level. Perceptions of Groups I and II were different from Groups III and IV. These data are summarized in Table 7.

The chi-square statistic was next applied to data collected from Level II and III teachers, Level I teachers, and nonparticipants to determine if there were any differences of perception when data were classified according to age, highest degree earned, type of school in which employed, classification of school, and having had training in the Tennessee Instructional Model. Mean responses less than 3.5 were 43% (rounded to the nearest percent) of the teacher study sample and the remaining 57% were greater than 3.5, but the chi-square statistic failed to yield any significant differences of perception at the .05 level when data were classified according to age, highest degree earned, type of school, classification of school, and having had training in the Tennessee Instructional Model. The crosstabulation of age and mean score yielded a chi-square value of .58 (see Table 8). Highest degree earned by mean score yielded a chi-square value of 4.63 (see Table 9); type of school in

Table 7. Analysis by Cluster of Responses to Questionnaire Items Regarding the Career Teacher Evaluation System from Evaluators and Randomly Selected Tennessee Teachers During the 1984-85 School Year

Cluster Attitudes About:	Group Means			
	I	II	III	IV
The Program Chi-square = 109.70; p = .00	2.45	2.93	4.27	4.36
Teachers Chi-square = 118.41; p = .00	2.58	3.13	3.99	4.36
Evaluators Chi-square = 93.12; p = .00	2.18	2.39	3.59	3.56
The Process Chi-square = 81.51; p = .00	2.76	3.18	4.02	4.06

Group I = Evaluators

Group II = Level II & III Teachers

Group III = Level I Teachers

Group IV = Nonparticipants

Table 8. Overall Perceptions of the Career Ladder
by Age Classification of the Sampling of Tennessee
Teachers Selected for Evaluation During the
1984-85 School Year

	Mean Score	
	< 3.5	≥ 3.5
	Agree	Disagree
Age		
35 and under	26	35
36 through 50	78	99
51 and over	15	25
Total	119	159
Percent	42.8	57.2

Chi-square = .58; p = .75

Table 9. Overall Perceptions of the Career Ladder by
Degree Classification of the Sampling of Tennessee
Teachers Selected for Evaluation During
the 1984-85 School Year

	Mean Score	
	< 3.5	≥ 3.5
	Agree	Disagree
Degree		
Bachelors	30	57
Masters	61	74
Masters + 45 and higher	30	28
Total	121	159
Percent	43.2	56.8

Chi-square = 4.63; p = .10

which employed by mean score yielded a chi-square value of 3.35 (see Table 10); classification of school by mean score produced a chi-square value of 3.63 (see Table 11); and having had TIM training by mean score produced a corrected chi-square value of .00 and a raw chi-square value of .00. The correction was necessary with only one degree of freedom (see Table 12).

4. COMMENTS FROM RESPONDENTS

Nonparticipants were asked to explain briefly why they chose not to be evaluated for Career Level II or III during the 1984-85 school year. Of the 77 nonparticipants who responded, 32 (41.6%) gave a reason. Twenty-three of those reasons were categorized as professional and nine were categorized as personal. Professional reasons were generally found to pertain to the following two areas: (1) the time required to do the necessary paperwork (portfolio and other materials), and (2) displeasure over perceived program instability and vagueness. Concerning the time required to do the necessary paperwork, several teachers said that they did not wish to take time away from their teaching to prepare for the evaluation. One said, "I didn't have time to teach and be evaluated." Another "refused to waste valuable time with 'politically' motivated evaluators." Others mentioned additional responsibilities such as Southern Association of

Table 10. Overall Perceptions of the Career Ladder and
Type of School in Which Employed of the Sampling
of Tennessee Teachers Selected for Evaluation
During the 1984-85 School Year

	Mean Score	
	< 3.5	≥ 3.5
	Agree	Disagree
Type of School		
Elementary	46	68
Middle and Junior High	30	48
High School	45	43
Total	121	159
Percent	43.2	56.8

Chi-square = 3.35; p = .19

Table 11. Overall Perceptions of the Career Ladder and
 Classification of School in Which Employed of the
 Sampling of Tennessee Teachers Selected for
 Evaluation During the 1984-85 School Year

	Mean Score	
	< 3.5	≥ 3.5
	Agree	Disagree
Classification of School		
Urban	21	20
Suburban	56	66
Rural	41	72
Total	118	158
Percent	42.8	57.2

Chi-square = 3.63; p = .16

Table 12. Overall Perceptions of the Career Ladder and Training in the Tennessee Instructional Model of the Sampling of Tennessee Teachers Selected for Evaluation During the 1984-85 School Year

	Mean Score	
	< 3.5	≥ 3.5
	Agree	Disagree
Had TIM Training		
Yes	73	97
No	48	63
Total	121	160
Percent	43.1	56.9

Corrected chi-square = .00; p = 1.00

Raw chi-square = .00; p = .96

Colleges and Schools self-studies, TIM training, and multiple preparations.

In regard to program vagueness and instability, one teacher commented, "The whole program is a 'half-baked' concoction to get Alexander elected to higher office." Another said, "Too much is vague. The whole program is looking for teachers who can 'stage a show' on three occasions and fill up a book of 'so-called' competencies (portfolio)."

Another typical comment was, "Because the rules seemed to keep changing and like most of my fellow teachers were skeptical until you were told exactly what would be expected for the upper levels" [sic]. Two said that they "refused to put up with the hassle."

The personal reasons given were varied. Two teachers withdrew because they were planning to retire at the end of the school year. Four gave either personal or family illness as their reason for withdrawal. One was out of the country on a teacher exchange program. Another did not want to take the Career Ladder Test.

5. DISCUSSION

It seems clear that, based on the results of this study, there are significant differences of opinion regarding the Career Teacher Evaluation System among the four groups of persons most affected by the system. There

appears to be a relationship between success and a positive attitude toward the program. Likewise, there appears to be a relationship between a lack of success or participation and a negative attitude toward the program.

The Career Teacher Evaluation System is a comprehensive teacher evaluation system. It is dramatically different from the traditional types of evaluation procedures to which most Tennessee teachers were accustomed so that some confusion and misunderstanding by teachers was inevitable. Teacher involvement in the developmental stages of the program was limited, and program implementation was rapid, so that teachers did not have a sufficient amount of time to learn about the program and to feel comfortable with it. Research indicates that both factors are critical if any new program is to be successful.

Much of the dissatisfaction with the Career Ladder related to the complexity of the evaluation process. While no specific survey question dealt with that fact, it was implied in many of the reasons given for withdrawal by those who withdrew from the program before their evaluations were completed. Some teachers withdrew from the program because they thought that preparation for the evaluation was too time consuming and that program expectations were vague. Pervasive throughout the responses was the opinion that the evaluation process was not understood by teachers. Adding

to the confusion was the fact that major changes were effected during the evaluation process. It is important to note that additional changes have been effected since the first year of the program's implementation. For example, the rating of a series of 3 dialogues between the teacher and individual members of the evaluation team have replaced the rating of the teacher's professional portfolio.

The evaluation system must retain its ability to change in order to respond to the needs of those whom it affects and to incorporate improvements, but changes should not be made once the evaluation process has begun. The program should be constantly evaluated, but improvements should be made in the summers between evaluation periods.

The literature review supports the recommendation that the administration of the Career Teacher Evaluation System should be placed with each local school board so that local, unique conditions which impact school systems can be given greater attention when assessing teacher effectiveness. Care should be taken, however, to ensure that high, consistent standards are maintained statewide and to prevent cronyism and bias.

The State Department of Education should establish guidelines, provide technical assistance, and monitor each system, but teacher effectiveness should be assessed in light of local conditions and local needs. The team concept

involving peer evaluators should be retained, and low-inference data should be collected from multiple sources so that no single bit of information about a teacher's performance can prevent the teacher from reaching the desired Career Ladder status.

The findings of this study underscore the contentions of Handler and Carlson (1986) that teachers should be informed clearly, promptly, and in detail about the evaluation procedures and related policies; evaluation procedures should be simplified to reduce confusion, anxiety, and paperwork; prompt, consistent feedback for improvement should be provided; and ample time and resources should be invested in training evaluators.

To summarize, the data show that there are significant differences of opinion regarding the Career Teacher Evaluation System among the persons affected by it. Clearly, there is greater acceptance of and agreement with the fundamental beliefs and principles of the system among the people who were successful with it than among those who were not.

CHAPTER V

SUMMARY, CONCLUSIONS, IMPLICATIONS FOR IMPLEMENTATION,
AND SUGGESTIONS FOR FURTHER RESEARCH

1. INTRODUCTION

This chapter includes a summary of the study and a discussion of the conclusions which were drawn from the findings. Recommendations based on these conclusions are made and suggestions are given for further study of perceptions of Tennessee's Career Ladder Program and its impact on public school employees in Tennessee.

2. SUMMARY

The Problem

Career ladders and merit pay plans for teachers have long been a source of controversy, but Tennessee's Comprehensive Education Reform Act of 1984 called for such a plan in the Career Teacher Evaluation Program. Program developers contended that teachers would become more effective as they worked to get additional prestige as well as pay and, thereby, raise the level of education in the State's schools. The program's success or failure depends, to a great extent, on how it is perceived by the people most affected by it, the teacher evaluators and the teachers who offered themselves as candidates for Level II or III status.

Their perceptions are critical for those seeking to improve public education in this state by motivating teachers to do a more effective job in order to gain status and higher pay.

The Purpose of the Study

The purpose of the study was to provide information which could be used to help understand the perceptions of teacher evaluators and classroom teachers who offered themselves as candidates for Level II and III status during the 1984-85 school year in regard to the Career Teacher Evaluation System. An understanding of the perceptions of these evaluators and classroom teachers can and should be used by program developers to improve the evaluation system and make it more acceptable to teachers.

The study included:

1. A review of current literature to discover attitudes toward career ladders and/or merit pay plans for teachers, the need for teacher evaluation, and a description of the Career Teacher Evaluation System as it was implemented during the 1984-85 school year,
2. A survey of teacher evaluators and classroom teachers selected for evaluation regarding their perceptions of the Career Teacher Evaluation System,

3. An analysis of differences among teacher evaluators, Level II and III teachers, Level I teachers, and nonparticipants regarding their perceptions of the Career Teacher Evaluation System.

Procedures

In the initial stages of the study, a review of the literature was undertaken to provide background information and opinions. The fundamental beliefs and principles on which the Career Teacher Evaluation System was constructed provided the basis for the development of a questionnaire. Demographic categories were extracted from the literature. The questionnaire was designed to collect data regarding perceptions of the evaluation system.

Before the questionnaire was distributed, it was field-tested among classroom teachers in two public schools. Revisions were made, and the questionnaire was distributed to 101 teacher evaluators and a random sampling of 357 teachers selected for evaluation during the 1984-85 school year. There were 359 responses.

Treatment of the Data

The data were subjected to both descriptive and inferential statistics. Frequencies and percents were calculated for each of the demographic variables (age, highest degree attained, type of school, classification of school,

and having had TIM training). Group means were calculated for each questionnaire item and for four clusters of beliefs and principles. The clusters were as follows: (1) attitudes about the evaluation program; (2) attitudes about teachers; (3) attitudes about evaluators; and (4) attitudes about the evaluation process. Statistically significant differences of perception among the four study groups were determined through the application of the chi-square statistic.

One-way analysis of variance was applied to data collected from responses of the evaluator study sample and of the teacher study sample to each of the 25 survey items to determine if statistically significant differences of perception existed among the four groups. An F ratio was calculated for each item and a .05 level of significance was established. The Scheffé procedure was applied to determine exactly where the mean differences were.

The chi-square statistic was applied to data collected from Level II and III teachers, Level I teachers, and non-participants to determine if there were any differences of perception when data were classified according to age, highest degree earned, type of school in which employed, classification of school, and having had training in the Tennessee Instructional Model.

Findings

Little research about career ladders has been completed, but the review of current literature revealed that successful merit pay plans are characterized by the following: (1) sound research before starting, (2) a local plan to suit local, unique conditions, (3) teacher participation in each phase of the plan, and (4) constant program review, evaluation, and revision.

The findings from the analysis of the data collected from the study were used to answer the three research questions proposed by this study. The three questions with their appropriate findings follow.

Question 1. Are there differences in perception among evaluators, Level II and III teachers, Level I teachers, and nonparticipants regarding the fundamental beliefs and principles of the Career Teacher Evaluation System?

The results of the analysis of variance indicated that significant differences of perception did exist between two or more of the four groups on 23 of the 25 survey items.

The results of the study indicate that:

1. Evaluators and teachers alike felt that:
 - a. The evaluators believe that each teacher wants to be a competent professional (questionnaire item 6).

- b. Evaluation is better conducted by a team of three evaluators rather than a single individual (item 13).
 - c. In order to develop a complete picture of teaching performance, data should be collected from a teacher's immediate superior and from his peers (items 20a and b).
 - d. Under this evaluation system, differences in learners, schools, and school systems are not considered when assessing the effectiveness of teaching behavior (item 17).
 - e. The evaluation process is not understood by teachers (item 22).
- 2. Teachers felt that the evaluation process discourages diversity in teaching behavior (item 15).
 - 3. Level II and III teachers felt that Career Ladder teacher evaluators appear to have received adequate training, but evaluators, Level I teachers, and nonparticipants did not feel that evaluators had been adequately trained (item 12).
 - 4. Evaluators and Level II and III teachers agreed, but Level I teachers and nonparticipants disagreed on each of the following items:
 - a. The evaluation program is able to identify and reward outstanding teaching performance (items 1 and 2).

- b. The evaluation program will enhance instructional improvement (item 3).
- c. Instruction, not credentials, is the primary element on which the teacher is being evaluated (items 4 and 7).
- d. It is possible to assess differences in teacher performance using this evaluation procedure (item 8).
- e. The skills needed and manifested by outstanding teachers are not different from those needed and manifested by less able teachers (item 9).
- f. Most, if not all, teachers can improve performance using this evaluation system (item 10).
- g. Teacher evaluators of this program are able to evaluate the performance of their peers (item 11).
- h. A reliable picture of teaching behavior can be obtained after three observations (item 16).
- i. The evaluation process is able to identify patterns of teaching behavior (item 18).
- j. A complete picture of teaching performance is being developed using the multiple data sources of this program (item 19).
- k. The instruments assess the performance of competencies/skills that are important to effective teaching (item 21).

Question 2. Are there differences in perception among evaluators, Level II and III teachers, Level I teachers, and nonparticipants regarding the following clusters of beliefs and principles:

- a. Attitudes about the program?
- b. Attitudes about teachers?
- c. Attitudes about evaluators?
- d. Attitudes about the process?

Questionnaire items 1 through 5 collected data regarding attitudes about the program; items 6 through 10 regarding attitudes about teachers; items 11 through 14 regarding attitudes about evaluators; and items 15 through 22 regarding attitudes about the process. Evaluators and Level II and III teachers were in agreement with the principles of the Career Teacher Evaluation System, but Level I teachers and nonparticipants were not. Group means of evaluators and Level II and III teachers were less than the questionnaire scale midpoint of 3.5 for each of the four clusters, but group means of Level I teachers and nonparticipants were greater than 3.5 for each cluster. Significant differences of perception were revealed when the cluster means were analyzed by group and chi-squares were calculated.

Question 3. Are there any differences of perception when data are classified according to age, highest degree

earned, type of school in which employed, classification of school, and having had training in the Tennessee Instructional Model?

While a majority of teachers in the study sample disagreed with the principles of the Career Teacher Evaluation System, the chi-square statistic failed to yield any significant differences of perception when data were classified according to age, highest degree earned, type of school in which employed, classification of school, and having had TIM training.

Reasons given for withdrawing from the program were categorized as personal or professional. Personal reasons given were varied. Professional reasons were found to pertain generally to the following two areas: (1) the time required to do the necessary paperwork (portfolio and other materials), and (2) displeasure over perceived program instability and vagueness.

3. CONCLUSIONS

The findings of this study were the basis for the following conclusions:

1. The Career Ladder appears to have polarized the population investigated in this study. Generally, there is acceptance of and agreement with the fundamental beliefs and principles of the system among evaluators and Level II and

III teachers. The reverse is true, however, among Level I teachers and nonparticipants.

2. Evaluators were not trained adequately. Their perceived lack of competence may be a major influence in the acceptance of the program.

3. The assessment system does not meet local needs in light of unique local conditions as evidenced by its perceived failure to take into account differences in learners, schools, and school systems.

4. Little progress has been made in eliminating the problems inherent in merit pay systems. The findings of this study echoed some of the same concerns found by researchers in the San Diego City Schools study conducted in 1953.

5. A problem with communication exists. Teachers received conflicting information from various sources, and they questioned its creditibility. The lack of understanding of the evaluation process has resulted in confusion and anxiety among teachers.

5. IMPLICATIONS FOR IMPLEMENTATION

While as a result of the careful consideration of the recommendations made by Tennessee teachers, many changes have already been made in the Career Teacher Evaluation

System, the findings and conclusions of this study support the following recommendations:

1. Tennessee teachers lack an understanding of the Career Teacher Evaluation System; therefore, efforts should be made by the Tennessee State Department of Education in each of the following areas:
 - a. Clarify expectations and provide assistance in preparing those seeking upper levels of the Career Ladder. Let applicants know what is expected of them as they prepare for the evaluation.
 - b. Provide candidates with feedback in a systematic way throughout the evaluation process. Concrete suggestions for improvement and progress toward attainment of the desired Career Ladder status should be included in the formative stages of the evaluation.
 - c. Allow a given set of rules and procedures to work before changes are made. The program should be constantly evaluated, but improvements should be made in the summers between evaluation periods.
 - d. Do more training at upper administrative levels of local school systems in order to create an

awareness of program expectations among superintendents, supervisors, and principals so that they can assist their teachers in preparing for upper-level Career Ladder Evaluations.

2. State Department personnel should increase training and retraining of evaluators in order to increase their feelings of competence.
3. The findings from the literature and from this study support a recommendation that the administration of the Career Teacher Evaluation should be placed with each local school board to ensure that local, unique conditions are considered and local needs are met. The State Department of Education, however, should establish guidelines, provide technical assistance, and monitor each system.

6. SUGGESTIONS FOR FURTHER STUDY

This study has contributed to the body of knowledge regarding the Career Teacher Evaluation System in Tennessee. There remain, however, other questions which need to be addressed in order to increase the base of knowledge in this area and gain further insights into the impact of the Career Ladder on public school employees in Tennessee.

One suggestion for further research would be to conduct a follow-up study at a later point using the same

populations and the same survey instrument. As changes in the program are implemented and as teachers learn more about the process, will their attitudes toward the program modify or intensify? It would be interesting to compare first-year perceptions with later perceptions among the same subjects.

The teacher population for this study was delimited to those teachers who applied for evaluation for Level II or III status. A teacher's application for upper-level status may have been an implied philosophical agreement with the concept of merit pay; therefore, another study should be conducted which includes a random sampling of all eligible classroom teachers. It would be interesting to compare perceptions of those who applied for upper-level status with those who did not.

Since an objective of the Career Ladder Program is to retain the state's best teachers, another follow-up study should be conducted in the future to determine how many Level II and III teachers have remained in the classroom and if the attrition rate among Level II and III teachers differs significantly from that of the general teaching population. It would also be worthwhile to determine if upper level teachers have remained in the same positions, if they have taken positions with higher paying systems, or if they have gone into administration.

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APPENDIXES

APPENDIX A

COMPETENCIES AND INDICATORS

Data Sources for
COMPETENCIES AND INDICATORS

	Classroom Observation	Portfolio	Principal Questionnaire	Peer Questionnaire	Student Questionnaire	Written Test
I. <u>Prepares for instruction effectively.</u>						X
A. Establishes appropriate instructional goals and related objectives consistent with the curriculum.		X	X			
B. Prepares instructional plans and materials incorporating principles of effective instruction.	X	X	X			
C. Creates, selects or modifies instructional plans and materials to accommodate learner instructional levels.	X	X	X			
II. <u>Uses teaching strategies and procedures appropriate to the content, objectives, and learners.</u>						X
A. Provides a clear description of the learning task and its content.	X	X	X		X	
B. Monitors learner understanding and reteaches as necessary.	X	X	X		X	
C. Provides learners appropriate practice and review.	X	X	X		X	
D. Establishes and maintains learner involvement in the learning task.	X	X	X		X	
III. <u>Uses evaluation to improve instruction.</u>						X
A. Uses information about learner performance to improve the instructional process.		X	X			
B. Reports learner status and progress to learners and their parents.	X	X			X	
IV. <u>Manages classroom activities effectively.</u>						X
A. Establishes and maintains appropriate learner behavior.	X	X	X		X	
B. Establishes and maintains a classroom climate conducive to learning.	X	X	X		X	
C. Makes effective use of classroom resources (e.g. personnel, time, materials, facilities)	X		X		X	
V. <u>Establishes and maintains a professional leadership role.</u>						
A. Improves professional skills and knowledge.		X	X			
B. Takes a leadership role in improving education.		X	X	X		
C. (Screening only) Performs professional responsibilities efficiently.			X	X		
VI. <u>(Screening only) Communicates effectively.</u>						
A. Writes clearly and correctly.	X				X	X
B. Communicates oral information effectively.	X				X	
C. Reads professionally relevant literature/materials with comprehension.		X	X			X

APPENDIX B

QUESTIONNAIRE

The purpose of this questionnaire is to give you an opportunity to express your opinion about the Career Ladder Evaluation System during the first year of its implementation. There are no right or wrong answers, so do not hesitate to mark the statements frankly. Your answers will be held in strictest confidence. Your name is not required.

Please fill in the following information:

Age: 35 and under, 36-50, 51 and over

Highest Degree Earned:

1. Bachelor's Degree 4. Specialist
2. Master's Degree 5. Doctorate
3. Master's plus 45 6. Other, Specify

Presently Serving Which Type of School?

1. _____ Elementary 3. _____ Junior High
2. _____ Middle 4. _____ High School

How would you classify your school?

1. Urban 2. Suburban 3. Rural

Have you had training in the Tennessee Instructional Model (TIM)? YES NO

Were you evaluated during the 1984-85 school year for Career Level II or III status?

 YES NO

If no, please explain briefly why not.

Use the following rating scale, please indicate your response to each of the following statements by circling the number which best expresses your opinion. Treat the horizontal line as a continuum from the extreme at one end to the extreme at the other.

Strongly Agree	1	2	3	4	5	6	Strongly Disagree
----------------	---	---	---	---	---	---	-------------------

All the following statements pertain to the Tennessee Career Ladder Evaluation System for advancement to Career Level II and III status only.

SA SD

- | | | |
|----|---|--------------------|
| 1. | The evaluation program is able to identify outstanding teaching performance. | <u>1 2 3 4 5 6</u> |
| 2. | The evaluation program will be able to reward outstanding teaching performance. | <u>1 2 3 4 5 6</u> |
| 3. | The evaluation program will enhance instructional improvement. | <u>1 2 3 4 5 6</u> |
| 4. | The evaluation program focuses on performance rather than credentials. | <u>1 2 3 4 5 6</u> |
| 5. | The evaluation program is coupled with a strong professional development program (TIM). | <u>1 2 3 4 5 6</u> |

	<u>SA</u>	<u>SD</u>
6. The evaluators believe that each teacher wants to be a competent professional.	<u>1 2 3 4 5 6</u>	
7. Instruction is the primary element on which the teacher is being evaluated.	<u>1 2 3 4 5 6</u>	
8. It is possible to assess differences in teacher performance using this evaluation procedure.	<u>1 2 3 4 5 6</u>	
9. The skills needed and manifested by outstanding teachers are different in kind from those needed and manifested by less able teachers.	<u>1 2 3 4 5 6</u>	
10. Most, if not all, teachers can improve performance using this evaluation system.	<u>1 2 3 4 5 6</u>	
11. Teacher evaluators of this program are able to evaluate the performance of their peers.	<u>1 2 3 4 5 6</u>	
12. Career Ladder Teacher evaluators appear to have received adequate training.	<u>1 2 3 4 5 6</u>	
13. Evaluation is better conducted by a team of three evaluators rather than a single individual.	<u>1 2 3 4 5 6</u>	
14. Career Ladder Teacher evaluators appear to have a commitment to instructional improvement.	<u>1 2 3 4 5 6</u>	
15. The evaluation process discourages diversity in teaching behaviors.	<u>1 2 3 4 5 6</u>	
16. A reliable picture of teaching behavior can be obtained after three observations.	<u>1 2 3 4 5 6</u>	
17. Under this evaluation system, differences in learners, schools and school systems are considered when assessing the effectiveness of teaching behavior.	<u>1 2 3 4 5 6</u>	
18. The evaluation process is able to identify patterns of teaching behavior.	<u>1 2 3 4 5 6</u>	
19. A complete picture of teaching performance is being developed using the multiple data sources of this program.	<u>1 2 3 4 5 6</u>	
20. In order to develop a complete picture of teaching performance, data should be collected from:		
a. A teacher's immediate superior.	<u>1 2 3 4 5 6</u>	
b. A teacher's peers.	<u>1 2 3 4 5 6</u>	
c. A teacher's students	<u>1 2 3 4 5 6</u>	
d. Materials presented by a teacher in his/her professional portfolio.	<u>1 2 3 4 5 6</u>	
21. The instruments assess the performance of competencies/skills that are important to effective teaching.	<u>1 2 3 4 5 6</u>	
22. The evaluation process is understood by teachers.	<u>1 2 3 4 5 6</u>	

APPENDIX C

LETTERS TO RESPONDENTS

Dear Colleague,

As a part of my doctoral research at the University of Tennessee, Knoxville, I am conducting a state-wide survey of teachers' perceptions regarding Tennessee's Career Teacher Evaluation System. I would appreciate your time in completing the enclosed questionnaire and returning it in the attached self-addressed envelope within five days, if possible. Your response is your implied consent to participate in the study. Your participation is voluntary, but your opinion is important to the study. The survey will take approximately ten minutes to complete.

The questionnaire has been coded for computer implementation and for the identification of non-respondents for follow-up contact. You can be assured that confidentiality will be maintained as the data will be aggregated so that the identification of any individual respondent will be impossible.

Thank you for your cooperation.

Sincerely,

A handwritten signature in cursive script that reads "Barbara P. Randall". The signature is fluid and elegant, with the first letters of the first and last names being capitalized and prominent.

Barbara P. Randall

Dear Colleague,

HELP! you received a questionnaire on your perceptions of the Career Ladder Evaluation System a few weeks ago. My records indicate you have not yet responded.

I really need your opinion to make the study truly reflective of Tennessee teachers. Please take a few minutes of your time to respond and return the questionnaire.

THANK YOU FOR YOUR TIME.

Barbara P. Randall
UTK Graduate Center
University of Tennessee
at Chattanooga

November 7, 1985

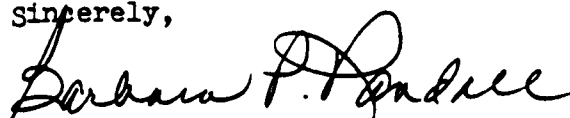
Dear Colleague,

I am again asking for your help. A questionnaire on the Career Ladder Teacher Evaluation System was mailed to you approximately one month ago. My records indicate that you have not responded.

In the event that the first questionnaire failed to reach you or was misplaced, won't you please take a few minutes to complete the enclosed questionnaire and return it in the self-addressed envelope. Your opinions are truly needed in making this study reflective of the perceptions of teachers at Career Ladder Level I, Level II and Level III.

Once again, I thank you for your time.

Sincerely,

A handwritten signature in cursive script, reading "Barbara P. Randall". The signature is written in dark ink and is positioned above the printed name.

Barbara P. Randall

APPENDIX D

STATISTICAL DATA

T test Results on Data from Nonparticipants of the 1984-85
Career Ladder Study Sample who Responded by Questionnaire
and Nonparticipants Contacted by Telephone

Group 1 = Nonparticipants of this study sample.

Group 2 = Nonparticipants contacted by telephone.

Questionnaire Item	Mean	<u>t</u> value	<u>df</u>	2-tail prob.
Item 1				
Group 1	4.8571	-.58	95	.565
Group 2	5.0500			
Item 3				
Group 1	4.5325	.74	95	.462
Group 2	4.2500			
Item 10				
Group 1	3.8919	.12	92	.905
Group 2	3.8500			
Item 11				
Group 1	4.3836	1.07	91	.287
Group 2	4.0000			
Item 20. b.				
Group 1	2.6447	1.29	94	.200
Group 2	2.2000			
Item 20. c.				
Group 1	3.2763	.31	94	.758
Group 2	3.1500			
Item 20. d.				
Group 1	3.8800	1.08	93	.281
Group 2	3.4500			
Item 21				
Group 1	4.0137	-.53	91	.597
Group 2	4.2000			
Item 22				
Group 1	5.0789	1.19	94	.238
Group 2	4.7000			

(Note: No pairs of means were significantly different at the .05 level.)

Frequency Distributions of Questionnaire Item Responses
of Evaluators and the Random Sampling of Teachers
from the 1984-85 Tennessee Career Ladder Study

Item	Group				
		I	II	III	IV
1. The evaluation program is able to identify outstanding teaching performance.	1.	18	6	0	3
	2.	23	28	6	1
	3.	21	34	14	9
	4.	9	9	17	11
	5.	5	8	26	20
	6.	2	6	50	33
2. The evaluation program will be able to reward outstanding teaching performance.	1.	22	9	2	5
	2.	21	30	5	2
	3.	18	24	17	6
	4.	12	8	17	10
	5.	3	8	21	18
	6.	2	8	50	35
	missing		1	1	1
3. The evaluation program will enhance instructional improvement.	1.	27	10	2	3
	2.	19	24	14	6
	3.	21	25	22	8
	4.	6	17	15	17
	5.	5	10	14	16
	6.	0	5	46	27
4. The evaluation program focuses on performance rather than credentials.	1.	29	15	5	8
	2.	22	29	19	15
	3.	18	26	30	11
	4.	4	11	21	14
	5.	2	8	10	12
	6.	3	1	26	15
	missing		1	2	2
5. The evaluation program is coupled with a strong professional development program (TIM).	1.	15	15	16	4
	2.	21	27	21	7
	3.	20	22	24	22
	4.	14	14	19	13
	5.	5	5	17	12
	6.	3	3	2	14
	missing				5

6. The evaluators believe that each teacher wants to be a competent professional.	1.	30	29	19	7
	2.	25	39	30	14
	3.	15	16	23	22
	4.	4	3	23	14
	5.	2	0	7	9
	6.	2	2	8	6
	missing		2	3	5
7. Instruction is the primary element on which the teacher is being evaluated.	1.	9	10	3	3
	2.	31	21	6	12
	3.	23	23	13	9
	4.	6	16	13	11
	5.	3	5	53	29
	missing				2
8. It is possible to assess differences in teacher performance using this evaluation procedure.	1.	19	7	2	1
	2.	29	24	7	4
	3.	16	31	15	12
	4.	9	15	27	13
	5.	1	10	25	15
	6.	4	4	36	28
	missing			1	4
9. The skills needed and manifested by outstanding teachers are different in kind from those needed and manifested by less able teachers.	6.	12	11	22	23
	5.	11	19	13	9
	4.	11	13	7	12
	3.	14	16	15	7
	2.	18	17	24	15
	1.	12	11	23	4
	missing		4	7	7
10. Most, if not all, teachers can improve performance using this evaluation system.	1.	31	11	9	3
	2.	30	27	13	7
	3.	8	26	27	24
	4.	4	20	16	13
	5.	4	3	25	15
	6.	1	4	22	12
	missing			1	3
11. Teacher evaluators of this program are able to evaluate the performance of their peers.	1.	22	12	1	1
	2.	34	23	13	7
	3.	13	34	23	13
	4.	5	16	17	14
	5.	1	5	23	18
	6.	1	1	35	20
	missing	2		1	4

12.	Career Ladder Teacher Evaluators appear to have received adequate training.	1.	3	13	7	1
		2.	13	33	16	7
		3.	26	26	20	17
		4.	11	8	10	12
		5.	16	6	27	13
		6.	9	5	33	20
		missing		1		2
13.	Evaluation is better conducted by a team of three evaluators rather than a single individual.	1.	67	59	41	31
		2.	8	22	35	18
		3.	2	3	16	16
		4.	0	1	11	3
		5.	0	3	5	4
		6.	1	2	5	3
		missing		1		2
14.	Career Ladder Teacher evaluators appear to have a commitment to instructional improvement.	1.	40	21	12	4
		2.	29	33	20	15
		3.	2	24	23	22
		4.	4	8	26	14
		5.	3	2	16	8
		6.	0	3	15	7
		missing			1	7
15.	The evaluation process discourages diversity in teaching behaviors.	6.	21	10	9	5
		5.	21	14	8	5
		4.	12	11	14	6
		3.	10	12	15	6
		2.	10	26	18	18
		1.	4	18	48	24
		missing				3
16.	A reliable picture of teaching behavior can be obtained after three observations.	1.	5	3	5	0
		2.	22	23	7	6
		3.	29	24	10	5
		4.	8	21	10	9
		5.	5	12	25	17
		6.	9	8	55	39
		missing			1	1
17.	Under this evaluation system, differences in learners, schools and school systems are considered when assessing the effectiveness of teaching behavior.	1.	4	2	1	0
		2.	13	6	3	4
		3.	18	13	13	3
		4.	14	25	18	9
		5.	12	22	16	19
		6.	16	20	60	38
		missing	1	3	2	4

18. The evaluation process is able to identify patterns of teaching behavior.	1.	25	7	1	1
	2.	35	35	10	6
	3.	14	32	34	21
	4.	4	9	22	18
	5.	0	6	23	15
	6.	0	2	22	14
	missing			1	2
19. A complete picture of teaching performance is being developed using the multiple data sources of this program.	1.	12	1	1	0
	2.	25	27	5	3
	3.	22	29	22	13
	4.	15	17	20	17
	5.	3	10	23	14
	6.	1	5	40	27
	missing		2	2	3
20. In order to develop a complete picture of teaching performance, data should be collected from:					
	a. A teacher's immediate superior.				
	1.	39	47	54	32
	2.	15	21	28	24
	3.	11	16	15	11
	4.	6	4	6	3
	5.	2	0	2	4
	6.	5	3	6	2
	missing			2	1
b. A teacher's peers.	1.	32	25	36	18
	2.	21	26	28	23
	3.	12	20	25	18
	4.	5	8	12	6
	5.	3	10	2	7
	6.	4	2	9	4
	missing	1		1	1
c. A teacher's students.	1.	34	22	11	9
	2.	17	21	22	21
	3.	7	17	17	21
	4.	10	12	20	4
	5.	4	9	7	7
	6.	6	10	33	14
	missing			3	1

d. Materials presented by a teacher in his/her professional portfolio.	1.	23	21	14	0
	2.	16	21	26	4
	3.	14	24	18	18
	4.	10	17	17	15
	5.	9	3	17	14
	6.	6	3	20	15
	missing		2	1	2
21. The instruments assess the performance of competencies/ skills that are important to effective teaching.	1.	20	9	3	1
	2.	30	27	13	9
	3.	20	33	31	18
	4.	3	16	16	17
	5.	4	4	23	16
	6.	1	2	24	12
	missing			3	4
22. The evaluation process is understood by teachers.	1.	0	4	4	2
	2.	6	5	4	3
	3.	19	18	6	5
	4.	18	17	5	11
	5.	20	21	26	11
	6.	15	26	68	44
	missing				1

Analysis of Variance Summaries from the 1984-85
Tennessee Career Ladder Study

Source	df	MS	F Ratio	F Prob.
Item 1.				
Between Ss	3	129.256	78.436*	.0000
Within Ss	355	1.648		
Cochrans C = .2687				
Item 2.				
Between Ss	3	126.174	65.124*	.0000
Within Ss	352	1.937		
Cochrans C = .2826				
Item 3.				
Between Ss	3	102.795	51.420*	.0000
Within Ss	355	1.999		
Cochrans C = .3100				
Item 4.				
Between Ss	3	54.065	26.038*	.0000
Within Ss	350	2.076		
Cochrans C = .3386				
Item 5.				
Between Ss	3	22.566	10.408*	.0000
Within Ss	345	2.168		
Cochrans C = .3155				
Item 6.				
Between Ss	3	33.131	20.152*	.0000
Within Ss	345	1.644		
Cochrans C = .3224				

Item 7.

Between Ss	3	89.279	43.925*	.0000
Within Ss	353	2.033		

Cochrans C = .3316

Item 8.

Between Ss	3	101.878	59.488*	.0000
Within Ss	350	1.713		

Cochrans C = .2682

Item 9.

Between Ss	3	9.779	3.232*	.0226
Within Ss	337	3.026		

Cochrans C = .2953

Item 10.

Between Ss	3	69.902	37.305*	.0000
Within Ss	351	1.874		

Cochrans C = .3355

Item 11.

Between Ss	3	110.989	68.868*	.0000
Within Ss	348	1.612		

Cochrans C = .3317

Item 12.

Between Ss	3	44.411	20.672*	.0000
Within Ss	348	2.148		

Cochrans C = .3214

Item 13.

Between Ss	3	22.557	15.754*	.0000
Within Ss	352	1.432		

Cochrans C = .3492

Item 14.

Between Ss	3	62.523	36.279*	.0000
Within Ss	347	1.723		

Cochrans C = .3533

Item 15.

Between Ss	3	65.326	24.605*	.0000
Within Ss	351	2.655		

Cochrans C = .2685

Item 16.

Between Ss	3	78.555	41.087*	.0000
Within Ss	353	1.912		

Cochrans C = .2939

Item 17.

Between Ss	3	30.535	17.781*	.0000
Within Ss	345	1.717		

Cochrans C = .3426

Item 18.

Between Ss	3	94.442	69.111*	.0000
Within Ss	352	1.367		

Cochrans C = .3258

Item 19.

Between Ss	3	83.793	54.511*	.0000
Within Ss	348	1.537		

Cochrans C = .2879

Item 20. a.

Between Ss	3	.961	.541	.6548
Within Ss	352	1.778		

Cochrans C = .3109

Item 20. b.

Between Ss	3	2.876	1.398	.2432
Within Ss	352	2.057		

Cochrans C = .2684

Item 20. c.

Between Ss	3	33.345	11.738*	.0000
Within Ss	351	2.841		

Cochrans C = .2760

Item 20. d.

Between Ss	3	28.284	11.500*	.0000
Within Ss	350	2.459		

Cochrans C = .2932

Item 21.

Between Ss	3	66.121	40.792*	.0000
Within Ss	348	1.621		

Cochrans C = .3300

Item 22.

Between Ss	3	21.706	12.173*	.0000
Within Ss	354	1.783		

Cochrans C = .2922

*Significant at the .05 level.

Results of the Scheffé Procedure from the 1984-85
Tennessee Career Ladder Study

Group I = Evaluators

Group II = Level II and III teachers

Group III = Level I teachers

Group IV = Nonparticipants

(*) Denotes pairs of groups significantly different at the .05 level.

1. The evaluation program is able to identify outstanding teaching performance.

Mean	Group	I	II	IV	III
2.5641	I				
3.0330	II				
4.8571	IV	*	*		
4.8850	III	*	*		

2. The evaluation program will be able to reward outstanding teaching performance.

Mean	Group	I	II	III	IV
2.4744	I				
3.0333	II				
4.7855	III	*	*		
4.8289	IV	*	*		

3. The evaluation program will enhance instructional improvement.

Mean	Group	I	II	III	IV
2.2692	I				
3.0879	II	*			
4.4425	III	*	*		
4.5325	IV	*	*		

4. The evaluation program focuses on performance rather than credentials.

Mean	Group	I	II	IV	III
2.1923	I				
2.6778	II				
3.6933	IV	*	*		
3.8108	III	*	*		

5. The evaluation program is coupled with a strong professional development program (TIM).

Mean	Group	I	II	III	IV
2.7692	I				
2.7955	II				
3.4054	III	*	*		
3.8889	IV	*	*		

6. The evaluators believe that each teacher wants to be competent professional.

Mean	Group	II	I	III	IV
2.0112	II				
2.0897	I				
2.9364	III	*	*		
3.3056	IV	*	*		

7. Instruction is the primary element on which the teacher is being evaluated.

Mean	Group	I	II	IV	III
2.7179	I				
3.2418	II				
4.3600	IV	*	*		
4.8584	III	*	*		

8. It is possible to assess differences in teacher performance using this evaluation procedure.

Mean	Group	I	II	III	IV
2.4359	I				
3.0989	II	*			
4.5536	III	*	*		
4.6575	IV	*	*		

9. The skills needed and manifested by outstanding teachers are different in kind from those needed and manifested by less able teachers.

Mean	Group	IV	II	I	III
2.9143	IV				
3.4828	II				
3.6538	I				
3.6887	III	*			

10. Most, if not all, teachers can improve performance using this evaluation system.

Mean	Group	I	II	IV	III
2.0128	I				
2.8791	II	*			
3.8919	IV	*	*		
3.9018	III	*	*		

11. Teacher evaluators of this program are able to evaluate the performance of their peers.

Mean	Group	I	II	III	IV
2.1053	I				
2.8022	II	*			
4.3661	III	*	*		
4.3836	IV	*	*		

12. Career Ladder Teacher evaluators appear to have received adequate training.

Mean	Group	II	I	III	IV
2.7363	II				
3.6538	I	*			
4.1770	III	*			
4.2714	IV	*			

13. Evaluation is better conducted by a team of three evaluators rather than a single individual.

Mean	Group	I	II	IV	III
1.2179	I				
1.5889	II				
2.2000	IV	*	*		
2.2832	III	*	*		

14. Career Ladder Teacher evaluators appear to have a commitment to instructional improvement.

Mean	Group	I	II	IV	III
1.7308	I				
2.4066	II	*			
3.4000	IV	*	*		
3.5268	III	*	*		

15. The evaluation process discourages diversity in teaching behavior.

Mean	Group	I	II	III	IV
2.7308	I				
3.9231	II	*			
4.5089	III	*	*		
4.7432	IV	*	*		

16. A reliable picture of teaching behavior can be obtained after three observations.

Mean	Group	I	II	III	IV
3.1667	I				
3.4396	II				
4.8571	III	*	*		
5.0263	IV	*	*		

17. Under this evaluation system, differences in learners, schools and school systems are considered when assessing the effectiveness of teaching behavior.

Mean	Group	I	II	III	IV
3.8442	I				
4.3523	II				
5.0270	III	*	*		
5.1507	IV	*	*		

18. The evaluation process is able to identify patterns of teaching behavior.

Mean	Group	I	II	III	IV
1.9615	I				
2.7582	II	*			
4.0893	III	*	*		
4.0933	IV	*	*		

19. A complete picture of teaching performance is being developed using the multiple data sources of this program.

Mean	Group	I	II	III	IV
2.6795	I				
3.2584	II	*			
4.6126	III	*	*		
4.6622	IV	*	*		

20. In order to develop a complete picture of teaching performance, data should be collected from:

- a. A teacher's immediate superior.

Mean	Group
1.8791	II
2.0270	III
2.0658	IV
2.1282	I

No two groups are significantly different at the .05 level.

- b. A teacher's peers.

Mean	Group
2.1948	I
2.4911	III
2.5385	II
2.6447	IV

No two groups are significantly different at the .05 level.

- c. A teacher's students.

Mean	Group	I	II	IV	III
2.3718	I				
2.9451	II				
3.2763	IV	*			
3.8091	III	*	*		

- d. Materials presented by a teacher in his/her professional portfolio.

Mean	Group	II	I	III	IV
2.6517	II				
2.7949	I				
3.5089	III	*	*		
3.8800	IV	*	*		

21. The instruments assess the performance of competence/ skills that are important to effective teaching.

Mean	Group	I	II	IV	III
2.2821	I				
2.8352	II	*			
4.0137	IV	*	*		
4.0455	III	*	*		

22. The evaluation process is understood by teachers.

Mean	Group	I	II	IV	III
4.2436	I				
4.3626	II				
5.0789	IV	*	*		
5.2035	III	*	*		

VITA

Barbara Parker Randall was born May 22, 1938, in Newton County, Georgia. She attended public schools and was graduated from Newton County High School in 1956. She received a Bachelor of Science degree in secondary social studies education from the University of Georgia in 1962. In 1974, she received a Master of Education degree in secondary social studies from the University of Tennessee at Chattanooga.

Upon moving to Chattanooga in 1967, she accepted a position with the Hamilton County School System as a social studies teacher at Birchwood High School. She served there a short time before taking a position at Hixson Junior High School where she has since served as a math and social studies teacher. Since August 1984 she has been on a special assignment leave of absence working with the State Department of Education. She was a teacher evaluator for the Career Ladder during the 1984-85 school year. She served in the Accelerated Career Development Program during 1985-86 and has been reappointed to that program for the 1986-87 school year.

She is a member of Phi Kappa Phi Honor Society.

She is married to Hoke S. Randall, Jr., a Chattanooga businessman. They have two children, Hoke III (Chip) and Lauriann.