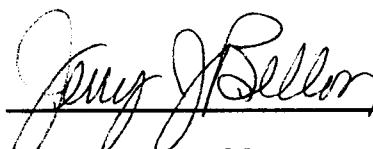


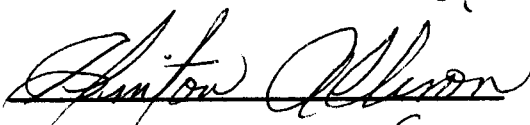
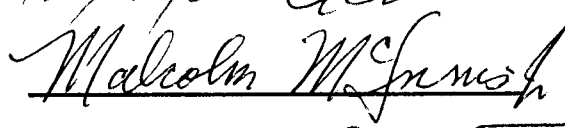
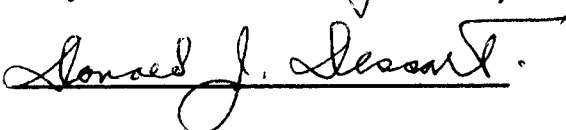
To the Graduate Council:

I am submitting herewith a dissertation written by Kenneth J. Henry entitled "In Search of Master Teacher: An Inquiry Into Practitioner Perceptions of Career Ladder Evaluations in Tennessee." 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 Curriculum and Instruction.



Jerry J. Bellon, Major Professor

We have read this dissertation
and recommend its acceptance:

Accepted for the Council:



Vice Provost
and Dean of the Graduate School

IN SEARCH OF MASTER TEACHER: AN INQUIRY INTO PRACTITIONER
PERCEPTIONS OF CAREER LADDER EVALUATIONS IN TENNESSEE

A Dissertation
Presented for the
Doctor of Education
Degree
The University of Tennessee, Knoxville

Kenneth James Henry

June 1988

ACKNOWLEDGEMENTS

The author wishes to express his appreciation to the members of his doctoral committee: Dr. Jerry J. Bellon, Chairman, Dr. Malcom McInnis, Dr. Donald Dessart, and Dr. Clinton B. Allison, for their patience and guidance, assistance, and encouragement. Dr. Bellon's direction of the long and arduous process of writing this dissertation has been most helpful. The friendship of this group of scholars is invaluable.

A special thanks is reserved for my wife Teresa and our daughter Rachel. The long nights spent working on this project often left them without a husband and father. Their understanding and support during the completion of my studies could never be fully repaid.

ABSTRACT

This study had a threefold purpose. First, the study sought to establish the current status of performance-based pay in the United States. The second purpose of the study was to develop a baseline of current evaluation practices against which to compare the evaluation program for the Tennessee Career Ladder. Finally, the study sought to determine the beliefs of Tennessee teachers and principals pertaining to the evaluation program for the Career Ladder and to possible solutions for perceived problems.

The sample for this study consisted of thirty-six teachers and twelve principals in twelve Tennessee schools. Teachers and principals in four distinct types of schools were included in the sample: rural schools, rural/suburban schools, urban/suburban schools, and urban schools. In each setting teachers and the building principal were interviewed in an elementary, a middle, and a high school. In each school a Level I, II, and III teacher were interviewed.

A qualitative design was used in the study in which a semi-structured interview schedule was developed to generate the data. The interview schedule allowed teachers and principals to express their beliefs regarding the current problems with the evaluation program for the Career Ladder and to express possible remedies for these problems.

Responses to the interview questions were treated by

the employment of content analysis. A set of coding categories were developed for each question and then clustered as themes emerged in the data. Further analysis of the data consisted of cross checks against type of certificate and professional teaching assignment.

The findings related to this research are as follows:

1. Sixty-one programs of performance-based pay are in operation in this country. Of these, fifty-four are merit pay programs. Six career ladder plans are in full operation in the United States. Merit pay programs are, with two exceptions, totally funded and operated locally. Career Ladders, on the other hand, are funded and operated by states with the exception of Virginia and Maryland. These two states provide funding for locally developed performance-based pay programs of the districts choosing.

2. Eight generally accepted principles of effective evaluation programs were found in the literature. These include: (1) leadership--both centrally and in depth; (2) clear concise criteria teachers have helped develop and have confidence in; (3) sources of data teachers have confidence will be indicative of the criteria; (4) evaluators teachers trust and who model the desired behaviors from teachers; (5) uses of the data which serve to help teachers improve; (6) a clear link between evaluation and staff development; (7) a high degree of teacher involvement in the entire process; and (8) timely, accurate feedback.

3. The Tennessee Career Ladder evaluation program was found to be lacking in terms of each of the eight principles of effective evaluation programs.

4. No consensus of opinion exists among teachers and principals as to the purposes for the Career Ladder evaluation program. Local evaluations for the Career Ladder were viewed as fair and equitable by the respondents. Influences of the state evaluation program on local evaluation were seen positively by the respondents in the study. State evaluations, even though they employ the same process as local evaluations, were perceived highly negatively by the respondents. Effects of the process on instruction were seen by respondents as having a positive effect on themselves, but a negative effect on other teachers. The affective effects of the process were seen to be highly negative.

Most teachers would choose a local evaluator to perform their Career Ladder evaluations if they were given the choice. Teachers and principals also predicted that other teachers would choose a local evaluator for these evaluations.

Teachers perceive a need for information which will help them to improve their performance. They have a strong desire for evaluation feedback to facilitate this improvement. Teachers also desire planned professional

growth complete with support and follow-up from their evaluation data.

Demographic variances in the responses of participants did not result in any significant deviation from the response pattern of the entire sample.

TABLE OF CONTENTS

CHAPTER	PAGE
I. INTRODUCTION	1
A. Introduction	1
B. Statement of the Problem	3
C. Purpose of the Study	4
D. Importance of the Study	6
E. Methods and Procedures	8
F. Scope and Limitations	10
G. Major Assumptions	11
H. Definition of Terms	12
II. REVIEW OF THE RELEATED LITERATURE	13
A. Introduction	13
B. Historical Antecedents to Career Ladders	15
C. Merit Pay: Current Status	24
D. Career Ladders: Current Status	41
E. Instructional Evaluation: Current Practices	48
F. Tennessee Career Ladder Evaluation	61
III. DESIGN AND PROCEDURE OF THE STUDY	67
A. Introduction	67
B. Study Design	68
C. Instrument Development	70
D. Pilot Testing	74
E. Sample	75
F. Data Analysis	77

CHAPTER	PAGE
IV. PRESENTATION OF DATA	79
A. Introduction	79
B. Section One: Purposes	80
C. Section Two: Local Evaluation	90
D. Section Three: State Evaluations	100
E. Section Four: Local Evaluations	107
F. Section Five: State Evaluators	112
G. Section Six: Locus of Control	116
H. Section Seven: Feedback	122
I. Section Eight: Other	128
V. SUMMARY, FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS	132
A. Introduction	132
B. Findings	136
C. Conclusions	149
D. Recommendations	150
BIBLIOGRAPHY	154
APPENDIXES	165
APPENDIX A. SAMPLE CODING AND TALLY SHEETS	166
APPENDIX B. ITERATIONS OF THE INTERVIEW SCHEDULE	170
APPENDIX C. COMPLETE CODING SHEETS	179
APPENDIX D. DEMOGRAPHIC BREAKDOWN OF RESPONSES	225
VITA	250

TABLE	LIST OF TABLES	PAGE
1.	Participants in the Study	76
2.	Responses to Question 1 - Section 1	84
3.	Responses to Question 2 - Section 1	86
4.	Responses to Question 3 - Section 1	88
5.	Responses to Question 4 - Section 1	91
6.	Responses to Question 1 - Section 2	94
7.	Responses to Question 2 - Section 2	97
8.	Responses to Question 3 - Section 2	99
9.	Responses to Question 4 - Section 2	101
10.	Responses to Question 1 - Section 3	103
11.	Responses to Question 2 - Section 3	105
12.	Responses to Question 3 - Section 3	106
13.	Responses to Question 4 - Section 3	108
14.	Responses to Question 1 - Section 4	110
15.	Responses to Question 2 - Section 4	113
16.	Responses to Question 1 - Section 5	115
17.	Responses to Question 2 - Section 5	117
18.	Responses to Question 1 - Section 6	119
19.	Responses to Question 2 - Section 6	121
20.	Responses to Question 3 - Section 6	123
21.	Responses to Question 1 - Section 7	125
22.	Responses to Question 2 - Section 7	127
23.	Responses to Question 3 - Section 7	129
24.	Responses to Question 1 - Section 8	131

Chapter I

INTRODUCTION

A. Introduction

During 1983, a flood of private and public commissions issued their findings and recommendations for educational, largely secondary school, reform. Whereas reports during the 1970's had criticized the irrelevance, inequality and authoritarianism of public high school education, the new reports are reminiscent of those issued in the 1950's, in what became known as the Sputnik era, when the United States attempted to compete with Russian advances by upgrading math, science, and foreign language teaching and curriculum (Ascher, 1984, p. 3).

The new calls for reform developed a fresh theme in addition to the recurrent themes of the 1950's-- performance-based pay. The phenomenon of performance-based pay includes merit pay and career ladder plans as two distinct types within its defining characteristics. Merit pay as a form of teacher reward has been in existence for most of the twentieth century, but the development of career ladders is a new attempt to reward outstanding teacher performance by expanding on the 1970's notion of differentiated staffing. Cornett (1985) reported that "the practice of rewarding teachers for exceptional performance is gaining currency across the country, with many variations in the extent of state control, teacher involvement, evaluation, and funding" (p. 6).

Two national reports, A Nation at Risk and Action for

Excellence, headlined the list of recommendations for changing American schooling. "The reports catalogued many shortcomings and called for improvement and reform All were committed to the goals of excellence and restoring public confidence in education" (Morris, 1984, p. 2). Teachers became central in the move to reform education. Incentives were viewed as means through which outstanding talent could be attracted into the profession and quality teachers could be kept in teaching. Although the term merit pay was employed to describe most new schemes for identifying and rewarding outstanding teachers, in fact, career ladder plans were the most prominent. Raywid (1987) reports that plans for career ladder types of programs are installed or under way in approximately forty states.

In 1984 Tennessee moved into the national spotlight with the passage of the "Comprehensive Education Reform Act." The leading component of this legislative reform package was the Tennessee Career Ladder. In presenting this new type of incentive plan to the legislative bodies and to the public, Governor Lamar Alexander called it a way to reward "... the best and brightest in the profession" (Tennessee Department of Education, 1983, p. 1). Through the Tennessee Career Ladder the teaching profession in Tennessee has been affected by changes in the traditional routes for initial and continuing certification.

B. Statement of the Problem

Beginning with the 1984-85 school year, the Tennessee Department of Education began evaluating individual teachers for the purpose of identifying those qualifying for advancement on the Tennessee Career Ladder. Resistance to this new type of evaluation was expressed by many teachers and their representatives in the state.

The evaluation system for the Tennessee Career Ladder has undergone changes during its three years of existence, but many questions as to its effectiveness still remain. Legislators question the value of an evaluation system that costs more to administer than the sum of salary supplements awarded to those being evaluated. Teachers and their representatives continue to question the validity of the data gathered and the processes used to gather those data. Expressions of disgust and a sense of unfair practices are not uncommon.

Careful examination of the evaluation system employed with the Tennessee Career Ladder is needed in order to determine: (1) the status of the Tennessee Career Ladder's evaluation system compared to generally accepted principles for instructional evaluation; (2) to determine if a statewide system for teacher evaluation is more feasible and desirable than one administered locally; and (3) if Tennessee teachers and principals believe a statewide system of evaluation is preferable and more feasible than a locally

administered system of evaluation.

C. Purpose of the Study

With the passage of the "Comprehensive Education Reform Act of 1984" (CERA), the State of Tennessee through the Division of Career Ladder within the Department of Education, became involved in the evaluation of individual teachers for the first time in the history of public education in the state. Although the state teacher evaluation system was developed for the purpose of identifying individuals for advancement on the Tennessee Career Ladder, claims were also made for the value of the system in promoting instructional improvement.

The first purpose of this study was to establish the current status of performance-based pay programs in the United States, and by so doing, establish a clear reference point for the focus of this study. A second purpose of this study was to develop a baseline of current evaluation practices from a thorough review of the literature against which to compare the evaluation practices employed with the Tennessee Career Ladder. A third, and final, purpose of this study was to determine the beliefs of Tennessee teachers and principals pertaining to methods for improving teacher evaluation practices in the state.

More specifically, this study sought to answer the following questions:

1. What is the current status of performance- based pay programs in K-12 public schools in the United States?
2. What are currently the generally accepted principles for effective instructional evaluation?
3. How does the evaluation system employed with the Tennessee Career Ladder compare to the currently generally accepted principles for effective instructional evaluation?
4. What do Tennessee teachers and principals believe to be the current problems with the process of evaluation for the Tennessee Career Ladder and how do they think it can be strengthened?
5. How do the demographic variables of type of certificate, and professional assignment affect teacher and principal perceptions?

Questions one, two, and three were addressed through a thorough review of the related literature. Questions four and five were addressed through semi-structured interviews with a selected sample of Tennessee teachers and principals. Based on the findings of the research, conclusions were drawn regarding the research questions, and recommendations for strengthening the evaluation process employed with the Tennessee Career Ladder were made.

D. Importance of the Study

Phillip Schlechty (1987), one of the leading authorities on the career ladder phenomenon in the country declares:

As things now stand, it appears likely that negative sentiment toward the concept of career ladder is growing even while increasing numbers of states and localities are just now initiating career ladder programs. Should this negative sentiment continue to develop, it is likely that policy makers will abandon the idea of a career ladder. In some states, the career ladder movement may go out with a bang (for example, Florida). In other states and localities, it is more likely that the career ladder movement will disappear with a whimper (p. 5).

Career ladder programs must be examined in light of their evaluation systems due to the nature of their makeup. It is the evaluation program of career ladder plans that set them apart from many of the reforms of the structure of the teaching profession from the past. "Evaluation ... remains a frightening word to many teachers, who fear that implicit in the evaluation process is the threat of being fired" (Brody, 1977, p. 28). Teachers in Tennessee were afraid of the new evaluation system developed for the Tennessee Career Ladder in 1984. Even though changes have taken place in the system (Furtwengler, 1987), a monthly publication of the Tennessee Education Association still devotes a regular column to teacher concerns with the Career Ladder. Much of the space in this column regards the evaluation process and appeal procedures for teachers who feel they have been

wrongly evaluated.

Barber and Klein (1983) view teacher resistance to performance-based pay programs not as reactions to the programs themselves, but to evaluation as teachers have known it before. Barber and Klein believe that the tendency of administrators to apply one evaluation formula to develop data for both formative and summative evaluation purposes has victimized teachers and contributed significantly to their reluctance to embrace performance incentives.

Harris and Associates (1984), in a survey performed for the Metropolitan Insurance Company, found a high degree of support among teachers for career ladders and other performance-based pay systems. Nearly ninety percent (90%) of teachers in the poll expressed support for such plans. Ninety percent (90%) of the participants said that they were willing to have their building administrators periodically evaluate their performance, and seventy-two percent (72%) were willing to have their performance assessed by a committee of their peers. However, seventy-one percent (71%) expressed the belief that performance-based pay programs could work only if objective measures of teacher performance could be developed.

The literature is replete with information pertaining to instructional evaluation, and this knowledge can be codified into a sound set of guidelines for formative types of evaluation intended to improve instructional practices.

Although sufficient information is available to guide instructional evaluation, most of the information pertains to local evaluation efforts, not statewide systems. This study attempted to address these issues.

Much has been written regarding teacher confidence in both the evaluation process and in the evaluator, yet in Tennessee no study has been conducted to seek to assess teacher confidence regarding evaluation practices. Evaluation goals and procedures must be supported by teachers if the evaluation is to have a positive effect. Teacher and principal beliefs regarding methods for strengthening the current evaluation practices were used to develop a set of recommendations for strengthening the Tennessee Career Ladder's evaluation system.

As reported earlier, forty states are now involved in some part of the process of either designing or implementing career ladder plans (Raywid, 1987). As these states move to implement or improve their career ladder plans, this study will contribute important information to the knowledge-base necessary to develop effective evaluation practices.

E. Methods and Procedures

A semi-structured interview schedule was developed by the researcher to use with teachers and principals chosen for participation in the study. The content of the interview schedule was validated by two sources -- findings

from a thorough review of the literature pertaining to instructional evaluation and by acknowledged experts in the field of evaluation. A pilot test of the interview schedule was also conducted in the Meigs County school system so as to validate the questionnaire content and to insure item clarity.

Content analysis was performed on data collected from interviews with teachers and principals. Three raters read all responses and inter-rater reliability was established so as to insure the purity of the conclusions drawn from the data.

Teachers from four Tennessee school types were chosen for inclusion in the study. These four school types were chosen to represent the four broad classes of schools in the state. Three Sullivan county schools--Gravelly Elementary, Colonial Heights Middle, and Sullivan South High--represent schools in a combination rural/suburban setting. Three Knox county schools--Norwood Elementary, Gresham Middle, and Fulton High--represent schools in an urban setting. Three Harriman schools--Central Elementary, Cumberland Middle, and Harriman High-- represent schools in a rural setting. Finally, three Knox county schools--Bonnie Kate Elementary, Halls Middle, and Halls High--represent schools in a combination urban/suburban setting.

A sample of thirty-six teachers and twelve principals was chosen from the four school districts participating in

the study. The design of the study allowed for full representation of the various levels and assignments of participants in the study.

Based on results of the descriptive research, recommendations for strengthening the evaluation system employed with the Tennessee Career Ladder were made.

F. Scope and Limitations

This study attempted to describe the current status of performance-based pay in the United States. This study also attempted to compile a listing of the currently widely-accepted practices of instructional evaluation. A comparison of the Tennessee Career Ladder's teacher evaluation system against the identified principles for instructional evaluation was attempted as well. A final thrust of this study was an attempt to identify teacher and principal beliefs regarding the current status and methods for improving instructional evaluation in the state of Tennessee.

Although conclusions were drawn concerning the above, and teacher and principal beliefs were fully explored, the scope of this study is limited. Its findings are not generalizable to other systems of performance-based pay or instructional evaluation, although the findings might serve to guide investigations in these.

G. Major Assumptions

In the completion of this study, three sets of assumptions were made. First, it was assumed that instructional evaluation can be of positive benefit for the professional growth of teachers. Covalent to this assumption was the belief that a set of currently accepted principles for instructional evaluation would prove to be useful in guiding an examination of the evaluation system used for evaluating teachers in Tennessee.

The second set of broad assumptions was that it was possible to effectively evaluate teachers for purposes of awarding performance-based pay. As is the case with any plan for instructional evaluation, it was also assumed that in order for an evaluation system for personnel decision-making to be effective, it must adhere to principles of effective instructional evaluation.

The third set of assumptions was that the Tennessee Career Ladder has brought about changes in teacher evaluation in the state. It was assumed that the primary purpose for the evaluation system employed with the Tennessee Career Ladder was summative, i.e., for personnel decision-making, and not formative, i.e., for professional growth.

H. Definition of Terms

Career Ladder - one form of performance-based pay. Career ladder plans seek to give teachers a career path by rewarding outstanding teachers through extended contracts and higher pay.

CERA - the Comprehensive Education Reform Act of 1984.

Differentiated Staffing - usually a component of a career ladder plan, it is a plan to use the varied abilities of staff members in tasks other than those they were used for traditionally.

Formative Evaluation - a process whereby data is gathered and used to guide professional growth but not personnel decision-making.

Merit Pay - usually a component of a career ladder plan, it is an attempt to provide higher pay for those teachers who do a better job. Traditional merit pay does not require extended contracts or more work for pay supplements.

Performance-Based Pay - a remuneration plan which seeks to identify teachers for the purpose of rewarding outstanding performance. Performance-based pay programs include both merit pay programs and career ladder plans.

Summative Evaluation - a process of summarizing the work of a teacher for personnel decision-making purposes.

TIM - the Tennessee Instructional Model.

Chapter II

REVIEW OF THE RELATED LITERATURE

A. Introduction

"Since the United States Department of Education published A Nation at Risk in April of 1983, elementary and secondary education has become a central topic of discussion for families, political aspirants, and federal, state and local leaders" (Hawley, 1984, p. 2). Although it was not one of the major recommendations of the report, performance-based pay became a focal point of many reform discussions. "Regardless of where you turned in the year of A Nation at Risk, the virtues of merit pay were extolled as a way to improve education by rewarding the best and brightest in the profession" (Johnson, D. L., 1986, p. 105).

The term merit pay emerged as the catch phrase of reformers across the nation, but the term was often loosely applied. "... Policy makers have embraced a reform that travels under many names - merit pay, career ladder, master teacher and incentive pay plans among them" (Walton, 1984, p. 80). In most cases these plans are not merit pay, but they combine elements of merit pay with professional advancement (Walton, 1984).

Many voiced concern or opposition to these reform measures, however. Chris Pipho (1983) states, "Merit pay,

master teacher plans, differentiated staffing-no matter what the label, the idea is turning out to be one of the more controversial ingredients in states' plans to achieve excellence in education" (p. 165). The plans for performance-based pay developed broad support among the lay public by playing to their growing dissatisfaction with American schooling. Performance-based pay "... was attractive for its logic, simplicity, and congruence with American values" (Johnson, S. M., 1984, p. 7).

Responding to a perception of decline in teacher quality and effectiveness, reform proposals began to focus on incentives to achieve three objectives. First, performance-based pay was seen as an aid, an incentive, to facilitate the recruitment of new talent into the profession. Second, performance-based pay was intended to increase retention of able teachers by providing them increased pay and recognition. Third, performance-based pay was intended to stimulate improvement of teaching through the incentives provided for recognized teaching excellence (Hart, 1986).

Career ladder or master teacher plans advanced out of the nationwide discussion of performance-based pay. These plans gained popularity with policy makers because they provided the flexibility enabling movement away from single salary schedules toward performance-based remuneration (Hansen, 1986). Engleking and Samuelson (1986) report that

forty-two states have enacted legislation dealing with some phase of career ladder plans. Three reasons explain this high degree of implementation or experimentation: (1) career ladders provide for expanded responsibilities as experience and skills are developed over time; (2) career ladders provide a viable alternative to merit pay or salary schedules by combining elements of both; and (3) career ladders can indicate merit but avoid many of the problems of merit pay programs (Engleking and Samuelson, 1986).

This chapter will examine the career ladder phenomenon by exploring the historical antecedents of career ladders and by detailing the current status of teacher incentive plans across the country. In addition, this chapter will detail the evaluation practices which are currently generally accepted for effective instructional evaluation. This chapter will also examine the literature pertaining to the Tennessee Career Ladder and its evaluation plan and compare this evaluation system with the generally accepted practices for effective instructional evaluation.

B. Historical Antecedents to Career Ladders

Over the course of the twentieth century, two major program types have been undertaken to tie teacher pay to performance. The first, merit pay, can be traced to the beginning of the century (NEA, 1961). The second, differentiated staffing, is a newer phenomenon, but its

impact on the structure of career ladder plans has been profound.

Merit Pay

The first formal merit pay system in this country can be traced to Newton, Massachusetts in 1908 (NEA, 1984). This form of teacher compensation peaked in the 1920's with almost total adherence to salary schedules by the end of the following two decades (Weissman, 1969a). After World War II and peaking in the 1960's, a second round of merit pay for teachers reoccurred. As a popular practice, however, merit pay began dying out in the 1970's (NEA, 1984). Five percent (5%) of the largest school systems in the nation had made provisions for merit pay in 1963. In 1967-68, of 1080 salary schedules studied, nine and eight-tenths percent (9.8%) included additional compensation for merit (Weissman, 1969a). By 1979, four percent (4%) of school districts nationwide with enrollments of more than three hundred pupils had provisions for merit bonuses, four percent (4%) were considering merit pay, but eight percent (8%) had tried and abandoned merit pay (Porwoll, 1979).

/ "Over the years the term merit pay has been used loosely. In theory merit pay for teachers is an award for superior performance" (NEA, 1984, p. 4). Merit Pay has been used to refer to differentiated pay, incentive pay, and performance pay (NEA, 1984). True merit pay can be described as differing wages, based on a bonus structure,

paid for the same job classifications and work obligations. Merit bonuses may be annual stipends or may be added to base salaries and accumulate over the years. Career ladders differ in that higher pay is linked to additional duties and/or longer contracts (Johnson, S. M., 1984).

Bhaerman (1972) suggests that there have actually been two types of merit pay, characterized by the basis on which bonuses were awarded. Older style plans awarded bonuses based on rating scales developed from checklists of teacher characteristics. Newer style plans place more emphasis on outcomes, often in the form of student performance on standardized tests.

Arguments for the development of merit pay systems reiterate the same notions time and again. Hartsook (1961) expresses these from a business perspective: "... The development of merit recognition ... is absolutely essential to the continued improvement of teachers' pay, performance, position in the social scale, and professional status" (p. 157).

On the other hand, arguments against merit pay historically have been more varied. Seven basic arguments against merit pay can be identified. First, evaluations used for merit pay are deemed unsatisfactory (NEA, 1961; Lynch, 1961; Coons, 1960; Katz, 1961; Megel, 1961; Andrews, 1987; Porwoll, 1979). Second, merit pay programs create dissention (NEA, 1961; Katz, 1961; Megel, 1961; Andrews,

1987; Porwoll, 1979). Third, ratings used to distribute bonuses do not really measure merit (NEA, 1961; Lynch, 1961; Coons, 1960; Megel, 1961). Fourth, when merit bonuses are handed out, a sense of injustice is created (NEA, 1961; Katz, 1961; Megel, 1961; Andrews, 1987; Porwoll, 1979). Fifth, quotas established for programs can restrict opportunities for deserving teachers (NEA, 1961; Himmelberger, 1961). Sixth, rating teachers for merit bonuses places undue burdens on evaluators (NEA, 1961; Coons, 1960; Katz, 1961; Porwoll, 1979). Seventh, the process of rating and awarding merit bonuses rewards conformity and restricts creativity (Megel, 1961; Brody, 1977; Porwoll, 1979).

Differentiated Staffing

/ The idea of differentiated staffing was developed in Temple City, California and became a central issue in the national debate on the structure of the teaching profession during the late 1960's and early 1970's. Defining differentiated staffing is a complex task. Allen and Klein (1972) declare that there is no single definition applicable to all the possible permutations of differentiated staffing. Closest to a functional definition of differentiated staffing is Fiorino's (1972) identification of characteristics common to the varying models of this type of program:

Differentiated staffing is a concept which proposes to improve the effectiveness of the instructional staff by capitalizing on their strengths. Its four characteristics include: (1) differentiation by function and responsibilities; (2) a hierarchy of several salary levels; (3) type and/or degree of responsibility determining placement in the hierarchy; (4) involvement of all positions in the instructional process (p. 13).

Staff differentiation can be accomplished by redefining teacher roles in one of two ways. Vertical differentiation can be accomplished by delineating teacher assignments by difficulty and arranging them hierarchically. Horizontal differentiation is accomplished by defining teacher roles based on the nature of the tasks to be performed, not on the difficulty of the tasks themselves (Weissman, 1969b).

Arguments for differentiated teaching staffs center on the need to create a professional climate for teaching and learning. Weissman (1969b) writes: "Many schools operate on the basic premise: all teachers and all students are equal. By making no structural provisions for differences in either, they have created an organization which is highly unequal to students and teachers alike ..." (p. 12). Fiorino (1972) focuses on the professional enhancement aspects and improved learning conditions created through differentiated staffing. He sees differentiated staffing as a structure to use teachers' talents more fully in order to provide the best possible instruction and enhance teaching as a profession simultaneously. Weissman (1969b) considers the strengths of differentiated staffing to be related

primarily in its ability to improve teaching as a career for newcomers while encouraging veterans to use their skills more fully./

Aspects of differentiated staffing created controversy as serious review of these programs began to take place. Many perceived differentiated salaries as nothing more than merit pay in disguise (Weissman, 1969b; Fiorino, 1972). Other arguments against differentiated staffing included fear of overspecialization, the perception that new demands were being made of teachers but not of administrators, the realization that costs per-pupil for education could become excessive, and the excessive planning time required for the presentation of instruction. English (1972) expresses concern that differentiated staffing could be blamed for staff conflicts and dissention and actually for not contributing to improved instruction.

An examination of various differentiated staffing models reveals two distinct model types. Generation I models--the original model type--meet three criteria: (1) a minimum of three levels each with its own pay range; (2) the upper limits of the salary range on the highest level will be at least double the upper limits of the salary range of the lowest level; and (3) all teachers will have a great deal of teaching responsibility (English, 1972). Generation II models--a reevaluation of Generation I models--are developed on the

theory that staff differentiation should be based on pupil learning tasks rather than provide a mechanism for career development. This model type develops teaching roles on learner needs assessment with no permanent hierarchy. The role hierarchy developed for a Generation II model will parallel the student need hierarchy. The pay mechanism is fluid with the focus on output, not input. No overall or generic model can be developed for this type of staff differentiation program (English, 1972).

The most widely known differentiated staffing model was developed in Temple City, California. This break from traditional staffing patterns was spurred by an open hearing over a teacher dismissal in which school administrators so over-simplified teacher performance that the teacher's problem could not be identified. Administrators began to closely examine the role of the teacher in the instructional process, and the evolution of the first Generation I model began (Rand and English, 1972).

Although "the Temple City plan of staff differentiation has attracted literally hundreds of imitations around the nation" (Rand and English, 1972, p. 103), the greatest long-term effect of the plan will be the process from which it came about. "Teachers developed the Temple City Model over an 18 month period A main stress of the model is the involvement of teaching personnel in organizational decision-making" (p. 104).

The Temple City Model provides a four-tiered teaching hierarchy. The lowest level on the hierarchy is Associate Teacher. The Associate Teacher is a one-hundred percent (100%) teaching position with a ten month contract. The second level on the hierarchy is Staff Teacher. The Staff Teacher is also a one-hundred percent (100%) teaching position with additional responsibilities for individual instruction. It also has a ten month contract. Teachers at both of these levels could be tenured at their position. The third level on the hierarchy is Senior Teacher. The Senior Teacher could choose either a ten month or eleven month contract. Senior Teachers are responsible for sixty percent (60%) teaching responsibilities as well as implementation of new and innovative teaching strategies in the classroom. The highest level on the hierarchy is Master Teacher. This position has a twelve month contract. Master Teachers are responsible for teaching forty percent (40%) of the time and for devoting sixty percent (60%) of their time to the application of research to the classroom and curriculum. Tenure could not be attained at either of the highest two levels on the hierarchy. The plan also included academic assistants, educational technicians and clerks (Rand and English, 1972). Under the Temple City Plan, all teachers functioned as classroom teachers but not for the entire day (Weissman, 1969b).

The Sarasota, Florida, model bridged the gap between

Generation I models and Generation II models. In Sarasota, a generic model for the system was developed with categories of staff differentiation. Each category was assigned point values. Schools in the system received aggregate totals of points based on agreed upon criteria developed with the cooperation of all the parties involved. Each school could then devise its own differentiated staffing pattern, within the framework of the generic model, based on its own particular needs and pay for its staff with its earned points (Pillot, 1972).

Fiorino (1972) outlines the Mesa, Arizona, Model--a Generation II model--of staff differentiation based on non-permanent teams differentiated by objectives derived from student needs assessment. "A group of teachers arrange themselves into a hierarchical team to accomplish a particular objective or objectives. When the objectives have been achieved and are no longer valid, the team disbands or reorganizes to achieve a new objective" (p. 104). Although quite different in certain respects from Generation I models, Generation II models retain many of the characteristics of earlier models.

As first conceptualized, no differentiated staffing programs now exist. Freiberg (1984) proposes reasons for the failure of these programs in three areas. Teachers were not ready for the sweeping changes these programs brought with them, and the career track soon became clogged when all

the positions were filled. Parents became concerned when those identified as the best teachers were responsible for less teaching than those who were not, and they were not convinced that student learning was improved as a direct result of these programs. Finally, administrators lost status when teachers were given more power in decision-making, and they could not provide proper funding to continue the programs.

C. Merit Pay: Current Status

Merit pay as a means to reward superior teaching made a comeback in the decade of the 1980's. Much of the renewed interest in this means to reward teachers can be attributed to an often quoted paragraph in A Nation at Risk (1983):

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 (p. 30).

Although the interest in merit pay as a means to achieve reform in public education increased during the decade of the 1980's, as of 1983, only fifty-four (54) districts were either operating or planned to operate merit pay systems (Calhoun and Prothro, 1983). Boyles and Vrchota (1986) identified sixty-one (61) incentive pay plans in an analysis including both merit pay and career ladder or master teacher types of plans. By combining resources, a

picture of the current status of merit pay plans in the United States can be developed. Following is an analysis of current merit pay systems based on the following criteria: (1) type of incentive program; (2) the use of quotas in determining awards; (3) the nature of the evaluation system employed; (4) whether or not the plan is voluntary; and (5) whether or not the names of recipients of awards are made public. Following this review of current merit pay plans, four prominent plans will be discussed. These plans--the Ladue, Missouri, plan, the Round Valley, California, plan, the Catalina Foothills plan and the Houston Second-Mile plan--demonstrate the varied nature of merit pay across the nation.

Types of Incentive Programs

The most prominent form of bonus for teachers under merit pay remuneration systems is the one year bonus. Twenty-seven (27) systems which award bonuses on an annual basis can be identified in the literature (Andrews, 1987; Boyles and Vrchota, 1987; Hatry and Griener, 1985; Calhoun and Prothro, 1983). These bonuses, however, take several different forms. Of the twenty-seven (27) systems awarding annual bonuses, twenty-three (23) award an annual monetary bonus or stipend (Andrews, 1987; Boyles and Vrchota, 1987; Hatry and Griener, 1985; Calhoun and Prothro, 1983). One (1) system allots varying amounts for teachers to purchase classroom equipment, attend conferences, or engage in other

professional development activities (Calhoun and Prothro, 1983). One (1) system gives an annual bonus to all teachers in a particular school which meets test score requirements (Boyles and Vrchota, 1987). One (1) system allows teachers to choose from a menu of awards ranging from a salary stipend to the purchase of materials for classroom use (Boyles and Vrchota, 1987). Two systems allow for both individual annual bonuses and group annual bonuses (Calhoun and Prothro, 1983). Individual incentives far surpass other forms of incentives, but group incentives do exist. The norm for group incentives is a focus on student outcomes measured by achievement tests (Andrews, 1987; Boyles and Vrchota, 1987; Hatry and Griener, 1985; Calhoun and Prothro, 1983).

Other incentive systems include the use of salary tracks, salary ladders, permanent bonuses added to the salary schedule, two year bonus plans, three year bonus plans, extended contracts for curriculum leadership, and a combination of annual bonuses plus permanent salary increases (Andrews, 1987; Boyles and Vrchota, 1987; Hatry and Griener, 1985; Calhoun and Prothro, 1983).

The Evanston, Illinois, schools employ a five track salary system with differing salary ranges for each track (Calhoun and Prothro, 1983). Both the Ladue, Missouri, and Hampton County, Virginia, school systems utilize a three track salary schedule with varying pay ranges for each track

(Calhoun and Prothro, 1983).

Three different types of salary ladders can be identified in the literature. In King William County, Virginia, a four-tier salary ladder is the mechanism used to award meritorious teaching. In addition to the salary ladder, teachers can also qualify for an annual bonus based on professional growth activities. In Yuma, Arizona, advancement on the permanent salary schedule is employed as a form of salary ladder for merit pay purposes. The Northampton County, Virginia, schools utilize a six level salary ladder for teachers based on their years of experience, schooling, and performance level (Calhoun and Prothro, 1983).

Permanent bonuses are second in popularity to annual bonus systems. Five (5) systems utilize a permanent salary increase as merit awards. Two (2) Texas school systems, Dumas and Fort Sam Houston, award permanent bonuses based on the attainment of graduate credits and further certification (Calhoun and Prothro, 1983).

Multiple year bonuses are utilized in two school systems. In Teddyfrin, Pennsylvania, merit pay stipends are awarded for two years (Boyles and Vrchota, 1987). Three year merit bonuses are awarded in Dundee, Illinois (Calhoun and Prothro, 1983).

Two (2) school systems award merit pay in the form of extended contracts for curriculum leadership. In Upper St.

Clair, Illinois, qualifying teachers receive a fifteen percent (15%) pay supplement for twenty extra days per year devoted to curriculum development activities. Teachers in Upper St. Clair must devote full-time to teaching during the regular school year, but they are also expected to engage in curriculum leadership activities as well (Boyles and Vrchota, 1987). The Weber School District in Ogden, Utah, awards an eleven-month contract for recipients of meritorious ratings. The extra month is devoted to curriculum development activities. Teachers in Ogden may also receive an additional bonus if their students meet test score objectives (Calhoun and Prothro, 1983).

One (1) system, Bryan, Texas, combines an annual bonus plus a permanent salary increase. Merit awards are paid for one year, however, in the year following the merit award the teacher receives a permanent eight hundred dollar (\$800) pay increase. This pay increase is intended to aid in efforts to retain the most talented teachers in the system (Calhoun and Prothro, 1983).

Six systems which use quotas in determining bonuses can be identified in the literature. As is the case with bonus structures, the six quota systems are varied in nature (Calhoun and Prothro, 1983; Hatry and Griener, 1985).

Two of the six systems employing quotas use a specific number to delineate the available merit pay bonuses. Two teachers per school can be chosen in the Tempe, Arizona,

school district. In Brown Deer, Wisconsin, three teachers out of the total one hundred twenty-five in the system may be chosen for merit bonuses (Calhoun and Prothro, 1983).

The other four systems utilizing quotas do so by establishing a maximum percentage of eligible teachers or schools. In Le Roy, Illinois, up to twenty percent of teachers in each school are eligible for five hundred dollars (\$500) in merit pay annually. An additional ten percent of teachers in Le Roy schools are eligible for two hundred fifty dollar (\$250) merit bonuses. The top sixteen percent of teachers in the Paradise Valley, California, system are identified and awarded merit pay bonuses. In Bryan, Texas, principals may nominate up to thirty percent of their faculties for review for merit pay (Calhoun and Prothro, 1983; Hatry and Griener, 1985).

Perhaps most unique among quota systems is the system used in Houston, Texas. Houston categorizes incentives in six areas with five of the six areas available to all teachers. Fifty-percent of schools in Houston are recognized for outstanding educational performance. The teachers in these schools are eligible for additional merit pay above that available to teachers in schools not in the fifty percent judged to have achieved outstanding educational performance (Calhoun and Prothro, 1983; Andrews, 1987; Hatry and Griener, 1985).

Methods of Selecting Recipients

The methods for choosing recipients of merit pay fall into three broad categories. The first category is input factors. Systems which use input factors to choose merit pay recipients focus on teacher behaviors to distinguish between those who are awarded merit bonuses and those who are not. The second category, those systems using output factors to choose recipients, allots merit bonuses based on outcomes measured in student learning through test results and other outcomes measures. The third category is a combination of input factors and outcomes factors (Calhoun and Prothro, 1983).

Bhaerman (1972) suggests that the methods by which teachers are chosen for merit stipends also fall into two similarly distinctive categories--process oriented ratings based on teacher behaviors and outcome oriented ratings based on student performance. The method for choosing recipients of merit bonuses is widely distributed among systems with all three categories well represented. Thirty-three (33) systems award merit bonuses or stipends based on identification of input factors. Four (4) systems use outcomes in terms of student test scores, attendance, classroom management, or other factors to determine merit awards. Nine (9) systems use a combination of input factors and outcomes or results to determine merit awards (Calhoun and Prothro, 1983; Hatry and Griener, 1985).

Most systems are voluntary in nature. Teachers are allowed to apply for merit pay or may be nominated by a peer, parent, or principal for consideration. In the cases in which merit pay is not a voluntary system, most focus on outcomes as the means whereby bonuses are awarded (Andrews, 1987; Boyles and Vrchota, 1987; Hatry and Griener, 1985; Calhoun and Prothro, 1983).

The names of recipients of merit bonuses are, by and large, kept confidential; however, some systems see the announcement of the names of recipients as a means to recognize good teaching and motivate other teachers to aspire to receive merit bonuses (Andrews, 1987).

Model Plans

The Ladue, Missouri, merit pay plan is widely accepted as the oldest operating merit pay system in the United States. The plan, established in 1953, utilizes three salary tracks through which teachers are awarded merit bonuses (Burgess, 1984). Teachers are assigned to one of the three salary tracks based upon experience, performance, credentials, and other factors. Teachers on schedule I (for beginning teachers) are rated on a scale from 0-9; teachers on schedule II are rated on a scale from 0-11; teachers on schedule III are rated on a scale from 0-15. The board of education allocates a fixed dollar amount per point to be paid to merit recipients (Hatry and Griener, 1985). Bonuses awarded in 1982 ranged from two thousand one hundred dollars

(\$2,100) to four thousand five hundred dollars (\$4,500) with all teachers in the system receiving awards. Teachers may move to a higher track based on several years of meritorious service whereupon they are assigned ten bonus points for moving from track I to track II and twelve bonus points for moving from track II to track III. In the year that a teacher changes tracks, all merit stipends are based solely on the bonus points awarded for changing track. Thereafter, regular evaluations determine merit awards with those awards granted or withheld annually within the particular track (Calhoun and Prothro, 1983).

The Ladue plan utilizes a combination of input and outcomes factors to rate teachers. At the core of its evaluation plan is a set of criteria devised by a committee made up primarily by teachers. These criteria include: (1) teacher/student interactions; (2) relationships with colleagues; (3) contacts with parents, patrons, and community; (4) contributions to the total school program; and (5) curriculum development and professional development (Burgess, 1984). The primary vehicle for evaluation is supervisor observation, but outcomes in relation to supervisor suggested targets is integrated into the rating (Hatry and Griener, 1985).

Charles McKenna (1983), Superintendent of Ladue Schools, views evaluation as a key element to successful merit pay programs. McKenna advises planners of merit pay

systems to be sure to provide proper training for evaluators, usually principals, to enable them to assess teacher performance in light of agreed upon criteria. According to McKenna, "Perhaps the most frequently voiced complaint about merit pay plans is that they allow the principals-who usually do the evaluations-to play favorites" (p. 35).

Natriello and Cohn (1983) cite negative responses derived from interviews with twenty-three teachers in one Ladue elementary school as follows: many teachers believed the evaluation system to be subjective; perceptions of unequal application of the evaluation system from school to school existed; some teachers thought principals played favorites in evaluating teachers; evaluation criteria were not clearly communicated; and teachers had no appeal process available if they disagreed with evaluation outcomes. Teachers also expressed several strengths in the plan such as the availability of monetary rewards for outstanding performance; improvement of instruction was encouraged by the evaluation system; teachers were given ample opportunities to participate in decision-making regarding the incentive system; the plan fostered a sense of professionalism; and confidentiality of recipients avoided morale problems. The general consensus regarding the Ladue plan is that it is an effective motivator of the teaching

force in that system (Natriello and Cohn, 1983; Calhoun and Prothro, 1983).

In Round Valley, California, two thousand dollars (\$2000) per teacher is budgeted annually for merit bonuses (Boyles and Vrchota, 1987). Merit stipends range from one hundred forty dollars (\$140) to two thousand eight hundred dollars (\$2800) annually (Calhoun and Prothro, 1983) and are in excess of step raises or across the board raises issued to all teachers. This district, located in northern California, has two schools, one K-8 and one 9-12, with a total student population of four hundred sixty (460) students and twenty-three (23) teachers (Hatry and Griener, 1985).

The plan has three components--(1) individual achievement, (2) group achievement, and (3) creative achievement. A total of ten points are potentially available to teachers based on three and one-half (3.5) points for individual achievement, two and one-half (2.5) points for group achievement, and four (4) points for creative achievement (Boyles and Vrchota, 1987). A preset factor of approximately two hundred eighty dollars (\$280) per point multiplied by the total points earned by an individual teacher determines the size of the bonus (Hatry and Griener, 1985).

Individual achievement points are determined on a sliding scale based upon a teacher's evaluation. If a

teacher receives a perfect evaluation (a rating of 10), three and one-half (3.5) points are awarded; however, if a teacher receives an evaluation rating of less than five (5), no points are awarded (Boyles and Vrchota, 1987).

Perhaps most unique about the Round Valley Plan is the fact that "both the 'teacher initiative' and 'teacher cooperation' activities are evaluated by a committee of four people, consisting of a school principal, a teacher chosen by the union, and two members of the school board" (Hatry and Griener, 1985, p. 177). Involvement in the actual operation of this merit pay plan by members of the board of education is allowed due to the smallness of the system and the small number of teachers employed (Calhoun and Prothro, 1983).

The group achievement and creative achievement sections of the plan call for teachers to submit a plan in the fall for each to the Merit Committee which decides on a potential point value for each. The teacher and the committee cooperatively set the criteria against which successful attainment of points is judged. In the spring the committee meets, reviews the completion of the plan, and awards the actual number of points earned (Hatry and Griener, 1985).

Round Valley's superintendent points to a second-grade teacher's offering an elective course in advanced mathematics to eighth graders, a first-grade teacher with a master's degree in library science teaching library skills

to junior high students during a planning period, and teachers working cooperatively to offer writing, health, and physical education programs as evidence of the success of the plan. Although participation in the plan is voluntary, all but one teacher who objected to merit pay in principle participated in the plan in 1982-83, and all who participated received a bonus (Hatry and Griener, 1985).

The Houston, Texas, Second Mile Plan is an attempt to address multiple goals. The Houston Independent School District enrolled one hundred ninety-four thousand (194,000) students in the fall of 1982. The plan is an attempt to create a more positive teaching profession for urban educators by (1) rewarding teachers for improving educational performance by their students, (2) stabilizing teaching staffs and creating continuity in individual schools, (3) curbing the teacher shortage by providing better pay for teachers, and (4) creating a sense of teaching as a rewarding career (Calhoun and Prothro, 1983).

The Second Mile Plan has three distinctive characteristics:

1. It is highly structured and objective with specific quantifiable elements that directly determine who gets the awards and their amount--basically a formula approach.
2. Student test scores are an important part of the plan.

3. The student achievement bonus is a group rather than individual incentive with the school being the award unit; all teachers in a school receive awards (Hatry and Griener, 1985, p. 139).

Teachers may receive bonuses in one of six areas--(1) willingness to teach in a school with a high concentration of educationally disadvantaged students (\$2000 stipend), (2) teaching high school science or mathematics (\$800 stipend), (3) attendance (unused sick leave bought back at a rate of \$100 per day), (4) professional growth (\$300 for 72 hours of in-service training), (5) student test scores in the school exceed predictions (\$800 stipend), and (6) teaching in a unique campus assignment (\$450 to \$750 stipend) (Calhoun and Prothro, 1983). Bonuses may be awarded in all or any one of the six categories if teachers meet three prerequisite criteria. First, teachers must receive an evaluation rating of three (3) on a four (4) point evaluation scale. If a teacher falls below the required rating, no bonus may be awarded in any of the six categories. Teachers must also meet an attendance prerequisite and pass the basic skills test in order to receive any bonuses (Hatry and Griener, 1985).

Bonuses for improvement of student test scores are awarded to teachers on a basis of predicted scores in a school. Extensive achievement testing provides the baseline data for this component of the plan. The Iowa Test of Basic

Skills is used for grades one through nine, and the Test of Achievement and Proficiency for grades ten through twelve. Awards for outstanding educational progress are made to all eligible teachers in a school which exceeds predicted scores based on an average of previous years' scores which are treated statistically in order to account for mitigating factors such as socio-economic status (Hatry and Griener, 1985).

After the second year of the plan, the district formally evaluated its results. Positive results were found in the reduction of teacher attrition and absences. However, student achievement data do not show appreciable improvement over previous years. Teacher attitudes toward the plan are mixed with non-recipients of bonuses quite negative about it. Administrators report that they have noticed little change in teacher practices because of the plan (Hatry and Griener, 1985).

The Catalina Foothills (Arizona) Program for Excellence "... seeks to provide the motivation for high-quality performance" (Andrews, 1987, p. 31). It is tied closely to Fredrick Herzberg's motivator-hygiene theory of employee motivation (Frazee, Hetzel, and Grant, 1982). The critical assumption of this plan is "... that competent administrators are capable of identifying excellent teaching" (Frazee, Hetzel, and Grant, 1982, p. 266).

The Catalina Foothills school district consists of two

elementary schools and one junior high school with a student population of approximately one thousand four hundred (1400). Salaries for starting teachers are the highest in the state of Arizona, but later salary advances are approximately equivalent with statewide averages (Hatry and Griener, 1985).

Merit awards are made based on teacher evaluations by the school principal or assistant superintendent. The evaluation itself is a process oriented instrument focusing on categories including (1) assessing student needs, (2) planning and implementing instruction, (3) student/teacher relationships, (4) evaluating the instructional program, and (5) professionalism. In each category the teacher is rated as exceeding system standards, meeting system standards, or needing improvement. In order to be awarded a merit stipend, the teacher must receive a rating of exceeding system standards in three of five categories (Hatry and Griener, 1985). All teachers are covered by the plan (Andrews, 1987).

The size of awards varies based upon the performance of the teacher. Award size is determined by the teacher's principal (Andrews, 1987). In 1982-83 the lowest award was one hundred fifty dollars (\$150) and the highest nine hundred dollars (\$900) with an average of eight hundred dollars (\$800) (Calhoun and Prothro, 1983).

The most unique characteristic of the Program for

Excellence is the form of merit awards. Teachers are allowed to choose from a menu of awards ranging from cash to attendance at a professional conference to equipment for classroom use (Fraze, Hetzel, and Grant, 1982). "Thus far, about 30 percent of the awards have been in cash, 60 percent have been used for participation in conferences or workshops, and about 10 percent have gone for classroom projects and materials" (Hatry and Griener, 1985, p. 130).

Superintendent Larry Fraze reports positive results from the program (Andrews, 1987). After the second year of the program the local teachers union conducted a survey of teachers in the Catalina Foothills district to obtain their views regarding the program. Of the approximately two-thirds of the total teachers in the district responding, about half viewed the program positively. The majority of complaints about the program was that the standards for selection were not clear (Hatry and Griener, 1985). Fraze offers a major caution to districts contemplating merit pay programs. He maintains that hygiene factors must first be met before any incentive program can work, and districts with less than ample base pay will find problems in maintaining incentive programs (Andrews, 1987).

D. Career Ladders: Current Status

"Teacher incentive programs-in three years they have spread like wildfire, either as pilot projects or full-scale programs" (Cornett, 1986, p. 1). The previous section of this chapter examined the current status of merit pay, one form of teacher incentive program. This section will analyze the current status of career ladder programs across the country by outlining which states are in the discussion stage, which are pilot testing programs or are developing programs, which have only local initiatives, and which have fully implemented programs. This section will also outline differing program structures by discussing the various approaches to career ladder design, evaluation, quotas, and funding.

Career ladders are in the discussion stage in six (6) states. Although the legislatures have discussed development of career ladders in Michigan, Nevada, New Mexico, Ohio, South Dakota, and Wyoming, no funds have been committed (Cornett, 1986).

Even though no teacher incentive plan is now under consideration for funding in Michigan, a body appointed by the state board of education to address the state's teacher attrition problem recommended the establishment of a four-step career ladder. The recommended ladder would include both intern and provisional steps as well as increments leading to master teacher status. The committee

also recommended the establishment of mentor teacher programs through cooperation of local districts and state teacher training institutions (Cornett, 1986).

Eleven (11) states are now either in the process of developing or pilot testing state-wide career ladder plans. These states include: Alabama, Arizona, Colorado, Delaware, Georgia, Kentucky, Louisiana, Maine, North Carolina, Virginia, and Wisconsin (Cornett, 1986).

Alabama's career ladder program is in the concluding stages of pilot testing its evaluation system. The plan, to be phased in through two stages, is to begin implementation in the Fall of 1987 with teachers eligible to be evaluated for the initial rungs of its career ladder. Phase two of implementation is scheduled to begin in the 1988-89 school year with teachers becoming eligible for evaluation for the higher rungs on the career ladder; however, this phase is in question due to projected revenue shortfalls in the state (Cornett, 1987).

In Arizona, a five-year pilot project has been undertaken to test the career ladder approach. In nine (9) districts in the state, teachers have attained places on career ladders. Three more districts will participate in the pilot project in the 1987-88 school year (Cornett, 1987).

In 1985 the Colorado legislature passed the "Educational Quality Act of 1985" which provided for a

two-year research and development project to improve educational quality in the state. Individual districts have developed plans and are providing a portion of the funding for each (Cornett, 1986).

The Career Development Model is being piloted in Delaware's Christina School District in 1987-88. The model resembles differentiated staffing plans of past years, but it requires thorough evaluations to be passed by teachers aspiring to the different levels of responsibility in the plan. The plan also includes a mentor program in which teachers provide leadership to new teachers. During the 1988-89 school year, plans include the phasing-in of incentives for attendance and student outcomes. In conjunction with the pilot project, the Department of Public Instruction in Delaware is developing a statewide evaluation procedure for all teachers (Cornett, 1987).

The Georgia career ladder program is to be phased-in beginning in 1989. The plan, mandated by legislation passed in the Georgia General Assembly in 1985, provides for four levels. The first level, for those with less than three years of experience, is Probationary. Three Professional levels are available to teachers with more than three years of experience - Level I, II, and III. Stipends for the three Professional levels are to be market sensitive and have been recommended to be three thousand dollars (\$3000) for Level I, six thousand dollars (\$6000) for Level II, and

nine thousand dollars (\$9000) for Level III (Cornett, 1987).

The evaluation procedure for the program has been in development since 1985, with pilot testing taking place in nine (9) districts in the 1986-87 school year. Plans are for testing in approximately forty (40) more districts in the 1987-88 school year (Cornett, 1986) with seven hundred fifty thousand dollars (\$750,000) allocated for further development (Cornett, 1987).

1984 legislation created the Kentucky Career Ladder Commission which developed a four-tier career ladder for Kentucky teachers. Teachers will attain advancement based on instructional performance, professional leadership, and student achievement (Cornett, 1986). Forty-seven (47) schools and over three hundred (300) teachers participated in the pilot-testing of the program in the 1986-87 school year. Faculty from the University of Louisville and Western Kentucky University conducted studies of pilot tests, and the data will be presented to the 1988 legislature for further consideration (Cornett, 1987).

Legislation passed in 1985 in Louisiana provided for the comparison of three modes of teacher incentives- performance compensation, a career ladder based on experience and performance, and a career ladder with additional duties and work. Another piece of legislation in the state legislature also created the Teacher Mentor Pilot Program to be tested in sixteen (16) school districts. The

1988 legislature will decided on the future of both programs (Cornett, 1986).

Maine has conducted a two-year pilot study of teacher certification practices in the state. The pilot study provided for three levels of certification--provisional, professional, and master teacher. Implementation is expected in the 1988-89 school year (Cornett, 1986).

During 1985-86 a statewide evaluation system was tested in sixteen (16) districts as part of the North Carolina Career Growth Plan (Cornett, 1986). The program, a four-year pilot project, is continuing with some teachers in the pilot districts now attaining Career Level II status.

The state of Virginia funded both pay-for-performance projects and master teacher projects for a two-year period beginning in 1984. The State Board of Education provided guidelines, but all projects were developed locally. Five (5) two-year pay-for-performance projects were funded, and three (3) one-year master teacher projects were funded by the legislature (Cornett, 1986).

In 1984 a mentor teacher pilot project was funded in Wisconsin which established one hundred (100) mentor teacher positions. In 1986 seven hundred (700) positions were funded. Expectations are that the governor's staff will draft legislation which will provide for the continuance of the program on a permanent basis (Cornett, 1986).

Two states have only locally developed projects with

support from state revenues. Virginia, as described above, supports both pay-for-performance programs and career ladder plans developed locally. 1984 legislation in Maryland enabled local districts to receive state support for the development of incentive programs. Several districts in Maryland have used state dollars to aid in the continuance of programs already developed. Three such programs are The Teacher Plus Program in Frederick County, the differential pay program in Carroll County, and the differential pay program in Prince George's County (Cornett, 1986).

Career ladder plans are fully implemented in six states-California, Florida, Missouri, Tennessee, Texas, and Utah. These plans offer a variety of approaches to career ladder incentives (Cornett, 1987).

The California Mentor Teacher Program was legislated in 1983 with funding beginning in the second half of the 1983-84 school year. The plan calls for up to five percent (5%) of a district's teachers to participate as mentors for colleagues in areas such as staff development and curriculum and instruction. Each mentor receives a four thousand dollar (\$4000) stipend for the additional duties required. Increases have occurred in funding as the program has matured, but increases have merely supported the percentage of mentor teachers originally funded due to increasing teacher populations in the state (Cornett, 1986).

The Florida Career Advancement Program was recreated in

1986 from a plan that was originally passed in 1983 but later aborted. The plan includes three levels with stipends of two thousand five hundred dollars (\$2500) for Level II teachers (Cornett, 1986). Forty (40) of the state's sixty-seven (67) districts submitted locally developed guidelines for implementation in the 1987-88 school year (Cornett, 1987).

In Missouri "sixty-three districts have implemented career ladder plans according to the Excellence in Education Act of 1985" (Cornett, 1987, p. 6). Over two thousand (2000) teachers in the participating districts have received a one thousand five hundred dollar (\$1500) stipend for attaining Level I status. The plans are developed locally adhering to state developed guidelines (Cornett, 1987).

The Tennessee Career Ladder begins its fourth year of operation in 1987-88 with increased funding from the legislature. Adjustments have been made in the plan which make participation by all teachers optional and no longer directly ties teacher certification to career ladder evaluation (Cornett, 1987).

The Texas Career Ladder was funded for two hundred ten million dollars (\$210,000) for the 1987-88 school year. The program continues with a new statewide evaluation system replacing the locally developed evaluations used in the first two years of the program (Cornett, 1987).

Career Ladder plans in Utah were funded at the previous

level (\$41 million) for 1987-88. These plans are locally developed plans which must adhere to state guidelines calling for differentiated staffing, extra pay for extra work, and provisions for ten (10) extra days pay for in-service planning. Another requirement of Utah plans is that at least ten percent (10%) of the total funding of the plan must be for pay-for-performance only (Cornett, 1987).

E. Instructional Evaluation: Current Practices

Volumes of material have been printed over recent years pertaining to the process, goals, and procedures pertaining to effective evaluation of instruction. In these volumes readers are subjected to a wide variety of opinion as to the most effective methods and procedures for evaluating teaching. Although opinions vary, there is a common ground of opinion as how best to effectively evaluate instruction. Eight areas of agreement emerge in the literature: (1) leadership; (2) the criteria focusing evaluation; (3) the sources of data used to indicate the chosen criteria; (4) evaluators; (5) the uses of data gathered; (6) the necessity of linking evaluation and staff development; (7) the need for a high degree of teacher involvement in the entire process; and (8) the necessity of sharing information with those being evaluated.

Leadership

Conley (1987) asserts that in order for the evaluation

of teaching to be effective, it must be a district priority. Conley defines priority in terms of evaluator time, that is the commitment of the district to provide enough evaluator time for the process to be carried out in the fullest possible manner, the process' being tied directly to district goals, that is the process must be geared to insure that the evaluation effort supports and helps teachers achieve the stated goals of the district, and top level administrators having the skills necessary to evaluate middle managers, thereby insuring the continuity of the evaluation program.

Another important aspect of leadership for evaluation programs is the necessity of leaders to read the context in which the evaluation program must operate (Duke and Stiggins, 1987; Thorson, Miller, and Bellon, 1987). Duke and Stiggins (1987) define the context for evaluation leadership as the political and labor relationship context in which the program operates. The political context includes laws and state board requirements as well as the local political environment. Labor relations include the history of labor relations in the district and contractual considerations such as collective bargaining agreements which may address teacher evaluation. The role of leadership does not stop at reading the context in which an on-going evaluation program operates, however. Top level administrators must be committed enough to the program to

insure that it is consistent with the goals, needs, organizational structure, and community expectations of the school system (Thorson, Miller, and Bellon, 1987; Wise, Darling-Hammond, McLaughlin, and Bernstein, 1984).

Proceeding with all the knowledge they can garner as to the context in which the program will operate, leaders must insure that planning is taken as the vital first key ingredient of any evaluation program which is intended to last for a considerable period of time (Thorson, Miller, and Bellon, 1987). Leaders must commit the resources necessary to insure that the program is planned with knowledge of the context in which it is to operate, proceeds with caution as to identification of proper criteria, and addresses the goals and expectations held for the district's schools and teachers (National Association of Secondary School Principals, 1984; Wise, Darling-Hammond, McLaughlin, and Bernstein, 1984).

"... While it is necessary to have strong leadership at the top, it is not sufficient. Leadership must be dispersed throughout the organization" (McGreal, 1987, p. 134).

McGreal refers to density of leadership, a broadening base of leadership extending down through the organization from top level administrators to middle level administrators all the way to teachers themselves. According to McGreal the ability to develop the necessary density of leadership is most prevalent at the local level, but recent state

initiatives have lead to most systems having to subject their evaluation programs to state department approval which has diluted leadership potential.

Criteria

The criteria utilized in an evaluation program are crucial to the eventual ability of the program to make a difference in the teaching act (McGreal, 1987). Much of the debate pertaining to merit pay centered on discussions of the criteria used to evaluate and make decisions pertaining to teachers who were to receive bonuses and those who were not. Harris and Associates (1984) found that a wide majority of teachers stated that they agreed with the concept of merit pay, but they expressed uncertainty about the ability of administrators to develop evaluative measures which would distinguish meritorious teaching from non-meritorious teaching. Teachers did not believe that criteria could be developed to attain the goals of merit pay--to differentiate between the deserving and the non-deserving.

Thorson, Miller, and Bellon (1987) state that the criteria used to evaluate teachers must be consistent with the organizational goals and expectations. Duke and Stiggins (1987) propose that the criteria used to evaluate the instructional act center on teacher attributes. These teacher attributes include: instructional competence, personal expectations, openness to suggestions, orientation

to change, subject matter knowledge, and experience. Wise, Darling-Hammond, Mclaughlin, and Bernstein (1984) concur, concluding that systems must decide on the main purpose of their evaluation systems and then match the process to this purpose.

The criteria used in evaluation must be both clear and consistent (Conley, 1987). Clear and consistent criteria lead to a willingness by teachers to accept the criteria as relevant to their setting and set the stage for the evaluation process to bring about improvement in instructional practices. Conley argues that the most effective means to get teachers to buy in to the process is to enlist their aid in the process of development of the criteria for evaluation. The sense of ownership created through such a procedure, according to Conley, will eliminate the natural inclination of the evaluatee to reject the criteria out of hand as irrelevant to their situation.

Defining the criteria for an evaluation program is a difficult task. The National Association of Secondary School Principals (1984) suggests that the proper method is through job analysis. Job analysis would lead to a clear understanding of the tasks required of the teachers and provide the proper context for the development of the criteria. As the context becomes clear, the task of listing criteria becomes much easier. McGreal (1987) addresses the descriptive nature of evaluative criteria:

A full presentation of evaluation criteria for use as a generic description should include personal, organizational, professional, and performance-directed criteria. All may not be equally important in determining the overall worth or value of a teacher, but they contribute to the overall view of what a teacher is minimally expected to do and to be (p.137).

The development of criteria must also be attuned to legal restraints. "... Only two types of criteria will 'stand up' if challenged in due process or legal settings: those based on research findings and those derived from consensus agreement of those persons to be evaluated" (French and Malo, 1987). Once again, the importance of involving teachers in the process is accentuated.

Data Sources

Nearly unanimous agreement exists in the literature as to the need for multiple data sources to indicate whether or not teachers meet specified evaluative criteria (Darling-Hammond, 1986; Glatthorn, 1984; McGreal, 1983). Conley (1987) in identifying the critical attributes of effective evaluation systems lists multiple data sources as one of the eight.

Differing notions exist, however as to the sources that can be employed in the collection of data. McGreal (1987) lists eight data sources: (1) paper and pencil tests, (2) self-evaluation, (3) parent evaluation, (4) peer evaluation, (5) student performance, (6) student evaluation, (7) artifact collection, and (8) observation. The National

Association of Secondary School Principals (1987), on the other hand, lists six: (1) teacher interviews, (2) classroom observation, (3) student achievement, (4) student ratings, (5) work samples, and (6) other measures (e.g., tests). Duke and Stiggins (1987) reduce the number of data sources to three broad classes: (1) class observation, (2) examination of records, and (3) student performance. They argue, however, that summative data can be drawn from just one of these sources whereas formative evaluation must have data from all three categories in order to be effective.

Russell French and George Malo (1987), both highly involved in the design of the Tennessee Career Ladder's evaluation plan, suggest that decision-making regarding data sources should be based on consideration of (1) the intended use of the data; (2) the proximity of the data source to the teacher; (3) the perceived bias of the source of the data; (4) the ease of extracting the data from the source; (5) the accuracy of the source; and (6) the efficacy of the data.

Evaluators

Evaluators impact the evaluation process as no other criteria for effectiveness can. It is the evaluator who is in direct contact with the evaluatee, and it is he who to a large extent controls the human interaction of the evaluative process. Duke and Stiggins (1987) identify six attributes of successful evaluators. The criteria include: (1) credibility, (2) persuasiveness, (3) patience, (4)

trust, (5) the evaluator's track record, and (6) the ability of the evaluator to model proper teaching behaviors.

Evaluator credibility is built through several factors including knowledge of the technical aspects of teaching, knowledge of the subject area, years of classroom teaching experience, the recency of his teaching experience, and familiarity of the evaluator with the teacher's classroom and students (Duke and Stiggins, 1987). Bellon (1983) argues that evaluators must possess skills in communication, decision making, interpersonal relationships, planning, data collection, resource management, and conflict management in order to build credibility through his various roles in the evaluation process. Bellon also sees the credibility of the evaluator built through his roles as a model of desired behavior, an evaluation program manager, an instructional process leader, and a curriculum monitor.

"Credibility may be important for teacher growth, but it is insufficient alone. Evaluators must be able to persuade teachers to alter their actions by providing clear, convincing reasons why change is needed" (Duke and Stiggins, 1987, p. 23). The reasons for change will arise in the form of data relating to district goals, community concerns, school needs assessment, classroom observations, analyses of student performance, research findings, state and federal mandates, and court rulings. In short, persuasiveness is needed because teachers have come to see evaluation in terms

of personnel decision making (Duke and Stiggins, 1987). Evaluators will find skills in communication, decision making, and interpersonal relations as well as skills in conflict management valuable tools in the process of convincing teachers to change behaviors (Bellon, 1983).

Evaluators must possess the patience to allow the process to take its full course. The natural temptation is to allow the pressures of time to tempt evaluators to cut corners during the process (Duke and Stiggins, 1983). Skills in planning will provide the evaluator patience to develop the necessary time to allow the process to unfold properly (Bellon, 1983).

"The ability to inspire trust is priceless for those who would presume to suggest changes in teacher behavior" (Duke and Stiggins, 1987, p. 25). "It is critical to the health of the organization for evaluators to reflect attitudes based on their own personal characteristics of honesty and integrity.... Honest transactions between evaluators and teachers are necessary if schools are to be healthy organizations" (Bellon, 1983, pp. 223-24). Evaluators will develop trust through honest intentions, good interpersonal skills, teacher participation in the process, confidentiality of findings, and consistency (Duke and Stiggins, 1987).

Every evaluator brings with him a track record. The development of a positive track record depends on the

ability of the evaluator to avoid giving the impression that all his suggestions will automatically work, to avoid the compulsion to offer answers to everything, to seek answers for the seemingly unanswerable in site-specific situations, and to work together with the teacher to find reasons why unsuccessful attempts to improve performance have failed (Duke and Stiggins, 1987).

"One of the most difficult challenges facing the evaluator is to model the behavior desired in others" (Bellon, 1983, p. 219). Duke and Stiggins (1987) see the process of modeling to be a function of coaching--that is to demonstrate the desired behavior for the teacher to observe before putting it into practice. Bellon (1983) sees this function as being highly important for the evaluator to establish his commitment to professional growth and renewal.

Training is also an important factor in the development of successful evaluators (Conley, 1987; French and Malo, 1987; Kuzman and Harte, 1985; National Association of Secondary School Principals, 1984). As in due process considerations, evaluator training should take place in two areas. Training of evaluators should be based on plans for both procedural and substantive uses of the evaluation system (Conley, 1987). Time must be allowed for the proper initiation and practice in using the evaluation system before evaluators can be expected to be effective or

teachers can be expected to have faith in their evaluators (French and Malo, 1987).

Uses of Data

The question of the use of data collected in the evaluation process continues to be one of the keys in the process of evaluating instructional practice (Wise, Darling-Hammond, McLaughlin, and Bernstein, 1984). "Evaluation should include both formative and summative evaluation activities" (Bellon and Bellon, 1982, p. 98). Formative evaluation practices must be tailored to the individual context and the teacher's individual capabilities. The process of formative evaluation must be endorsed by teachers in order for it to be effective as well as providing information to the teacher that will allow him to improve (Duke and Stiggins, 1987). Summative evaluation, on the other hand, must be uniform for all teachers and defensible legally (Duke and Stiggins, 1987; French and Malo, 1987).

McGreal (1987) argues that while evaluation processes must be concerned with both formative and summative measures, the processes should be complimentary. Evaluation should maintain an emphasis on teacher improvement through the promotion of teacher involvement, thereby increasing the likelihood of changes in teacher behaviors and promoting better attitudes toward evaluation by the evaluator and evaluatee.

Conley (1987) proposes that effective evaluation systems employ differing levels of evaluation, each with a different goal. The differing levels of evaluation distinguish between teachers in the growth and development mode and teachers in the remediation mode. No matter the level of evaluation, the system provides for feedback for growth or correction.

Link to Staff Development

"Supervision and observation activities should generate information to help teachers improve their performance on a regular and systematic basis" (Bellon and Bellon, 1982, p. 106). In essence, then, the process of evaluation should allow the teacher to develop and grow as a professional (Buttram and Wilson, 1987; Brant, 1987; Thorson, Miller, and Bellon, 1987).

The process of linking evaluation systems to staff development programs is a symbiotic process (McGreal, 1987). This linkage allows for the development of common definition of terms and language through which a clear focus on the instructional process is achieved.

Duke and Stiggins (1987) suggest that one of the contexts of the evaluation process which must be analyzed is the willingness and ability of the school district to provide the necessary resources for growth and development. Districts expect teachers to grow as a result of the evaluation process. A reasonable expectation by teachers is

for the district to provide them with the proper resources for them to achieve enhanced professional stature.

Improving Chances for Success

The chances for evaluation systems to be successful can be enhanced through attention to two sets of concerns-- teacher participation in the entire evaluation process from planning to implementation and provisions for keeping teachers informed about the evaluation system.

Teacher perceptions of the validity of evaluation systems is a direct function of the degree of teacher participation in the process (Conley, 1987; Wise, Darling-Hammond, McLaughlin, and Bernstein, 1984). In order for evaluation to bring about growth and development, teachers must perceive the process to be non-threatening and fair. Increasing the degree of teacher participation in the process will lead to feelings of trust of the process and eliminate the threatening nature of evaluation as teachers have know it (Turner, 1987; Thorson, Miller, and Bellon, 1987; National Association of Secondary School Principals, 1984).

In order for teachers and evaluators to function collegially in the evaluation process, both parties must feel comfortable with their knowledge of the mechanics of the process (Conley, 1987). McGreal's (1987) notion of density of leadership which develops trust in the process depends on the sharing of information about the evaluation

process through all levels of the organization. Personnel entering into "... summative evaluation... are entitled to know exactly what is required of them before they enter into the evaluation process" (French and Malo, 1987, p. 40).

F. Tennessee Career Ladder Evaluation

The passage of the "Comprehensive Education Reform Act of 1984" brought with it the implementation of the Tennessee Career Ladder and its evaluation system. This evaluation system has been the subject of innumerable conversations in teachers' lounges, conference meetings, graduate school seminars, and dinner tables across the state. The purpose of this section is to examine the evaluation system employed with the Tennessee Career Ladder in terms of the eight attributes (Conley, 1987) common to successful evaluation programs identified in the previous section.

Leadership

Carol Furtwengler (1987) attributes the passage and subsequent implementation of the Tennessee Career Ladder to the effective leadership provided by the legislature, the Governor (at the time of passage and implementation), the people of the state, and teachers and administrators. Furtwengler's argument deals mainly with the enactment of legislation and funding for the plan. Noticeably absent is any discussion of the necessary leadership for success of the evaluation system or other aspects of the plan.

Although a diligent search of the literature was conducted, no other mention of leadership as regards the Tennessee Career Ladder Plan could be found.

Criteria

The 1986-87 Teacher Orientation Manual for the Career Ladder proclaims:

In developing the evaluation system, both educational research and information from teachers across Tennessee were used to identify the skills and knowledge of effective teaching. The domains of competency that are evaluated are consistent with this research and also with what thousands of Tennessee teachers mentioned when asked what skills were important to good teaching (Tennessee Department of Education, 1986, p. 11).

The domains of competence identified by the evaluation plan for the Career Ladder include: (1) planning for instruction, (2) teaching strategies, (3) evaluation of student progress, (4) classroom management, (5) professional development and leadership, and (6) basic communication skills. These domains appear consistent with the areas of teacher attributes identified by Duke and Stiggins (1987) and McGreal (1987). / However, Randall (1986) in her study of the evaluation system for the Tennessee Career Ladder found that teachers who experienced a lack of success or were nonparticipants believed that the evaluation process had little discriminatory power in terms of its ability to differentiate between the varying abilities of teachers. Randall also found a general feeling among teachers in her study that they were not involved in the process of

identifying the criteria for evaluation deeply enough for the process to have meaning to them.

Data Sources

"In measuring areas of competence, it is important to have as many sources of information as possible. Tennessee's Career Ladder Program uses the multiple data sources concept" (Tennessee Department of Education, 1986, p. 20). The data sources utilized in the system include: the teacher, the evaluator, the teacher's principal, and the teacher's students. Six instruments are used to collect the data in the evaluation process: classroom observation rating forms, dialogue session summary forms, two questionnaires (one student, one principal), a summary of professional development and leadership activities, and a written test of professional knowledge (Tennessee Department of Education, 1986). \

Randall (1986) found that many nonparticipants opted out of the Career Ladder due to the onerous nature of the evaluation process. Many of the teachers in her sample cited the time away from teaching duties required to collect the necessary documentation as well as the demands of the conferences and evaluation sessions themselves.

Evaluators

→ "Evaluator training is thorough and intense. All evaluators complete approximately four (4) weeks of initial

training in various phases of the evaluation process" (Tennessee Department of Education, 1986, p. 3). In addition, evaluators are instructed in the process of conducting dialogues and providing feedback at various intervals during the year (Tennessee Department of Education, 1986).

French and Malo (1987) reinforce the notion of the importance of evaluator training as do McGreal (1987) and others. However, Randall (1986) concludes that evaluator training for the Tennessee Career Ladder evaluation system is insufficient.

Uses of Data

One of the primary stated goals of the Tennessee Career Ladder Program is to improve teaching practices in the state's schools (Tennessee Department of Education, 1986). Consensus opinion exists among experts that in order for the evaluation process to have a positive impact on the teaching process and produce change in teaching behaviors, both formative and summative processes must jointly coexist, working toward the same ends (McGreal, 1987; Conley, 1987; Bellon and Bellon, 1982). Feedback from the data gathered must be shared with the evaluatee so as to provide information to direct improvement (Duke and Stiggins, 1987; Bellon and Bellon, 1982).

Randall (1986) concludes that the evaluation system employed with the Tennessee Career Ladder fails to provide

the necessary information for directing teacher improvement. The summative process employed suffers from a time-lag in terms of feedback, and no formative processes are employed.

Link to Staff Development

No mention is made of a link between the evaluation process and staff development programs in the literature pertaining to the Career Ladder evaluation process. The process is a summative process and does not purport to serve the purpose of providing an impetus for staff development programs.

Improving Chances for Success

Randall (1986) found a clear relationship between success in the evaluation process and a positive attitude toward it. She also found a relationship between the lack of success or nonparticipation and a negative attitude toward the evaluation process. Teachers felt left out of the planning of the program, and as a result, expressed the perception that the program had little relation to their needs. Information sharing in the process suffered from a problem in sufficiency and in clear communication of feedback. Teachers expressed the belief that evaluators were not properly trained to make valid inferences regarding their teaching, and expressed the belief that their own supervisors and principals would better serve as evaluators.

The Tennessee Department of Education has made attempts to communicate with teachers regarding the program, however. Each year a Teacher Orientation Manual is provided to prospective teachers. Other avenues of communication seem to need exploration in order to address the concerns raised by Randall, however.

Chapter III

DESIGN AND PROCEDURE OF THE STUDY

A. Introduction

This study provided a compilation of the current status of performance-based pay in K-12 public schools in the United States. In addition, the study developed a set of eight criteria for effective evaluation programs and compared the evaluation program for the Tennessee Career Ladder against these criteria. These tasks were accomplished via a thorough review of the related literature. The study also sought to describe the perceptions of teachers and principals in four distinctive types of Tennessee schools pertaining to the evaluation process for the Tennessee Career Ladder program. Specifically, teachers and principals were asked to respond to interview questions related to features of evaluation programs for decision-making and for professional growth. Interview questions were selected for their ability to determine the perceptions of teachers and principals toward both evaluation in general and toward the evaluation program for the Tennessee Career Ladder in particular.

Teachers and principals were asked to suggest ways to improve the evaluation process for the Career Ladder program. As the interview of each participant unfolded,

opportunities were presented for the interviewee to identify possible remedies for perceived problems in the evaluation program.

As with most descriptive studies, the demographic variables were examined in several different combinations and the data cross-checked in order to determine patterns of responses. Patterns within the different demographic groupings were also checked against the general patterns of the entire population studied in order to insure full description of teacher and principal perceptions. This was accomplished by checking patterns of responses by Levels I, II, and III teachers and principals against the overall pattern of responses established by the entire sample. In addition, the responses within each system in the study were also checked against the pattern established by the entire sample.

B. Study Design

This study was preliminary in nature. No baseline data were available from which to develop a questionnaire for use in describing teacher and principal perceptions of Career Ladder evaluations. Therefore, interview techniques were used and a qualitative design was employed to generate the data. The study had as its major purpose to describe rather than to test hypotheses (Labovitz and Hagedorn, 1971). Qualitative research such as this study allows for

understanding situations in their totality. The underlying assumption in choosing this type of design was that the whole is greater than the sum of its parts (Patton, M. Q., 1980). In addition, the use of qualitative research techniques also avoided a common problem with questionnaire research--a priori manipulation of the outcomes of the study (Lincoln and Guba, 1985).

A semi-structured interview was developed as the vehicle for the collection of data for the study. This allowed for full coverage of the perceptions of teachers and principals while also limiting interviews to manageable units of time. The semi-structured nature of the interviews allowed for unforeseen data to emerge through a process of probing within certain predetermined limits. By attending to teacher and principal perceptions, a full, rich data base was developed from which central themes could be identified.

Content analysis in a convergent examination of responses from pilot test and early interviews was applied to the data. From this examination, an initial classification system was developed. Next, a divergent analysis of the data led to revision of the classification system expanding it to include new categories and clusters of data for further analysis (Guba, 1978). In essence a list of codes for specific statements was generated which allowed the researcher to identify important themes or clusters of data, leading to clustering of related segments

of the data (Miles and Huberman, 1984). Coding of patterns in this manner served to "...identify an emergent theme, pattern, or explanation" (Miles and Huberman, 1984, p. 67) not readily apparent in the first examinations of the data. The process of qualitative coding resulted in a set of different classifications into which the data were placed in order to better understand the true perceptions of teachers and principals regarding Career Ladder evaluations in Tennessee (Goode and Hart, 1952).

Data were classified in context units (the interview questions) and recording units (the specific statements). The analytical techniques of frequency counting, establishing of relations between demographic variables, imaging, clustering, and contextual classification (Krippendorff and Klauss, 1980) allowed the researcher to fully describe the perceptions of the interviewees. (See Appendix A for a sample of a completed coding sheet and tally sheet for one interview question for one system in the study.)

C. Instrument Development

An exhaustive review of the related literature was conducted in order to establish the context for this study. Two particular topics were reviewed: performance-based pay and the generally accepted principles of effective evaluation of instruction. The findings from the literature

review served to focus the development of a semi-structured interview schedule for use in the study.

The design of the interview schedule also accounted for the various aspects of the Tennessee Career Ladder evaluation program and possible interaction with the findings from the literature review. The interview schedule included the following categories: (1) Purposes of the Career Ladder Evaluation Program; (2) Local Evaluation; (3) State Evaluation; (4) Local Evaluators; (5) State Evaluators; (6) Locus of Control; (7) Feedback; and (8) Other (this section asked for responses not covered in any of the other sections).

Section One, Purposes, included four questions: (1) What do you perceive to be the purposes of state evaluation for the Career Ladder? (2) Do you agree with the purposes of the evaluation program for the Career Ladder? If not, what changes would you make in the purposes of the program? (3) Do you have a program of local teacher evaluation? If so, what do you perceive to be the purposes of this program? (4) Do you agree with the purposes of the local teacher evaluation program? If not, what changes would you recommend to improve the purposes of the program?

Section Two, Local Evaluation, included four questions: (1) What is your appraisal of local evaluations for the Career Ladder? (2) Do you think the evaluation process for the Tennessee Career Ladder has affected local teacher

evaluation? If so, how? (3a) Would you recommend any changes for local evaluations for the Career Ladder? If so, what would they be? (3b) Would you recommend any changes for local teacher evaluation not associated with the Career Ladder? If so, what would they be?

Section Three, State Evaluation, included four questions: (1) What is your appraisal of state evaluations for the Career Ladder? (2a) How do you perceive the effects of the state evaluation process on you (teachers under your supervision)? (2b) How do you perceive the effects of the state evaluation process on other teachers (teachers not under your supervision)? (3) Would you recommend any improvements for state evaluations for the Career Ladder? If so, what would they be?

Section Four, Local Evaluators, included two questions: (1) What have the effects of the Career Ladder evaluation process been on local evaluators? (2) Would you make any recommendations to improve the relationship between local evaluators and teachers?

Section Five, State Evaluators, included two questions: (1) What are your perceptions of state evaluators for the Career Ladder? (2) Do you think the way state evaluators function can be improved? If so, how?

Section Six, Locus of Control, included three questions: (1) For purposes of Career Ladder decision-making, who would you like to have evaluate you (who would

teachers under your supervision like to have evaluate them)? Please elaborate. (2) For purposes of Career Ladder decision-making, who do you think other teachers (teachers not under your supervision) would like to have evaluate them? Please elaborate. (3) What recommendations would you make to insure the fairest possible evaluations for teachers?

Section Seven, Feedback, included three questions: (1) Please describe the feedback you (teachers under your supervision) received from your (their) Career Ladder evaluation(s)? (2) Would you make any changes in the nature of feedback from Career Ladder evaluations? If so, what would they be? (3) Do you think evaluation can be used to help teachers grow and improve? If so, in what ways?

Section Eight, the final section, included one question: (1) Would you like to speak about any other issue pertaining to Career Ladder evaluations not covered in this interview?

The design of the interview schedule allowed for the accomplishment of two purposes. First, the interviews served to probe the perceptions of practitioners as to the current status of the evaluation program for the Career Ladder. Second, the interviews sought to identify possible improvement measures that practitioners deemed feasible.

D. Pilot Testing

Pilot testing of the interview schedule was conducted in the Meigs County school system during November and December 1987. Pilot tests were conducted in as close an approximation of actual study conditions as possible. Teachers assigned to elementary students, middle school students, and high school teaching positions were interviewed as part of the pilot testing. Principals in elementary school assignments and high school assignments were also interviewed in the pilot test.

The pilot test was conducted in three phases.

In the first phase two middle school teachers were interviewed. Based on close examination of the interview data, revisions in the instrument were made. A second phase of the pilot test was then conducted in which a high school teacher and a high school principal were interviewed. Again, close examination of the data from the interviews led to revisions of the instrument. A third and final round of the pilot test was conducted with an elementary teacher and an elementary principal participating in interviews. As with the previous two rounds of the process, close examination of the interview data led to minor revisions in the interview schedule. The final instrument was then constructed. (The changes in the interview schedule resulting from pilot testing are shown in the different iterations included as Appendix B.)

During the pilot test of the interview instrument, certain patterns of probing emerged as applicable to the study's intentions. As a result, the researcher was able to develop probes for questions to be asked during the interviews.

Pilot testing also allowed for the development of initial content analysis coding categories. These categories provided a consistent foundation for the process of content analysis which was applied to the data from the study itself.

E. Sample

A total of forty-eight educators were included in the sample. Twelve of the sample were Level I teachers, twelve Level II teachers, and twelve Level III teachers. In addition, twelve principals were interviewed.

The sample was further subdivided by the type of school system in which the different teachers taught and the school teaching assignment. Nine teachers, three each from Levels I, II, and III, from rural schools, urban schools, combination rural/suburban schools, and combination urban/suburban schools were included in the sample. In each setting teachers in an elementary school, a middle school, and a high school were interviewed. The principal in each school was also included in the sample (Table 1).

Table 1
Participants in the Study

Demographic Description of Participants (n=48)										
By System				By Level				By Assignment		
R	RS	US	U	LI	LII	LIII	P	Elem	Mid	High
12	12	12	12	12	12	12	12	16	16	16

F. Data Analysis

Content analysis was the method chosen to analyze the data collected in the study. After pilot testing was completed, the researcher devised a preliminary set of coding categories for analysis of the data collected. These categories changed as each of the interviews was analyzed and responses recorded. These categories were specific response types as they related to the questions on the interview schedule (Miles and Huberman, 1984).

The initial specific categories were then analyzed to identify any themes which emerged in the interview process and a set of pattern codes applied to the data. These codes were then clustered into related segments of data as the emergent themes became apparent (Miles and Huberman, 1984). A process of memoing or writing notes to mark particularly important themes or patterns which occurred to the researcher during the coding process aided in the final analysis of the data (Glaser, 1978). (Appendix C contains a complete set of coding sheets which illustrate the clustered content analysis categories with the specific coding categories listed under each.)

Inter-rater reliability was established by the application of the formula: $\text{inter-rater reliability} = \frac{\text{number of agreements}}{\text{number of agreements} + \text{number of disagreements}}$ (Miles and Huberman, 1984).

This was accomplished by the checking of the initial coding process in every fourth case by the researcher against the coding of two colleagues at Roane State Community College. This check yielded an inter-rater reliability coefficient of .7473 (1372 agreements divided by a total of 1836 agreements plus disagreements).

Data were analyzed by determining frequencies of clustered remarks in the interviews and by calculating percentages. In addition, the data were checked against the demographic variables of type of assignment, Career Ladder status, and type of system.

Data collected in the study were analyzed in order to formulate a description of what Tennessee teachers and principals believe to be the current problems in the evaluation program for the Career Ladder. These data served as the basis for conclusions and recommendations for strengthening the Career Ladder evaluation program.

Chapter IV

PRESENTATION OF DATA

A. Introduction

This study attempted to describe the perceptions of practitioners in Tennessee public schools pertaining to the current status of the evaluation program for the Tennessee Career Ladder and possible means for improvements in the program. Teachers and principals from four different types of systems were included in the study to insure that a good representation of the range of types of schools in the state were studied. Teachers from all three levels of the Career Ladder were interviewed by choosing a representative from each of the levels in an elementary school, a middle school, and a high school in each of the four systems. In addition, the principal of each school was also interviewed.

The interview schedule (modified slightly for principals) employed in the study was designed by the researcher after an intensive review of the literature pertaining to performance-based pay and to currently accepted principles of effective instructional evaluation, the interview process was intended to guide respondents through a thorough discussion of their views pertaining to the current status of the evaluation program for the Career

Ladder and to possible remedies for problems they perceived in the program.

Responses to the questions were recorded by the researcher, and direct quotations were made when they seemed to be especially pertinent to the study questions. Content analysis was then employed to determine the patterns in the responses and to check the patterns against the demographic variables of: type of certificate, type of system, and teaching assignment (Complete demographic responses can be seen in the tables in Appendix D). Themes emerged from this analysis from which the researcher drew conclusions and made recommendations.

B. Section One: Purposes

The first question in this section stated, "What do you perceive to be the purposes of state evaluation for the Career Ladder?" Five clustered response categories were identified for teacher and principal responses to this question: (1) To Influence Teacher Performance; (2) To Standardize and Improve Evaluation; (3) To Classify and Award Merit Pay; (4) To Improve Teacher Pay; and (5) Negative Motives. Clustered category one, To Influence Teacher Performance, was further subdivided into positive influences on teacher performance and negative influences on teacher performance.

There was a great deal of disparity among the participants as to their perceptions of the purposes of the evaluation program for the Career Ladder. Although the category To Influence Teacher Performance received the most citations (46), there was disagreement within this category with twenty-five citations mentioning positive influences and twenty-one citations mentioning negative influences. Over twenty-one percent (21.74%) of the total citations mentioned positive influences on teacher performance, but over eighteen percent (18.26%) of the total citations mentioned negative influences on teacher performance.

Thirty-one citations (26.96%) were coded in the To Classify and Award Merit Pay category. This represented the most citations of any of the remaining categories. Eighteen (15.65%) of the total citations were coded in the category To Standardize and Improve Evaluation; eleven (9.57%) in the category Negative Motives; and nine (7.83%) in the category To Improve Teacher Pay.

No clear pattern could be established within the various systems as to perceptions of the purposes of the Career Ladder evaluation program. In addition, no deviation from the pattern of the entire sample emerged from the analysis of the different levels of the respondents. No clear pattern of deviation from the responses of the entire sample could be established when the data were examined by

the teaching assignments of the respondents. Table 2 summarizes the responses to the first question.

The second question in this section asked, "Do you agree with the purposes of the evaluation program for the Career Ladder? If not, what changes would you make in the purposes of the program?" Four clustered response categories were identified for teacher and principal responses to this question: (1) Agreement, subdivided into unconditional and conditional agreement; (2) Use of Local Evaluators; (3) Improvements to the Evaluation Process; and (4) Other specific suggestions. The other specific suggestions category was created to code suggestions such as reducing paperwork, eliminating the program, and making the program less intimidating among others. No patterns could be discerned within this category, so the category could be developed no further.

Sixty-three responses were coded to this question. Thirty-five responses (19 unconditional and 16 conditional) expressed agreement with the purposes of the evaluation program for the Career Ladder. Five responses indicated that local evaluators should be used in the program, twelve indicated improvements in the evaluation process, and eleven mentioned other specific suggestions for improvements in the program. In no case did responses indicate improvements for the purposes of the Career Ladder program.

Table 2

Responses to Question 1 - Section 1

"What do you perceive to be the purposes of state evaluation for the Career Ladder?"

<u>Category</u>	<u>Total Responses</u>	<u>Percentages</u>
To Influence Teacher Performance	46	40%
A. Positive	25	54.35%
B. Negative	21	46.65%
To Standardize and Improve Evaluation	18	15.65%
To Classify and Award Merit Pay	31	26.96%
To Improve Teacher Pay	9	7.83%

Table 2 (continued)

<u>Category</u>	<u>Total Responses</u>	<u>Percentages</u>
Negative Motives	11	9.57%
Totals	----- 115	

Rural personnel expressed less agreement (33.33%) than did the other three system personnel. Citations of agreement for personnel in the other three systems represented over sixty percent of the total citations coded for each. Reflecting this basic disagreement with the purposes of the program, over thirty-eight percent (38.10%) of the citations credited to rural personnel were in the category Improvements in the Evaluation Process. All other patterns were relatively equal in the remaining categories. Analysis by level revealed no deviation from the overall response of the total sample; however, analysis by assignment revealed a much lower total of citations of agreement for middle school personnel (33.33%) compared to elementary (88.24%) and high school (52%) personnel. Table 3 summarizes these data.

Question three in this section asked, "Do you have a program of local teacher evaluation? If so, what do you perceive to be the purposes of this program?" Four clustered coding categories were identified for this question: (1) State Program Influences; (2) To Improve Teaching; (3) To Verify Teacher Behaviors; and (4) To Influence Evaluation Practices. Ninety-one total responses were recorded in response to this question. Thirteen responses mentioned the influence of the state evaluation program on local teacher evaluation, accounting for over fourteen percent (14.29%) of the total responses to the

Table 3

Responses to Question 2 - Section 1

"Do you agree with the purposes of evaluations for the Career Ladder? If not, what changes would you make in the purposes of this program?"

<u>Category</u>	<u>Total Responses</u>	<u>Percentages</u>
1. Agreement	35	55.55%
A. Unconditional	19	54.29%
B. Conditional	16	45.71%
2. Use of Local Evaluators	5	7.94%
3. Changes in the Evaluation Process	12	19.05%
4. Other Specific Suggestions	11	17.46%
Totals	----- 63	

question. Twenty-nine responses cited the purpose of improving teaching, accounting for more than thirty-one percent (31.87%) of the total responses to the question. Thirty-one responses cited the purpose of verifying teacher behaviors, accounting for nearly thirty-five percent (34.70%), which was the highest proportion, of recorded responses to the question. Eighteen responses referred to the purpose of influencing evaluation practices accounting for approximately twenty percent (19.78%) of the total responses to the question.

Two of the four coding categories for this question dealt either with state program influences on local evaluation, e.g., adoption of the state evaluation process, or with influences on local evaluation practices, e.g., standardizing local evaluation across the state. These two categories accounted for thirty-one of the total ninety-one responses or just over one-third (34.07%). The other two categories, To Improve Teaching and To Verify Teacher Behaviors, accounted for sixty of the total responses or nearly two-thirds (65.93%). Similar concentrations of responses were found across the demographic categories as well. Clearly, teachers had more certain perceptions of the purposes of local evaluation than was the case with state evaluation for the Career Ladder. Table 4 summarizes the data presented above.

Table 4

Responses to Question 3 - Section 1

"Do you have a local teacher evaluation program? If so, what do you perceive to be the purposes of this program?"

<u>Category</u>	<u>Total Responses</u>	<u>Percentages</u>
1. State Program Influences	13	14.29%
2. To Improve Teaching	29	31.87%
3. To Verify Teacher Behaviors	31	34.07%
4. To Influence Local Evaluation Practices	18	19.78%
Totals	----- 91	

The final question in this section asked, "Do you agree with the purposes of the local teacher evaluation program? If not, what changes would you recommend to improve the purposes of the program?" Three clustered coding categories were identified for the responses to this question: (1) Agreement; (2) Changes in the Outcomes of Evaluation; and (3) Improvements in the Evaluation Process. Fifty-two total responses were coded in these three categories.

Thirty-eight (73.08%) of the total responses to this question expressed agreement with the purposes of the program. Ten (19.23%) responses suggested changes in the outcomes from evaluations, and four (7.69%) responses suggested improvements in the evaluation process.

Interestingly, teachers and principals agree with the purposes of their local evaluation programs even though they indicate that state influences have forced them to adopt the state evaluation model or state influences have changed evaluation practices. Outcomes from evaluations are more of an issue with Level I and Level II teachers than with Level III teachers or with principals.

A high degree of agreement with the purposes of local evaluation was also found among the different types of schools. Middle school personnel expressed the least agreement with the purposes of the program, but their comments in agreement with the purposes of local evaluation accounted for more than one-half of the citations credited

to them. Middle school personnel accounted for a majority of the suggestions for changes in the outcomes from evaluations making up over one-half (60%) of the responses to this question. Table 5 summarizes these data.

Contrary to the findings concerning local evaluation, teachers and principals did not express nearly as much agreement with the purposes of the state evaluation program for the Career Ladder. They expressed far more desire for changes in the evaluation process than was the case with local evaluations. Even though they noted the effects of the state process either through adoption of the state evaluation model or through influences on local evaluation processes, teachers and principals expressed little need for changes in the local evaluation process.

C. Section Two: Local Evaluation

The first question in this section asked, "What is your appraisal of local evaluations for the Career Ladder?" Two clustered coding categories were identified for this question--(1) Positive Appraisal, subdivided into Positive Appraisal Not Compared to State Evaluations and Positive Appraisal Compared to State Evaluations and (2) Negative Appraisal, also subdivided into Negative Appraisal Not Compared to State Evaluations and Negative Appraisal Compared to State Evaluations.

Table 5

Responses to Question 4 - Section 1

"Do you agree with the purposes of the local teacher evaluation program? If not, what changes would you recommend to improve the purposes of this program?"

<u>Category</u>	<u>Total Responses</u>	<u>Percentages</u>
1. Agreement	38	73.08%
2. Changes in the Outcomes of Evaluations	10	19.23%
3. Changes in the Evaluation Process	4	7.70%
Totals	----- 52	

One hundred seven total responses were coded to this question. Sixty-eight (63.55%) of these were positive in their appraisal of local evaluations for the Career Ladder, and thirty-nine (36.45%) were negative. Thirty-five (51.47%) of the remarks expressing positive appraisal did not refer to state evaluations, while thirty-three (48.53%) did. Twenty-four (61.54%) of the remarks expressing negative appraisal of local evaluations did not refer to state evaluations, while fifteen (38.46%) did.

Local evaluations for the Career Ladder received mixed reviews among the four systems in the study. Rural/suburban and urban/suburban schools expressed the most positive appraisals of local Career Ladder evaluations. Although the majority of responses of rural personnel and urban personnel were positive, personnel in these two systems were noticeably less positive than in the other two systems.

The distribution of positive appraisal of local Career Ladder evaluations was relatively evenly distributed among the various levels, but not as evenly distributed among teaching assignments. Elementary personnel were the most positive in their appraisal of local Career Ladder evaluations. Of the forty-one total citations recorded for elementary personnel, thirty-two (78.05%) were positive in their appraisal, and nine (21.95%) were negative. Although positive in their appraisal of local Career Ladder evaluations, high school personnel were not as positive as

elementary school teachers and principals. Middle school personnel were evenly split in their appraisal of local Career Ladder evaluations. Thirty-two total remarks were credited to middle school teachers and principals of which one-half (50%) were positive and one-half (50%) negative in appraisal of local evaluations for the Career Ladder.

System type and teaching assignment seem to have an impact on teacher and principal appraisal of local Career Ladder evaluations. Rural and urban system personnel were less positive in their appraisal of local evaluations than were rural/suburban and urban/suburban system personnel. Elementary school personnel were highly positive in their appraisal of these evaluations, high school personnel moderately positive in their appraisals, and middle school personnel evenly distributed in their appraisals. Principals were highly positive toward local Career Ladder evaluations, and teachers at the various levels were moderately positive toward these evaluations. Table 6 summarizes the responses to this question.

The second question in this section asked, "Do you think the evaluation process for the Tennessee Career Ladder has affected local teacher evaluation? If so, how?" Three coding categories were identified for this question: (1) Changed to the State Evaluation Process; (2) Influences on Local Evaluation, subdivided into Positive Influences and Negative Influences; and (3) Influences on Local Evaluators,

Table 6

Responses to Question 1 - Section 2

"What is your appraisal of local evaluations for the Career Ladder?"

<u>Category</u>	<u>Total Responses</u>	<u>Percentages</u>
1. Positive Appraisal	68	63.55%
A. Not Compared to State Evaluations	35	51.47%
B. Compared to State Evaluations	33	48.53%
2. Negative Appraisal	39	36.45%
A. Not Compared to State Evaluations	24	61.54%
B. Compared to State Evaluations	15	38.46%
Totals	107	

subdivided into Positive Influences and Negative Influences. Teachers and principals made one hundred eighteen remarks in response to this question. Forty-three (36.44%) of these responses indicated a change in the local evaluation program to coincide with the state evaluation process. Sixty-four (54.24%) of these responses cited influences on local evaluation. Forty-six (71.88%) mentioned positive influences on local evaluation practices, and eighteen (28.12%) mentioned negative influences on local evaluation practices. Eleven (9.32%) of the total responses mentioned influences on local evaluators. Eight (72.73%) of these referred to positive influences, and three (27.27%) mentioned negative influences.

The local teacher evaluation process was changed to match the state process in each of the four systems in the study. Influences on local evaluation practices such as making the process more objective or clarifying expectations received the majority of responses to this question. Demographic examination of the data revealed that rural and rural/suburban personnel saw the influences on local evaluation more positively than did urban/suburban and urban system personnel. Examination of the data by level revealed that influences on the local evaluation program were viewed positively by principals, Level I, Level II, and Level III teachers. Data analysis by system revealed that elementary

and high school personnel viewed the influences on local evaluation positively while middle school personnel viewed the influences on local evaluation slightly negatively. A clear pattern could not be established within the category Influences on Local Evaluators due to the sparsity of comments in the category. Table 7 summarizes these data.

Question three in this section asked, "Would you recommend any changes for local evaluations for the Career Ladder?" Three clustered coding categories were identified for responses to this question: (1) No Changes; (2) Process Changes; and (3) Evaluators. Teachers and principals made fifty-eight total remarks in response to this question with twenty-two (37.93%) coded in the No Changes category, twenty-eight (48.28%) in the Process Changes category, and eight (13.79%) in the Evaluators category.

Rural/suburban (52.86%) and urban/suburban (53.95%) personnel showed higher proportions of responses suggesting no changes in local evaluations for the Career Ladder. On the other hand, rural (56.25%) and urban (60%) personnel showed higher proportions of suggestions for process changes than did personnel in the other two system types. Analysis of the data by level showed stable proportions of suggestions made in all three coding categories; however, elementary school personnel (60%) showed a much higher proportion of suggestions for no changes in local Career Ladder evaluations than did middle school or high school

Table 7

Responses to Question 2 - Section 2

"Do you think the evaluation process for the Tennessee Career Ladder has affected local teacher evaluation? If so, how?"

<u>Category</u>	<u>Total Responses</u>	<u>Percentages</u>
1. Changed to Match State Process	43	36.44%
2. Influences on Local Evaluation	64	54.24%
A. Positive	46	71.88%
B. Negative	18	28.12%
3. Influences on Local Evaluators	11	9.32%
A. Positive	8	72.73%
B. Negative	3	27.27%
Totals	----- 118	

personnel, and middle school (60%) and high school (50%) personnel made much higher proportions of responses suggesting process changes than did elementary school personnel. Table 8 presents these data in summary form.

The final question in this section asked, "Would you recommend any changes for local evaluations not associated with the Career Ladder?" Three clustered coding categories were identified for responses to this question: (1) No Changes; (2) Process Changes; and (3) Evaluators. Sixty-one total responses were coded to this question with twenty-three (37.70%) coded in the No Changes category, thirty-one (50.82%) in the Process Changes category, and seven (11.48%) in the Evaluators category.

Rural and rural/suburban system personnel were more comfortable with local evaluations than were urban/suburban personnel and urban personnel. Over sixty-one percent (61.54%) of rural teacher and principal remarks and fifty-three percent (53.33%) of rural/suburban teacher and principal remarks were coded in the No Changes category. Urban system personnel were noticeably less satisfied with local evaluations with only one response indicating that no changes were needed in the local evaluation process. The reverse was true with suggestions for process changes. Rural (30.77%) and rural/suburban (33.33%) system personnel suggested proportionately fewer process changes than

Table 8

Responses to Question 3 - Section 2

"Would you recommend any changes for local evaluations for the Career Ladder? If so, what would they be?"

<u>Category</u>	<u>Total Responses</u>	<u>Percentages</u>
1. No Changes	22	37.93%
2. Changes in the Evaluation Process	28	48.28%
3. Changes Involving Evaluators	8	13.79%
Totals	----- 58	

urban/suburban (61.11%) or urban (73.33%) system personnel. Suggestions for no changes were evenly distributed among the three levels of teachers in the study. On the other hand, principals (23.53%) suggested no changes proportionately less than any of the other three levels in the study. Elementary school personnel (68.57% suggestions for no changes) were far more accepting of local evaluations than were middle school (16.67%) or high school (38.10%) personnel. Not surprisingly, middle school and high school personnel suggested proportionately more process changes than did elementary school personnel. Middle school personnel (6 citations) were noticeably more cognizant of the evaluator's role in local evaluations than were either elementary (0 citations) or high school (1 citation) personnel, but the remarks in this category were not sufficient to establish a clear pattern of responses. Table 9 summarizes these data.

D. Section Three: State Evaluations

The first question in this section asked, "What is your appraisal of state evaluations for the Career Ladder?" Three clustered coding categories were identified for this question: (1) Positive Appraisal, subdivided into Positive Appraisal Compared to Local Evaluation and Positive Appraisal Not Compared to Local Evaluation; (2) Negative Appraisal, subdivided into Negative Appraisal Compared to

Table 9

Responses to Question 4 - Section 2

"Would you recommend any changes for local evaluations not associated with the Career Ladder? If so, what would they be?"

<u>Category</u>	<u>Total Responses</u>	<u>Percentages</u>
1. No Changes	23	37.70%
2. Changes in the Evaluation Process	31	50.82%
3. Changes Involving Evaluators	7	11.48%
Totals	----- 61	

Local Evaluation and Negative Appraisal Not Compared to Local Evaluation; and (3) Evaluators.

One hundred twenty responses were coded in response to this question. One hundred three or over eighty-five percent (85.83%) of these responses were negative in appraisal of state evaluations for the Career Ladder, and only twelve or ten percent (10%) positive. Only one response appraised state evaluations favorably in comparison to local evaluations. Responses were stable across the systems in the study, the various levels, and the various teaching assignments. Table 10 summarizes these data.

The second question in this section asked, "How do you perceive the effects of the state evaluation process on you (teachers under your supervision)?" Two clustered coding categories were identified in the data: (1) Effects on Instruction, broken down into Positive Effects and Negative Effects, and (2) Affective Effects, broken down into Positive Effects and Negative Effects.

One hundred nine citations were coded for this question. Seventy-eight or over seventy-one percent (71.56%) of the responses to this question referred to affective effects of the evaluation process. Of these sixty-eight (87.18%) cited negative effects, and only ten (12.82%) positive effects. Thirty-one or under twenty-nine percent (28.44%) of the total responses cited effects on instruction. Of these twenty-five (80.65%) cited positive

Table 10

Responses to Question 1 - Section 3

"What is your appraisal of state evaluations for the Career Ladder?"

<u>Category</u>	<u>Total Responses</u>	<u>Percentages</u>
1. Positive Appraisal	12	10%
A. Compared to Local Evaluation	1	8.33%
B. Not Compared to Local Evaluation	11	91.67%
2. Negative Appraisal	103	85.83%
A. Compared to Local Evaluation	0	0%
B. Not Compared to Local Evaluation	103	100%
3. Evaluators	5	4.17%
Totals	----- 120	

effects on instruction, and six (19.35%) negative effects

No deviations in responses to this question were found among the four systems, the levels, or the teaching assignments of the participants (Table 11).

The third question in this section asked respondents to answer the same question, only in reference to other teachers or, in the case of principals, to teachers not under their supervision. Again, two clustered coding categories were identified in the data: (1) Effects on Instruction, broken down into Positive Effects and Negative Effects, and (2) Affective Effects, broken down into Positive Effects and Negative Effects.

One hundred thirty-three responses were coded for this question. One hundred thirteen (84.96%) of these cited affective effects of the state evaluation process with one hundred or over eighty-eight percent (88.50%) referring to negative affect. Thirteen responses cited positive affect, and these referred to those who had achieved Career Level III status. Twenty citations mentioned effects on instruction; however, contrary to participants' beliefs about the effects of the state evaluation on their own (teachers under their supervision) instruction, seventy percent (70%) of these citations mentioned negative effects on instruction. Demographic analysis yielded no deviation from this pattern (Table 12).

Table 11

Responses to Question 2 - Section 3

"How do you perceive the effects of the state evaluation process on you (teachers under your supervision)?"

<u>Category</u>	<u>Total Responses</u>	<u>Percentages</u>
1. Effects on Instruction	31	28.44%
A. Positive	25	80.65%
B. Negative	6	19.35%
2. Affective Effects	78	71.56%
A. Positive	10	12.82%
B. Negative	68	87.18%
Totals	----- 109	

Table 12

Responses to Question 3 - Section 3

"How do you perceive the effects of the state evaluation process on other teachers (teachers not under your supervision?"

<u>Category</u>	<u>Total Responses</u>	<u>Percentages</u>
1. Effects on Instruction	20	15.03%
A. Positive	6	30%
B. Negative	14	70%
2. Affective Effects	113	84.96%
A. Positive	13	11.50%
B. Negative	100	88.50%
Totals	----- 133	

The final question in this section asked, "Would you recommend any improvements for state evaluations for the Career Ladder? If so, what would they be?" Four clustered coding categories were identified for this question: (1) No Improvements; (2) Improvements in the Types of Data Used in State Evaluations; (3) Improvements in the Data Collection Process; and (4) Improvements in the Outcomes or Uses of Data.

Seventy-four citations were recorded for this question. Improvements in the process for data collection received the most citations (71.62%). Eight citations suggested no improvements, seven improvements in the types of data used to evaluate, and six improvements in the outcomes of evaluation. Suggestions for process improvements were widely distributed, but most dealt with such considerations as paperwork, evaluation timeframes, unannounced observations, and the number of observations. Analysis by demographic variables revealed no deviation from this pattern (Table 13).

E. Section Four: Local Evaluators

The first question sought to ascertain the perceptions of participants of the effects of the evaluation process on local evaluators and asked, "What have the effects of the Career Ladder evaluation process been on local evaluators?" Two clustered coding categories were identified for

Table 13

Responses to Question 4 - Section 3

"Would you recommend any improvements for state evaluations for the Career Ladder? If so, what would they be?"

<u>Category</u>	<u>Total Responses</u>	<u>Percentages</u>
1. No Recommendations	8	10.81%
2. Changes in the Types of Data Used	7	9.46%
3. Changes in the Process of Data Collection	53	71.62%
4. Changes in the Uses of Data	6	8.11%
Totals	----- 74	

responses to this question: (1) Upgraded Evaluators' Abilities to Evaluate and (2) Personal Effects, broken down into Positive Effects and Negative Effects.

One hundred twenty-eight citations were recorded in response to this question. Over fifty-six percent (56.25%) of the total responses to this question were coded in the Personal Effects category. Nearly seventy-four percent (73.61%) (53) of these cited negative effects such as increased paperwork and excessive time demands. About twenty-six percent (26.39%) of the citations in the Personal Effects category mentioned positive personal effects such as improving professionalism and getting principals into classrooms more. Fifty-six (43.75%) of the citations for this question were coded in the category Upgraded Evaluators' Abilities to Evaluate.

Responses were relatively stable across the demographic variables. Exceptions were found in the urban/suburban system with only about nineteen percent (18.75%) of these responses citing upgraded evaluator abilities, and among principals with only about fourteen percent (14.40%) of the citations mentioning upgraded abilities to evaluate. Other demographic analyses showed no deviation from the total sample (Table 14).

The second question in this section asked, "Would you make any recommendations to improve the relationship between

Table 14

Responses to Question 1 - Section 4

"What have the effects of the Career Ladder evaluation process been on local evaluators?"

<u>Category</u>	<u>Total Responses</u>	<u>Percentages</u>
1. Upgraded Abilities to Evaluate	56	43.75%
2. Personal Effects	72	56.25%
A. Positive	19	26.39%
B. Negative	53	73.61%
Totals	----- 128	

local evaluators and teachers? If so, what would they be?" Three clustered coding categories were identified in the data: (1) No Recommendations; (2) Process Improvements; and (3) Changes in Evaluator Characteristics.

Sixty-one citations were recorded in response to this question. Twenty-eight (45.90%) were recorded in the No Recommendations and Process Improvements categories. Five were recorded in the Changes in Evaluator Characteristics category.

Rural/suburban personnel made proportionately more responses (71.43%) of No Recommendations than did the total sample, and urban personnel made proportionately less (22.22%). Not surprisingly, urban/suburban personnel made proportionately fewer (28.57%) recommendations for process improvements and urban personnel proportionately more (61.11%) than did the entire sample. Level II teachers made proportionately more (76.92%) remarks coded in the No Recommendations category and principals proportionately fewer (28.57%) than did the entire sample. Level II teacher citations in the Process Improvements category were proportionately fewer (23.08%) than the entire sample. Analysis by teaching assignment revealed proportionately fewer citations of No Recommendations for high school personnel (28.57%) and higher proportions for middle school personnel (63.16%) than was the case for the entire sample. Conversely, middle school personnel made proportionately

fewer suggestions for process improvements (26.32%) and high school personnel proportionately more (61.91%) than the entire sample (Table 15).

F. Section Five: State Evaluators

The fourth section in the interview schedule sought teacher and principal perceptions of state evaluators and possible improvements in their function. The first question in this section asked, "What are your perceptions of state evaluators for the Career Ladder?" Three clustered coding categories were identified for this question: (1) Interpersonal skills, subdivided into Positive Interpersonal Skills and Negative Interpersonal Skills; (2) Evaluative Techniques, subdivided into Positive Evaluative Techniques and Negative Evaluative Techniques; and (3) Evaluator Qualifications, subdivided into Positive Qualifications and Negative Qualifications.

One hundred thirty-three total citations were coded in response to this question. Over forty-two percent

(42.11%) (56) of the citations recorded for this question mentioned the interpersonal skills of evaluators. Forty-nine of these were negative and only seven positive in describing evaluators' interpersonal skills. Just under twenty-two percent (21.80%) (29) of the total citations mentioned evaluative techniques. Twenty-four (82.76%) of

Table 15

Responses to Question 2 - Section 4

"Would you make any recommendations to improve the relationship between local evaluators and teachers? If so, what would they be?"

<u>Category</u>	<u>Total Responses</u>	<u>Percentages</u>
1. No Recommendations	28	45.90%
2. Process Improvements	28	45.90%
3. Changes in Evaluator Characteristics	5	8.20%
Totals	----- 61	

these were negative in nature, and five (17.24%) positive. Forty-eight (36.09%) of the total citations mentioned evaluator qualifications. Thirty-four (70.83%) of these mentioned negative aspects of evaluator qualifications such as not being from the same subject or teaching level or evaluators becoming evaluators for questionable motives. Fourteen (29.17%) cited positive aspects of evaluator qualifications with the majority of these mentioning that evaluators were competent in their jobs.

Rural system personnel cited evaluative techniques more often (12 citations) than did teachers and principals from other systems, and urban/suburban system personnel were more concerned with the qualifications of evaluators (21 citations) than was the case with personnel from the other systems. Other demographic examinations of the data showed no deviation from the overall pattern (Table 16).

The second question in this section asked, "Do you think the way state evaluators function can be improved? If so, how? Five clustered coding categories emerged from the data: (1) No Improvements; (2) Improve Evaluators' Interpersonal Skills; (3) Improve Evaluators' Qualifications; (4) Improve Evaluators' Evaluative Techniques; and (5) Use Local Evaluators.

Seventy-five responses were recorded to this question. The No Improvements category received six (8%) of the citations, the fewest of any of the categories. Fifteen

Table 16

Responses to Question 1 - Section 5

"What are your perceptions of state evaluators for the Career Ladder?"

<u>Category</u>	<u>Total Responses</u>	<u>Percentages</u>
1. Evaluators' Interpersonal Skills	56	42.11%
A. Positive	7	12.50%
B. Negative	49	87.50%
2. Evaluative Techniques	29	21.80%
A. Positive	5	17.24%
B. Negative	24	82.76%
3. Evaluator Qualifications	48	36.09%
A. Positive	14	29.17%
B. Negative	34	70.83%
Totals	----- 133	

(20%) citations were recorded in the Improve Evaluators' Interpersonal Skills category, and thirteen (17.33%) in the Improve Evaluator Qualifications category. Fourteen (18.67%) of the citations in response to this question indicated that local evaluators should be used to perform evaluations for the Career Ladder. The most citations were recorded in the category Improve Evaluators Evaluative Techniques (27) (36%). No patterns deviating from the entire sample could be found in the various demographic breakdowns (Table 17).

G. Section Six: Locus of Control

This section sought to determine who teachers preferred to have evaluate them for purposes of awarding Career Ladder status and who teachers and principals thought other teachers would prefer to have evaluate them for the Career Ladder. The first question in this section asked, "For purposes of Career Ladder decision-making who would you (teachers under your supervision) like to have evaluate you (them)? Please elaborate." Three clustered coding categories were identified in the data: (1) State Evaluators; (2) Local Evaluators, subdivided into Local General, Principal, and Peers; and (3) Combination State/Local Evaluators.

Forty-eight citations were recorded in response to this

Table 17

Responses to Question 2 - Section 5

"Do you think the way state evaluators function can be improved? If so, how?"

<u>Category</u>	<u>Total Responses</u>	<u>Percentages</u>
1. No Improvements	6	8.00%
2. Improve Evaluators' Interpersonal Skills	15	20.00%
3. Improve Evaluators' Qualifications	13	17.33%
4. Improve Evaluators' Evaluative Techniques	27	36.00%
5. Use Local Evaluators	14	18.67%
Totals	----- 75	

item. Only three (6.25%) teachers in the sample chose state evaluators. Those who did so chose state evaluators to eliminate the possibility of bias entering the evaluation. Thirty-nine (81.25%) of the other citations were recorded under the broad category Local Evaluators. Six (12.5%) of the citations were recorded in the Combination State/Local Evaluators category.

Twenty-four (50%) of the citations chose principals, twelve (25%) peers, and three (6.25%) general local personnel. Those who chose local evaluators did so because they thought local evaluators had a better perspective from which to evaluate due to their knowledge of the teaching situation and students as well as knowledge of the teacher's work. Teachers and principals who chose local evaluators expressed more trust in local personnel than with state evaluators. Six (12.5%) citations chose a combination of state and local evaluators. These teachers expressed a desire to include local personnel to insure that their knowledge of the teaching situation would be reflected in the evaluation, but they also wanted state evaluators involved to insure that bias didn't hurt their chances for attaining the upper levels of the Career Ladder. Distribution of responses across the demographic variables reflected the distribution of the total sample (Table 18).

The second question in this section posed the same

Table 18

Responses to Question 1 - Section 6

"For purposes of Career Ladder decision-making, who would you (teachers under your supervision) like to have evaluate you (them)? Please elaborate."

<u>Category</u>	<u>Total Responses</u>	<u>Percentages</u>
1. State Evaluators	3	6.25%
2. Local Evaluators	39	81.25%
A. Local General	3	6.25%
B. Principal	24	50.00%
C. Peer	12	25.00%
3. Combination State/Local	6	12.50%
Totals	----- 48	

question to teachers and principals but in reference to other teachers (teachers not under their supervision). Two clustered coding categories were identified for this question: (1) State Evaluators and (2) Local Evaluators, subdivided into Local General, Peer, Principal, and Supervisor.

Forty-eight remarks were recorded in response to this question. Only one (2.08%) of the respondents thought other teachers would choose a state evaluator. Forty-seven (97.92%) thought other teachers would choose local evaluators.

Twenty-seven (56.25%) thought other teachers would choose their principal to evaluate them for the Career Ladder, eleven (22.92%) thought other teachers would choose a peer, seven (14.58%) cited general local personnel, and two (4.17%) supervisors of instruction. Again the knowledge of the teaching situation and trust in local personnel to provide a fair evaluation was the deciding factor for the choice of local personnel for Career Ladder evaluations. With the exception of eleven (91.67%) principal citations choosing principals, no other deviations from the overall pattern could be found in the demographic breakdowns (Table 19).

The final question in this section asked, "What recommendations would you make to insure the fairest possible evaluations for teachers?" Three clustered coding

Table 19

Responses to Question 2 - Section 6

"For purposes of Career Ladder decision-making, who would other teachers (teachers not under your supervision) like to have evaluate them? Please elaborate."

<u>Category</u>	<u>Total Responses</u>	<u>Percentages</u>
1. State Evaluators	1	2.08%
2. Local Evaluators	47	97.92%
A. Local General	7	14.58%
B. Peer	11	22.92%
C. Principal	27	56.25%
D. Supervisor of Instruction	2	4.17%
Totals	----- 48	

categories were identified in the data: (1) Evaluator Considerations; (2) Process Considerations; and (3) Uses and Collection of Data.

Eighty-seven total citations were recorded for this question. Thirty-six (41.38%) of the total citations were recorded in the Evaluator Considerations category. Among the most frequently cited responses were trust and understanding of the teaching situation by the evaluator and the use of local evaluators. Forty-four (50.57%) of the total citations were recorded in the Process Considerations category. Responses were widely dispersed in this category but included responses such as using more observations, allowing teachers more input, and specifying timeframes for unannounced observations. Seven (8.05%) responses cited data collection and uses. Responses among the demographic variables reflected the same type of pattern as the total sample (Table 20).

H. Section Seven: Feedback

This section of the interview schedule sought teacher and principal perceptions about the feedback teachers received from Career Ladder evaluations and possible remedies for perceived problems. The first question in this section asked, "Please describe the feedback you (teachers under your supervision) received from your (their) Career Ladder evaluations?" Three clustered coding categories

Table 20

Responses to Question 3 - Section 6

"What recommendations would you make to insure the fairest possible evaluations for teachers?"

<u>Category</u>	<u>Total Responses</u>	<u>Percentages</u>
1. Evaluator Considerations	36	41.38%
2. Process Considerations	44	50.57%
3. Uses and Collection of Data	7	8.05%
Totals	----- 87	

emerged from data analysis: (1) Type; (2) Utility, described as Useful or Not Useful; and (3) Timing.

Eighty-four citations were recorded for this question. Fifty-seven (67.86%) of the citations referred to the type of feedback received from Career Ladder evaluations. The bulk of these responses cited a computer printout of summative scores as the type of feedback received. Other responses in this category included letters of confirmation/denial, letters of congratulations, and specific suggestions for improvement. Twenty-four (28.56%) responses referred to the utility of the feedback from Career Ladder evaluations. Of these three (12.5%) cited the usefulness of this feedback, but twenty-one (87.5%) cited the feedback as not useful. Three (3.58%) of the citations referred to timing of the feedback. No deviation from this pattern was found among the demographic variables (Table 21).

The second question in this section asked, "Would you make any changes in the nature of feedback from Career Ladder evaluations? If so, what would they be?" Three clustered coding categories were identified for responses to this question: (1) No Recommendations; (2) Changes in the Type of Feedback; and (3) Timing of the Feedback.

Eighty-five remarks were made in response to this question. Forty-two (49.41%) dealt with the type of in this category were providing feedback in understandable

Table 21

Responses to Question 1 - Section 7

"Please describe the feedback you (teachers under your supervision) received from your (their) Career Ladder evaluation?"

<u>Category</u>	<u>Total Responses</u>	<u>Percentages</u>
1. Type of Feedback	57	67.86%
2. Utility of Feedback	24	28.56%
A. Useful	3	12.50%
B. Not Useful	21	87.50%
3. Timing	3	3.58%
Totals	84	

terms, providing specific suggestions for teacher improvement, and giving support and follow-up on recommendations. Thirty-one (36.47%) dealt with the timing of the feedback. The majority of these responses indicated the need for immediate feedback following the observations. Twelve (14.12%) of the respondents had no recommendations for improvements in the feedback from Career Ladder evaluations.

Demographic analysis of the data revealed patterns approximating the total sample with the exception of rural system personnel (11 citations) and urban/suburban personnel (13 citations) in their concerns with the timing of the feedback (Table 22).

The final question in this section asked, "Do you think evaluation can be used to help teachers grow and improve?" Three clustered coding categories were identified in the data: (1) Purposes of Evaluation; (2) Outcomes of Evaluation; and (3) Requisite Conditions.

One hundred twenty-three responses were recorded for this question. Twenty-six (21.14%) of the citations referred to the purposes of evaluation. Among these responses were rewarding and encouraging teachers to grow and improve, providing an incentive/challenge for teachers, and providing a standard for teacher performance. Fifty-nine (47.97%) of the citations referred to the outcomes of evaluation. Among these responses were pointing out

Table 22

Responses to Question 2 - Section 7

"Would you make any changes in the nature of feedback from Career Ladder evaluations? If so, what would they be?"

<u>Category</u>	<u>Total Responses</u>	<u>Percentages</u>
1. No Recommendations	12	14.12%
2. Type of Feedback	42	49.41%
3. Timing of Feedback	31	36.47%
Totals	----- 85	

strengths and weakness of teachers and focusing teachers on improvement of teaching. Thirty-eight (30.89%) of the citations referred to the necessary conditions for evaluation to help teachers grow and improve. Two particular responses dominated these citations--first, teachers and principals thought that evaluation must occur in an atmosphere of trust and support and second, evaluation must result in a plan for teacher improvement with support and follow-up.

Demographic analysis of the data revealed only one deviance from this pattern. Urban/suburban personnel made twenty of their responses in reference to the outcomes of evaluation and only four in each of the other two categories (Table 23).

I. Section Eight: Other

The final section of the interview schedule sought to capture any concerns of teachers and principals not captured in the previous sections. The only question in this section asked, "Would you like to speak about any other issue pertaining to Career Ladder evaluations not covered in this interview?" Four clustered coding categories were identified for responses to this question: (1) Feedback; (2) Process Concerns; (3) Money Concerns; and (4) Outcomes of Evaluation.

Table 23

Responses to Question 3 - Section 7

"Do you think evaluation can be used to help teachers grow and improve? If so, in what ways?"

<u>Category</u>	<u>Total Responses</u>	<u>Percentages</u>
1. Purposes of Evaluation	26	21.14%
2. Outcomes of Evaluation	59	47.97%
3. Requisite Conditions	38	30.89%
Totals	----- 123	

Twenty responses were recorded for this question. Three of these dealt with feedback, ten with the evaluation process, four with money concerns, and three with the outcomes of evaluation. The sparsity of comments in this category made demographic analysis all but fruitless. No patterns of distribution of remarks could be established (Table 24).

Table 24

Responses to Question 1 - Section 8

"Would you like to speak about any other issue pertaining to Career Ladder evaluations not covered in this interview?"

<u>Category</u>	<u>Total Responses</u>	<u>Percentages</u>
1. Feedback	3	15.00%
2. Process Considerations	10	50.00%
3. Money Considerations	4	20.00%
4. Outcomes of Evaluation	3	15.00%
Totals	----- 20	

Chapter V

SUMMARY, FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS

A. Introduction

In order for teacher evaluation to be successful, it must operate in an environment which fosters improvement in the teaching act. Successful teacher evaluation programs help teachers grow and improve by providing this environment by developing teacher trust and confidence while operating in a non-threatening manner. In Tennessee, the face of teacher evaluation has changed since the legislature enacted the "Comprehensive Education Reform Act of 1984." These changes came about through the inception of the Tennessee Career Ladder Program and filtered down into local teacher evaluation programs as a result of State Department of Education policy changes regarding teacher evaluation.

This study sought to describe the perceptions of teachers and principals regarding the evaluation program for the Tennessee Career Ladder and also to describe changes they found feasible to strengthen the program. To accomplish these ends, the study utilized a descriptive research design.

The Purpose

The first purpose of this study was to establish the current status of performance-based pay programs in the

United States, and by so doing, establish a clear reference point to focus the research. The second purpose of this study was to develop a baseline of current evaluation practices from a thorough review of the literature against which to compare the evaluation practices employed with the Tennessee Career Ladder. The third, and final, purpose of this study was to determine the beliefs of Tennessee teachers and principals pertaining to methods for improving evaluation practices for the Tennessee Career Ladder.

Specifically, the study answered the following questions:

1. What is the current status of performance-based pay programs in K-12 public schools in the United States?
2. What are currently the generally accepted principles for effective instructional evaluation?
3. How does the evaluation system employed with the Tennessee Career Ladder compare to the currently generally accepted principles for effective instructional evaluation?
4. What do Tennessee teachers and principals believe to be the current problems with the process of evaluation for the Tennessee Career Ladder and how do they think it can be strengthened?
5. How do the demographic variables of type of certificate and professional assignment affect teacher and principal perceptions?

Procedures

The data for the study were collected by means of a semi-structured interview schedule developed by the researcher. This interview schedule was modified slightly for principals to guide them through a discussion of the evaluation program for the Tennessee Career Ladder as it affected teachers.

The sample consisted of teachers from four types of Tennessee school systems--rural, rural/suburban, urban/suburban, and urban. These four types of systems were chosen to represent the four broad classes of schools in the state. A sample of thirty-six teachers and twelve principals was chosen from the four school districts participating in the study. In each district a Level I teacher, a Level II teacher, a Level III teacher, and a principal was interviewed in an elementary school, a middle school, and a high school.

The interview schedule was developed after an intensive review of the literature pertaining to both performance-based pay and generally accepted principles of teacher evaluation. Development of the interview schedule was guided by four faculty members at the University of Tennessee at Knoxville. It was field tested in the Meigs County Schools system with four teachers and two principals in three different iterations.

The interview schedule contained eight major sections. The first section sought to establish what practitioners viewed as the purposes of Career Ladder evaluations and local evaluations. Section one also sought recommendations for strengthening the purposes of both Career Ladder evaluations and local evaluations.

The second section sought perceptions of the local evaluations for the Career Ladder and the impact of the state evaluation process on local teacher evaluation. Respondents were given an opportunity to suggest improvements for local Career Ladder evaluations and regular teacher evaluation.

The third section asked respondents to appraise the Career Ladder evaluation process and to recommend improvements in it.

The fourth section asked for perceived impacts of the state evaluation process on local evaluators. Respondents were then asked to recommend changes to improve the relationship between themselves and local evaluators.

The fifth section sought to establish the perceptions of practitioners of state evaluators. Respondents were then asked to recommend improvements in the function of the state evaluator.

The sixth section asked practitioners who they or, in the case of principals teachers under their supervision, would like to have evaluate them and who they thought other

teachers would like to have evaluate them. This section also contained a question seeking recommendations for the conduct of fair evaluations.

The seventh section asked respondents to appraise the feedback they received from Career Ladder evaluations and to recommend improvements in the feedback from these evaluations.

The final section asked for any responses relating to Career Ladder evaluations not covered in the interview.

After each iteration of the field test, minor revisions were made in the interview schedule. This resulted in a clearer focus for each question and section in the interview schedule.

Interviews were then conducted in the Harriman City Schools (rural system), the Sullivan County Schools (rural/suburban system), selected Knox County Schools (urban/suburban system), and selected Knox County Schools (urban system). Interview responses were recorded and analyzed by a process of content analysis which developed a set of clustered coding categories for each of the questions asked participants.

B. Findings

This study was guided by five major research questions. The findings to follow are presented in relation to those research questions.

Findings in Relation to Research Question 1

The first research question for this study sought to establish the current status of performance-based-pay programs in K-12 schools in the United States. Sixty-one operating performance-based-pay programs can be identified in K-12 schools in this country. Fifty-four merit pay programs are either operating or being planned by districts. None of these programs are statewide in scope, and in only two states can state funds be attained to support locally developed merit pay programs.

Six operative career ladder programs can be identified. These are in California, Missouri, Tennessee, Texas, Utah, and Florida. The Florida program was resurrected from a program that was abandoned in 1983, and its scope and nature is not statewide at this time. Local districts are allowed to opt into the program if they so desire.

Eleven states are either pilot testing or developing pilot tests for career ladder programs, and six states are in the discussion stages pertaining to career ladders. In two states, Virginia and Maryland, state funds can be secured to fund locally developed career ladder plans.

Merit pay is almost totally a local district phenomenon. On the other hand, career ladder plans are almost totally state designed and operated. Only in Virginia and Maryland is this not the case. In these

states, funds from the state can be used for either a locally developed merit pay or career ladder program.

Findings in Relation to Research Question 2

The second research question guiding this study sought to establish a compilation of generally accepted principles for successful evaluation programs. Eight factors were found which lead to successful evaluation programs. These factors included: (1) leadership, both at the higher administrative levels and in depth at the lower levels in the organization; (2) clear concise criteria that teachers have helped to develop and have confidence in; (3) sources of data indicative of the criteria which teachers have helped identify as effective in indicating attainment of the criteria; (4) evaluators that teachers trust and who model the desired behaviors from teachers; (5) uses of the data from evaluation which will guide teacher improvement; (6) a clear link between evaluations and staff development; (7) a high degree of teacher involvement in the entire process; and (8) timely, accurate feedback.

Findings in Relation to Research Question 3

Research question three sought to draw comparisons between the evaluation program for the Tennessee Career Ladder and the generally accepted principles for effective

evaluation programs. This was done through a thorough review of the literature pertaining to the evaluation program for the Career Ladder.

Leadership has been a neglected factor in the development of the Tennessee Career Ladder evaluation program. The necessary leadership has been missing from the state level, and attempts have not been sufficient to develop a base or depth of leadership for the program.

Although claims have been made by the Tennessee Department of Education that teachers were highly involved in the process of developing the criteria for the evaluation program, teachers do not agree. Nonparticipants and those who do not achieve the upper levels of the Career Ladder through evaluation believe that the criteria have little discriminatory power in identifying excellent teachers.

The Tennessee Career Ladder evaluation program uses multiple data sources; however, many teachers believe the process of collecting data for Career Ladder evaluations impinges on teachers' time too heavily. Therefore, many have opted not to participate in the program, or they have participated only as high as Level I.

Although the Tennessee Department of Education makes every attempt to provide thorough training for evaluators, the evaluator remains a large issue with teachers. Many feel that the training program for evaluators is insufficient, and many have a basic uneasiness with the

evaluator because they have not had the opportunity to get to know their history as an evaluator.

The uses of data from Career Ladder evaluations is a serious problem. These data are not shared with teachers in a manner which provides information which will direct improvement. In addition, a serious time lag exists in the feedback loop.

No link is provided between Career Ladder evaluations and staff development. The process is totally summative and does not attend to this factor for successful evaluation programs.

Findings in Relation to Research Questions 4 and 5

Research question four sought to establish what teachers and principals believe to be the current problems with the evaluation program for the Tennessee Career Ladder and what solutions to those problems they thought were feasible. Research question five sought to determine what effects the demographic variables of type of certificate and professional teaching assignment had in relation to teacher and principal beliefs. These questions were addressed through a semi-structured interview with forty-eight total respondents.

Teachers and principals had no clear idea of the purposes of the Career Ladder evaluation program. This was not the case with local evaluations. Teachers and principals saw the purposes of local evaluation as basically

twofold--to improve teaching and to verify teacher behaviors.

Approximately fifty-five percent (55.55%) of the respondents agreed with the purposes of the Career Ladder program. Rural personnel agreed slightly less than personnel from other systems. Conversely, nearly three-fourths (73.08%) of respondents agreed with the purposes of their local evaluation programs. Middle school personnel expressed slightly less agreement than teachers in elementary or high schools, but yet more than half of the citations credited to them cited agreement with the purposes of the local evaluation program. A much higher proportion of suggestions for improvements in the Career Ladder evaluation program suggested process improvements than did suggestions for improvements in the local evaluation programs. In no case, however, did respondents suggests changes in the purposes of either program.

The participants in the study found local evaluations for the Career Ladder to be fair. The responses among the four systems were mixed with rural/suburban and urban/suburban personnel the most positive toward these evaluations. Elementary school personnel were much more positive in their appraisal of local Career Ladder evaluations than personnel in either high schools or middle schools.

The local evaluation program was changed in each of the four systems in the study to match the state process. The influences on local evaluation reflected in this change were seen positively by the total sample. Elementary school teachers and principals saw these influences most positively while middle school personnel saw them as slightly negative.

Remarks suggesting no changes in local Career Ladder evaluations and process changes were relatively even. Rural and rural/suburban system personnel suggested fewer changes for these evaluations than did personnel in the other two systems. In addition, elementary school teachers and principals were more accepting of these evaluations than their counterparts in middle and high schools.

Remarks in reference to regular teacher evaluation for the entire sample reflected much the same pattern as remarks in reference to local Career Ladder evaluations.

Demographic analysis yielded different results, however. Principals suggested far more changes for local evaluations than any of the three levels of teachers in the study. Elementary school personnel were far more accepting of the local evaluation program than were middle or high school personnel.

Perceptions of state evaluations were highly negative. Over eighty-five percent (85.83%) of the responses of participants gave state evaluations a negative appraisal.

This held true in the different demographic categories as well.

The effects of the state evaluation process was seen as having some impact on instruction. About twenty-eight percent (28.44%) of teacher and principal responses indicated that the process had impacted their (teachers' under their supervision) instruction. Of these responses, just over eighty percent (80.65%) indicated the impact had been positive. When teachers and principals were asked to describe the effects of the state evaluation process on other teachers, however, the results were quite different. About fifteen percent (15.03%) of their remarks said the process had impacted the instruction of other teachers. The impact on other teachers was seen negatively (70% of responses) by respondents. This held true in all demographic analyses.

Affective effects of the state evaluation process were seen as highly negative. Over seventy-one percent (71.56%) of responses indicated negative affective results for teachers themselves (teachers under direct supervision of the principal), and nearly eighty-five percent (84.96%) indicated this to be the case with other teachers. Again, the pattern held for all demographic analyses.

Teachers and principals want to see changes in the process of data collection for state evaluations. Over seventy-one percent (71.62%) of their responses indicated

that changes in the data collection process were needed. This was the case for teachers and principals regardless of certificate or professional assignment.

The respondents in the study saw the effects of the state evaluation process on local evaluators as a two-edged sword. Over forty-three percent (43.75%) of their responses indicated that the process had upgraded local evaluators' abilities. On the other hand, over fifty-six percent (56.25%) of their responses cited personal effects of the process on local evaluators. Of these citations nearly three-fourths (73.61%) cited negative personal effects. Remarks credited to urban/suburban personnel and principals indicated that they did not believe as strongly as other participants that the process had upgraded local evaluators' abilities.

The relationship between local evaluators and teachers is strong. Nearly forty-six percent (45.90%) of the citations of respondents indicated no changes were needed to improve relations between local evaluators and teachers. Nearly forty-six percent (45.90%) indicated that changes in the evaluation process would help the relationship between local evaluators and teachers, but only slightly more than eight percent (8.20%) indicated that local evaluators could change to improve this relationship. Analyses by demographic variables did not change this picture in any noticeable way.

The interpersonal skills of state evaluators was a major concern of respondents (42.11% of total citations). The interpersonal skills of state evaluators were cited as negative by over eighty-seven percent (87.50%) of those responses coded to the category Evaluators' Interpersonal Skills. This pattern held across the various demographic variables.

The second most cited perception of state evaluators dealt with their qualifications. Over thirty-six percent (36.09%) of the total citations mentioned evaluator qualifications. Of these responses over seventy percent (70.83%) saw evaluator qualifications negatively. Urban/suburban personnel were credited with a higher proportion of responses in this area, but these responses reflected the overall pattern of negative assessment of evaluator qualifications.

The other area mentioned by respondents in the sample was the techniques used by evaluators. Over twenty-one percent (21.80%) of the total citations mentioned this concern. Over eighty-two percent (82.76%) of the responses mentioning evaluative techniques cited them negatively. Rural system personnel made mention of this area more often than did personnel in the other systems, but they held to the pattern of negative appraisal of state evaluators' evaluative techniques.

When asked for suggestions to improve the function of the state evaluator, respondents saw the area of evaluative techniques as most important (36% of the total citations). They saw evaluator interpersonal skills and qualifications as equally important (about 20% of the total citations). Interestingly nearly nineteen percent (18.67%) of the respondents suggested the use of local evaluators for the Career Ladder to improve the function of state evaluators. No deviation from this pattern was found among the demographic variables.

The great majority (81.25%) of teachers and principals stated that they (teachers under their supervision) would choose a local evaluator to evaluate them for the Career Ladder. Some mentioned local evaluators generally (6.25%), but half of the respondents said they would choose the principal to evaluate them (teachers under their supervision) for the Career Ladder. One-fourth said they would choose a peer to perform this evaluation, and one-eighth would choose a combination of state and local evaluators. Only three (6.25%) of respondents said they would choose a state evaluator to evaluate them for the Career Ladder. These responses were stable across the demographic variables.

A follow-up question asked respondents to predict who other teachers would choose to evaluate them for the Career Ladder. All but one (97.92%) of the respondents predicted

that other teachers would choose a local evaluator to do this evaluation. About fifteen percent (14.58%) mentioned local evaluators generally, but over fifty-six percent (56.25%) said other teachers would choose their principal to evaluate them for the Career Ladder. Nearly twenty-three percent (22.92%) said their colleagues would choose a peer, and under five percent (4.17%) said their colleagues would choose their supervisor of instruction. Eleven of the twelve principals in the study thought that teachers in other schools would choose their principal for Career Ladder evaluations representing the only variance from the overall pattern of responses among the demographic variables.

The participants were also asked to make recommendations to insure fairness in evaluations. Just over fifty percent (50.57%) of these responses indicated process considerations. Slightly over forty-one percent (41.38%) indicated that the evaluator was a key consideration, and just over eight percent (8.05%) indicated that uses and collection of data were the ingredients for fairness. No variance from the overall responses were found among the demographic variables.

Nearly sixty-eight percent (67.86%) of the responses describing the feedback received from Career Ladder evaluations cited the type of feedback received. Of these the vast majority described the feedback as a computer printout of summative scores. The utility of the feedback

was cited by nearly twenty-nine percent (28.56%) of the responses describing Career Ladder evaluation feedback. Over eighty-seven percent (87.50%) of these described the feedback as not useful. Less than four percent (3.58%) of the total citations mentioned the timing of the feedback. Demographic variables had no effect on responses describing feedback from Career Ladder evaluations.

Almost half (49.41%) of suggestions for improvement in Career Ladder evaluation feedback dealt with the type of feedback. Surprisingly, the timing of feedback became an issue when respondents were asked for suggestions for improvement in Career Ladder evaluation feedback. Over thirty-six percent (36.47%) of the total citations for improvements suggested changes in the timing of feedback. Most of these suggested feedback immediately following each observation. Twelve respondents had no suggestions for improvements in the feedback from Career Ladder evaluations. Demographic analysis showed that personnel in the rural and rural/suburban systems were more concerned with the timing of the feedback than personnel in the other two systems. No other deviation from the total sample were found among the demographic variables.

The outcomes of evaluation was the key ingredient among respondents for evaluation to help teachers grow and improve (47.97% of total citations). The most often cited responses in relation to the outcomes of evaluation cited the

information about teacher strengths and weaknesses as important factors in helping teachers grow and improve. Over thirty percent (30.89%) of responses indicated the requisite conditions for evaluation to help teachers grow and improve. The vast majority of these indicated that in order for teachers to grow and improve as a result of evaluation, a clear improvement plan must result and follow-up and support from administrators must be present. Just over twenty-one percent (21.14%) of the total responses cited the purposes of evaluation such as providing a reward for teachers who do well, encouragement, and an incentive or challenge for teachers to meet.

Demographic analyses of the data showed that only one deviance from this overall pattern of responses existed. Urban/suburban personnel made slightly over seventy-one percent (71.46%) of their remarks in relation to the outcomes of evaluation and only about fourteen percent (14.25%) in relation to the purposes of evaluation or the conditions necessary to promote teacher growth and improvement through evaluation.

C. Conclusions

No clear goals exist for the Career Ladder evaluation program. If they do, they have not been adequately communicated to teachers and principals. This has created a basic mistrust of state evaluations by practitioners.

The evaluation program is the cornerstone of performance-based pay programs. In addition, evaluation programs which are done properly have the best chances of helping teachers improve their instruction. The keys to the success of evaluation programs, however, lie in the trust and confidence placed in the programs by those being evaluated. This being the case, local evaluation programs will have a better chance for success in identifying those who are meritorious and for improving instruction.

Evaluation programs based on the needs of local systems will have better chances for success. Programs administered locally can develop the necessary depth and breadth of leadership and trust to inspire teacher confidence and promote improvement of instruction.

The major focus of evaluation must be on improvement of instruction. Teachers desire information which will help them become better practitioners, but this information must come to them in a supportive atmosphere. State evaluators are not free to provide either the necessary information nor the support for a successful evaluation program which will empower teachers to improve their instructional practices.

D. Recommendations

Recommendations for Improving Career Ladder Evaluations

As a result of this study, the researcher urges state policy makers to give serious consideration to the following

recommendations for improvements in the evaluation program for the Tennessee Career Ladder.

1. The purposes of the evaluation program for the Tennessee Career Ladder should be structured to focus evaluations on improving teaching in the state as well as identifying teachers for Career Ladder status.

2. The State Department of Education through the Division of Career Ladder should clearly articulate these purposes and insure that they are communicated to teachers and principals across the state.

3. The state evaluation process should undergo a thorough examination to eliminate those aspects teachers and principals find most offensive. Teachers and principals should be given a high degree of input in this process, and their recommendations put into effect.

4. The State Department of Education should examine means for including local evaluators in the Career Ladder evaluation process.

5. Teachers should be allowed a choice of evaluators in the Career Ladder evaluation process. This would eliminate many of the objections teachers now have to Career Ladder evaluations and should promote a higher degree of participation on the upper levels of the program.

6. Feedback should immediately follow each observation. It should be specific and include both strengths and weaknesses teachers should strive to improve.

7. Each Career Ladder evaluation should include a plan for professional growth with detailed information for improving weaknesses and for utilizing strengths most effectively. Professional growth plans should be supported by administrators and should become part of the follow-up to evaluation.

Recommendations for Further Research

The following recommendations are based on the findings from this study:

1. A survey of all teachers and principals in the state is needed to validate the findings of this study.

2. To facilitate this study a questionnaire should be developed incorporating the findings from this study and administered to teachers and principals statewide. This questionnaire study should pay close attention to the interplay of demographich variables with the responses of teachers and principals. In particular this study should examine the effects of sex, length of service, field of expertise, and age as well as the demographics of type of system, professional assignment, and level on the Career Ladder.

3. Research into the effects on Level II teachers who have attempted to reach Level III but have failed should be undertaken with the notion of developing a plan to insure that these teachers' professional self-concept is not harmed by having gone through the Career Ladder evaluation process.

BIBLIOGRAPHY

- Allen, D. W., and Kline, L. W. (1972). From habit to heresy and home again: The roots and route of differentiated staffing. In J. A. Cooper (Ed.), Differentiated Staffing (pp. 12-29). Philadelphia, PA: W. B. Saunders and Company.
- Andrews, H. A. (1987). Merit In Education. Stillwater, OK: New Forums Press.
- Ascher, C. (1984). The 1983 Educational Reports (ERIC/CUE Digest Number 22). New York: ERIC Clearinghouse on Urban Education. (ERIC Document Reproduction Service No. ED 252 636).
- Bacharach, S. B., Conley, S., and Shedd, J. (1986). Beyond career ladders: Structuring teacher career development systems. Teachers College Record, 87, 563-74.
- Barber, L. W. and Klein, K. (1983). Merit pay and teacher evaluation. Phi Delta Kappan, 65, 247-51.
- Bellon, E. C. and Bellon, J. J. (1983). Merit pay and other incentive programs. Tennessee Educational Leadership, 10(2), 64-75.
- Bellon, J. J. (1983). Evaluators of instruction: Their roles, attitudes, knowledge, and skills. In Karen Klein (Ed.), Merit Pay and Evaluation (pp. 136-47). Bloomington, IN: Phi Delta Kappa.
- Bellon, J. J. and Bellon, E. C. (1982). Classroom Supervision and Instructional Improvement: A Synergetic Process. Dubuque, IA: Kendall/Hunt Publishing Company.
- Bhaerman, R. D. (1973). Merit pay? No! National Elementary Principal, 52(5), 63-68.
- Bierwith, J. T. (1986). Performance pay: Its time has come in a Texas house bill which includes a performance-based career ladder. American School and University, 59, 38-41.
- Bird, T. and Little, J. W. (1986). How schools organize the teaching occupation. The Elementary School Journal, 86, 493-511.
- Bloland, P. and Selby, T. (1980). Factors associated with career change among secondary school teachers: A review of the literature. Educational Research Quarterly, 5(3), 13-23.

- Boyles, N. L. and Vrchota, D. (1986). Performance-Based Compensation Models: Status and Potential Implementation. Des Moines, IA: Iowa Association of School Boards.
- Brant, R. (1987). On teacher evaluation: A conversation with Tom McGreal. Educational Leadership, 44(7), 20-25.
- Brickman, B. (1959). Rewarding the superior teacher. School and Society, 87, 356-58.
- Briggs, L. D. (1986). High morale descriptors: Promoting a professional environment. The ERIC Clearinghouse for Educators in the Middle and Secondary Schools, 59, 316-19.
- Brody, J. A. (1977). A good teacher is harder to define than find. American School Board Journal, 164(7), 25-28.
- Bruno, J. E. (1986). Teacher compensation and incentive programs for large urban school districts. The Elementary School Journal, 86,(4), 425-47.
- Burgess, C. F. (1984). Close-up on merit pay. Learning, 13(2), 55-60.
- Burke, B. T. (1982). Merit pay for teachers: Round Valley may have the answer. Phi Delta Kappan, 64, 265-66.
- Buttram, J. L. and Wilson, B. L. (1987). Promising trends in teacher evaluation. Educational Leadership, 44(7), 4-7.
- Calhoun, F. S. and Protheroe, N. J. (1983). Merit Pay Plans for Teachers: Status and Descriptions. Arlington, VA: Educational Research Service.
- Chapman, D. W. and Green, M. S. (1986). Teacher retention: A further examination. Journal of Educational Research, 79, 273-79.
- Coffman, C. Q. and Manarino-Leggett, P. (1984). What do teachers think of merit pay? Study lists important variables. NASSP Bulletin, 68(11), 54-59.
- Congressional Task Force on Merit Pay. (1983). Merit Pay and Raising Instructional Standards. Washington, DC: Author.

- Conley, D. T. (1987). Critical attributes of effective evaluation systems. Educational Leadership, 44(7), 60-64.
- Coons, E. (1960). Value in merit? No, says NEA consultant. Montana Education, 37(2), 17-18.
- Cornett, L. (1986). 1986-Incentive programs for teachers and administrators: How are they doing? Career Ladder Clearinghouse, 1, 1-27.
- Cornett, L. (1987). News from the states. Career Ladder Clearinghouse, 2, 1-6.
- Cornett, L. M. (1985). Trends and emerging issues in career ladder plans. Educational Leadership, 43, 6-10.
- Cramer, J. (1983a). Merit pay: The challenge of the decade. Curriculum Review, 22, 7-10.
- Cramer, J. (1983b). Yes-merit pay can be a horror, but a few school systems have done it right. American School Board Journal, 170(9), 28.
- Crandall, D. P. (1984). School improvement: What the research says. In B. D. States (Ed.), Promoting School Excellence Through the Application of Effective Schools Research: Summary and Proceedings of a 1984 Regional Exchange Workshop (pp. 3-20).
- Cuban, L. (1984). School reform by remote control. Phi Delta Kappan, 66, 213-15.
- Darling-Hammond, L. (1986). Teacher evaluation: A proposal. Education Digest, 52(4), 30-33.
- Davis, L. (1961). A merit pay plan for smaller school districts. School Management, 5(2), 86-88.
- Dieter, D. and Floyd, J. (1987). The North Carolina career development plan: An overview. Thresholds, 13(1), 10-15.
- Douglas, J. D. (1985). Creative Interviewing. Beverly Hills, CA: Sage Publications, Inc.
- Doyle, W. (1985). Effective teaching and the concept of master teacher. The Elementary School Journal, 86(1), 12-17.

- Dronka, P. (1986). High tension, low morale prompt reappraisal of Tennessee's 18 month-old career ladder. ASCD Update, 28(2), 2-3.
- Duke, D. L. and Stiggins, R. J. (1986). Teacher Evaluation: Five Keys to Growth. Washington, DC: National Education Association.
- Edwards, C. M. and English, J. J. (1986). Our performance pay plan gives teachers an incentive to improve. American School Board Journal, 173, 48-49.
- Engleking, J. L. and Samuelson, E. V. (1986). Career ladders: Choices for school districts. Clearinghouse, 60, 137-41.
- English, F. W. (1972). Models and issues. In F. W. English and D. K. Sharpes (Eds.), Strategies for Differentiated Staffing (pp. 74-133). Berkley, CA: McCutchen Publishing Corporation.
- English, F. W. (1984). Merit pay: Reflections on education's lemon tree. Educational Leadership, 41(4), 72-79.
- _____. (1983). Fashion merit pay plan to custom fit your schools. The Executive Educator, 5(12), 8-9.
- Fiorino, A. J. (1972). Differentiated Staffing: A Flexible Instructional Organization. New York: Harper & Row, Publishers, Inc.
- Fraze, L. E., Hetzel, R. W., and Grant, R. T. (1982). Merit pay: A research-based alternative in Tuscon. Phi Delta Kappan, 64, 266-69.
- Freiberg, H. J. (1984). Master programs. Lessons from the past. Educational Leadership, 42(4), 16-25.
- French, R. L. (1984). Dispelling the myths about Tennessee's career ladder plan. Educational Leadership, 42(3), 9-13.
- Fruth, M. J., Bredeson, P. V., and Kasten, K. L. (1982). Commitment to Teaching: Teachers' Responses to Organizational Incentives (Report No. 323). Madison, WS: Wisconsin Center for Educational Research, University of Wisconsin, Madison. (ERIC Document Reproduction Service No. ED 223 557).

- Furtwengler, C. (1983). Tennessee's career ladder plan: They said it couldn't be done! Educational Leadership, 43(3), 50-56.
- Furtwengler, C. B. (1987). State leadership and excellence in education. Thresholds, 13(1), 1-2.
- Geertz, C. (1973). The Interpretation of Cultures. New York: Basic Books.
- Glaser, B. (1978). Theoretical Sensitivity. Mill Valley, CA: Sociology Press.
- Glatthorn, A. (1984). Differentiated Supervision. Alexandria, VA: Association for Supervision and Curriculum Development.
- Goode, W. J. and Hatt, P. K. (1952). Methods in Social Research. New York: McGraw-Hill Book Company.
- Griffin, G. A. (1985). Master teacher and the workplace. The Elementary School Journal, 86(2), 1-16.
- Guba, E. G. (1978). Toward a Methodology of Naturalistic Inquiry in Educational Evaluation (CSE Monograph Series in Evaluation No. 8). Los Angeles: Center for the Study of Evaluation, University of California, Los Angeles.
- Hansen, J. M. (1985). Career ladders: Working smarter, working better. NASSP Bulletin, 69(12), 116-17.
- Harris, L. (1986). The Metropolitan Life Survey of Former Teachers in America. New York: Metropolitan Life Insurance Company.
- Harris, L. and Associates. (1984). The American Teacher. The Metropolitan Life Survey. New York: Metropolitan Life Insurance Company.
- Hart, A. W. (1986). Career ladder effects on teacher attitudes about teacher tasks, careers, authority, and supervision. (ERIC Document Reproduction Service No. ED 270 895).
- Hartsook, E. A. (1961). Merit rating-key to better pay and better teaching. Phi Delta Kappan, 42, 157-60.
- Hatry, H. D. and Greiner, J. M. (1985). Issues and Case Studies in Teacher Incentive Plans. Washington, DC: The Urban Institute Press.

- Hawley, W. D. (1985). Designing and implementing performance-based career ladder plans. Educational Leadership, 43(7), 57-61.
- Himmelberger, W. (1961). A new approach to merit. NASSP Bulletin, 45(2), 12-15.
- Hoogeveen, K. and Gutkin, T. B. (1986). Collegial rankings among school personnel: An empirical examination of the merit pay concept. American Educational Research Journal, 23, 375-81.
- Irvine, J. J. (1985). The master teacher as mentor: Role perceptions of beginning and master teachers. Education, 106, 123-30.
- Janis, I. L. (1965). The problem of validating content analysis. In H. D. Lasswell (Ed.) Language of Politics (pp. 55-82). Cambridge, MA: MIT Press.
- Johnson, D. L. (1986). Merit pay: the sword in the stone. NASSP Bulletin, 70(8), 105-07.
- Johnson, S. M. (1984a). Pros and Cons of Merit Pay. Bloomington, IN: Phi Delta Kappa Educational Foundation.
- Johnson, S. M. (1984b). Merit pay for teachers: A poor prescription for reform. Harvard Educational Review, 54(2), 175-81.
- Kaster, K. L. (1984). The efficacy of institutionally dispensed rewards in elementary school teaching. Journal of Research and Development in Education, 17(4), 46-51.
- Katz, I. (1962). Why I oppose merit pay. Phi Delta Kappan, 42, 161-63.
- Kohut, S., Jr. and Wright, J. D. (1984). Merit pay movement 1980's style. Educational Horizons, 62(2), 52-54.
- Krippendorff, K. (1980). Content Analysis: An Introduction to Its Methodology. Beverly Hills, CA: Sage Publications.
- Kuzman, F. J. and Harte, A. (1985). Teacher supervision and classroom improvement. Education Digest, 51(2), 30-31.
- Labovitz, S. and Hagedorn, R. (1971). Introduction to Social Research. New York: McGraw-Hill Book Company.

- Lagowski, J. J. (1986). Teaching as a profession, not an occupation. Journal of Chemical Education, 63, 555.
- Lewis, F. C. (1985). On merit. The College Board Review, 136(2), 2-3, 30.
- Liberman, A. and Rosenholtz, S. (1987). The road to school improvement: Barriers and bridges. In J. I. Goodlad (Ed.), The Ecology of School Renewal: Eighty-Sixth Yearbook of the National Society for the Study of Education. Chicago: University of Chicago Press.
- Lynch, J. M. (1961). Why argue about merit rating? Clearinghouse, 35, 298-300.
- McCarthy, D. J., Kaufman, J. W., and Stafford, J. C. (1986). Supervision and evaluation: Two irreconcilable processes? Clearinghouse, 59, 351-53.
- McGreal, T. (1983). Successful Teacher Evaluation. Alexandria, VA: Association for Supervision and Curriculum Development.
- ✓ McGreal, T. E. (1987). Identifying and evaluating teachers. In P. R. Burden (Ed.), Establishing Career Ladders in Teaching (pp. 1-37). Springfield, IL: Charles C. Thomas.
- McIntyre, K. E. (1984). The merits and demerits of merit pay. NASSP Bulletin, 68(8), 100-04.
- McKenna, J. J., Jr. (1960). The administrative requirements for a merit plan. American School Board Journal, 140, 14-16.
- McLaughlin, M. W., Pfeifer, R. S., Swanson-Owens, D., and Yee, S. (1986). Why teachers won't teach. Phi Delta Kappan, 67, 420-26.
- Maylo, G. and French, R. L. (1987). Developing a performance evaluation system for career ladders. Thresholds, 13(1), 37-40.
- Maylo, G. E. and French, R. L. (1987). The Tennessee Career Ladder: What it is and how it has changed. Thresholds, 13(1), 16-19.
- Megel, C. (1961). Merit rating is unsound. Phi Delta Kappan, 42, 154-56.

Megel, C. J. (1982). Merit pay is no panacea for schools. American Teacher, 66, 7.

_____. (1983). The making of a bogus issue: Merit pay. NEA Today, , 4-5.

_____. (1983). Merit pay, master teachers, and kids. Learning, 12(2), 5.

Miles, M. B. and Huberman, A. M. (1984). Qualitative Data Analysis. Beverly Hills, CA: Sage Publications.

Murnane, R. J. and Cohen, D. K. (1986). Merit pay and the evaluation problem: Why most merit pay plans fail and a few survive. Harvard Educational Review, 56, 1-17.

Murphy, M. J. and Hart, A. W. (1986). Career ladder reforms. Teacher Education Quarterly, 13(4), 51-59.

The National Association of Secondary School Principals, The National Association of Elementary School Principals, and The American Association of School Administrators. (1984). Teacher Incentives: A Tool for Effective Management. Reston, VA: Authors.

National Commission on Excellence in Education. (1983). A Nation at Risk: The Imperative for School Reform. Washington, DC: U.S. Government Printing Office.

_____. (1961). Why few school systems use merit ratings. NEA Research Bulletin, 39, 61-63.

National Education Association. (1984). Merit Pay: Promises and Facts. West Haven, CT: Author.

Natriello, G. and Cohn, M. (1983, June). Beyond Sanctions: The Evaluation of the Merit Pay System. Paper at the annual meeting of the American Educational Research Association, Montreal, Quebec, Canada.

O'Hara, J. (Sept. 28, 1983). Incentive pay held better-schools key. The Tennessean, 78(115), 1, 4.

Olson, L. (May 27, 1987). With board in place, broader agenda looms. Education Week, 6(35), 1, 16-17.

_____. (1983). Only you can kill merit pay. The American School Board Journal, 170(9), 16-18.

Palaich, R. and Flannelly, E. (1984). Improving Teacher Through Incentives. Denver, CO: Education Commission of the States.

- Parrish, J. (1983). Excellence in education: Tennessee's 'master' plan. Phi Delta Kappan, 64, 722-24.
- Pate-Bain, H. (1983). A teacher's view of the Tennessee master teacher plan. Phi Delta Kappan, 64, 725-26.
- Patton, M. Q. (1980). Qualitative Evaluation Methods. Beverly Hills, CA: Sage Publications.
- Phi Delta Kappa Center on Evaluation, Development, and Research. (1984). Learning About Merit Pay From Business and Industry. Bloomington, IN: Author.
- Pillot, G. (1972). History of the Sarasota model. In F. W. English and D. K. Sharpes (Eds.), Strategies for Differentiated Staffing (pp. 229-61). Berkley, CA: McCutchan Publishing Corporation.
- Pipho, C. (1983). Merit pay/master teacher plans attract attention in the states. Phi Delta Kappan, 65, 165-66.
- Pipho, C. (1985). Education reform 1985: The governors hold firm. Phi Delta Kappan, 66, 525-26.
- Porwoll, P. J. (1979). Merit Pay for Teachers. Arlington, VA: Educational Research Service.
- Rand, J. M. and English, F. W. (1972). Differentiated staffing: Trying on seven league boots. In J. A. Cooper (Ed.), Differentiated Staffing (pp. 91-102). Philadelphia, PA: W. B. Saunders and Company.
- Randall, B. P. (1986). Perceptions of Evaluators, Level II and III Teachers, Level I Teachers, and Nonparticipating Teachers Regarding Fundamental Beliefs and Principals of the Career Ladder Evaluation System. Ed. D. Dissertation. Knoxville, TN: University of Tennessee.
- Raywid, M. A. (1987). Tomorrow's teachers and today's schools. Teachers College Record, 87, 563-74.
- Rist, M. C. (1983). Our nationwide poll: Most teachers endorse the merit pay concept. American School Board Journal, 170(9), 23-27.
- Rose, G. (1959). Preparation unlocks the door to successful merit rating. The Nation's Schools, 64(4), 51-53.
- Rosenholtz, S. J. (1986). Career ladders and merit pay: Capricious fads or fundamental reform? The Elementary School Journal, 86, 513-29.

- Rosenholtz, S. J., Bassler, O. C., and Hoover-Dempsey, K. V. (1986). I quit. Tennessee Teacher, 53(7), 9-14.
- Rothberg, R. A. (1986). Dealing with the problems of teacher isolation. The Clearinghouse for the Contemporary Educator in Middle and Secondary Schools, 59, 320-22.
- Schlechty, P. C. (1987). The concept of career ladders. In P. R. Burden (Ed.), Establishing Career Ladders in Teaching (pp. 38-61). Springfield, IL: Charles C. Thomas.
- Schlechty, P. C., Joslin, A. W., Leak, S. E., and Hanes, R. C.. (1984). The Charlotte-Mechlenburg teacher career development program. Educational Leadership, 42(4), 4-8.
- Shaten, N. L. (1983). Merit does not have to be a four letter word. NASSP Bulletin, 67(7), 56-63.
- Shaw, F. W., II. (1985). A summary of legal implications of teacher evaluations for merit pay and a model plan. Educational Administration Quarterly, 21(1), 51-69.
- Siegel, P. (1985). Teacher pay incentives: How are they faring? Educational Horizons, 64(1), 3-4.
- Task Force on Education for Economic Growth. (1983). Action for Excellence. Denver, CO: Education Commission of the States.
- Tennessee Department of Education. (1983). Homework on the Tennessee Master Teacher Plan: Summary of Presentation to the President of the United States (Authorization No. 2115). Nashville, TN: Author.
- Tennessee Department of Education. (1984). Tennessee Career Ladder: Teacher Orientation Manual (Authorization No. 331040). Nashville, TN: Author.
- Tennessee Department of Education. (1986). Tennessee Career Ladder: Teacher Orientation Manual (Authorization No. 331218). Nashville, TN: Author.
- Thorne, E. H. (1959). Teacher merit rating really does work! Here are sixteen tested requisites. The Nation's Schools, 64(5), 70-71.

- Thorson, J. R., Miller, R. K., and Bellon, J. J. (1987). Instructional improvement through personnel evaluation. Educational Leadership, 44(7), 52-55.
- Turner, R. R. (1987). What teachers think about their evaluations. Education Digest, 52(4), 40-45.
- Tye, K. A. and Tye, B. B. (1984). Teacher isolation and school reform. Phi Delta Kappan, 65, 319-22.
- Walton, S. (1984). Education's new paint job: Reforms at a glance. Learning, 13(1), 72-73, 80-81.
- Weaver, T. L. (1984). Solving the problem of teacher quality part I. Phi Delta Kappan, 66, 108-15.
- Weissman, R. (1969a). Merit pay: What merit? Arizona Teacher, 57(5), 12-15.
- Weissman, R. (1969b). Staff differentiation. Arizona Teacher, 57(6), 12-13, 58, 60, 62.
- Willis, H. D. (1984). School improvement: Issues and answers. In B. D. States (Ed.), Promoting School Excellence Through the Application of Effective Schools Research: Summary and Findings of 1984 Regional Exchange Workshops (pp. 44-68). (ERIC Document Reproduction Service No. ED 251 970).
- Willey, D. S. and Burks, S. E. (1961). Some factors pertaining to merit salary planning. Teachers College Journal, 33(4), 72-73.
- ✓ Wise, A. E., Darling-Hammond, L., McLaughlin, M. W., and Bernstein, H. T. (1984). Teacher Evaluation: A Study of Effective Practices. Santa Monica, CA: The Rand Corporation.
- Wolf, J. and Stephens, B. (1985). A master teacher plan: The classroom teacher's perspective. American Education, 21(1), 2-3.
- Zuelke, D. C. (May 13, 1987). North Dakota's merit pay program is 'alive and well.' Education Week, 6(32), 19.

APPENDIXES

APPENDIX A

SAMPLE CODING AND TALLY SHEETS

Sample Completed Coding Sheet - Section 1 - Question 1 - Question 1 (Rural System)

Section 1 - Question 1	13301	13102	13203	13404	12405	12106	12207	12308	11209	11310	11111	11412
Influence Teacher Performance												
Negative												
1. Make teachers more accountable						1						
2. Check against guidelines								1				
3. Standardize teaching methods	1											1
4. Not to recognize good teaching	1											
5. Not to improve weaknesses										1		
Positive												
1. Make sure teachers are qualified	1											
2. Motivate teachers												
3. Provide feedback						1			1			
4. Improve instruction	1											
5. Encourage better teachers												
6. Provide incentive for teachers												
7. Re-educate teachers												
8. Give teachers new ideas		1										
9. Shore-up weaknesses												

APPENDIX B

ITERATIONS OF THE INTERVIEW SCHEDULE

Interview Schedule Iteration One

Section 1: Goals

1. What do you perceive to be the goals for:
 - A. the Career Ladder?
 - B. local teacher evaluation?
2. How do these goals affect:
 - A. you personally (teachers under your supervision)?
 - B. other teachers?
3. What changes would you recommend for the goals of evaluation for:
 - A. the Career Ladder?
 - B. local evaluation?

Section 2: Local Evaluation

1. What is your appraisal of evaluations conducted for the Career Ladder by local evaluators?
2. How generally, do you think the evaluation process for the Tennessee Career Ladder affected local instructional evaluation?
3. What improvements would you recommend for local evaluations:
 - A. the Career Ladder?
 - B. instructional evaluation not associated with the Career Ladder?

Section 3: State Evaluation

1. What is your appraisal of the Career Ladder evaluation process conducted by state evaluators?
2. How do you perceive the effects of the Career Ladder evaluation process:
 - A. on you personally (teachers under your supervision)?
 - B. on other teachers?
3. What improvements would you recommend for state evaluations for the Career Ladder?

Section 4: Local Evaluators

1. What do think the effects of the Career Ladder evaluation process have been on local evaluators?
2. What recommendations can you make to improve the relationship between local evaluators and teachers?

Section 5: State Evaluators

1. What are your perceptions of state evaluators for the Career Ladder? (e.g., training, trust, confidence)
2. How do you think the role of state evaluator can be improved?

Section 6: Locus of Control

1. For purposes of Career Ladder decision-making, who would you (teachers under your supervision) rather have evaluate you (them)? Please elaborate.
2. For purposes of Career Ladder decision-making, who do you think your colleagues (other teachers) would rather have evaluate them? Please elaborate.
3. What changes in the decision-making context would you make to insure the fairest possible evaluations for all teachers?

Section 7: Feedback

1. What are your feelings about the feedback you (teachers under your supervision) received from your (their) Career Ladder evaluation? (type, degree, specificity, frequency, utility)
2. What changes would you make in the nature of feedback from Career Ladder evaluations?

Section 8: Other

1. Would you like to speak about any other issue pertaining to Career Ladder evaluations not covered in this interview?

Interview Schedule Iteration Two

Section 1: Goals

1. What do you perceive to be the goals of state evaluation for the Career Ladder?
2. Do you have a program of local teacher evaluation? If so, what do you perceive to be the goals of this program?
3. What impacts has the local teacher evaluation program had on:
 - A. you (teachers under your supervision)?
 - B. other teachers?
4. What impacts has the local teacher evaluation program had on:
 - A. you (teachers under your supervision)?
 - B. other teachers?
5. Do you agree with the goals of the evaluation program for the Career Ladder? If not, what changes would you recommend to improve the goals of the program?
6. Do you agree with the goals of the local teacher evaluation program? If not, what changes would you recommend to improve the goals of the program?

Section 2: Local Evaluation

1. What is your appraisal of evaluations conducted for the Career Ladder by local evaluators?
2. Do you think the evaluation process for the Tennessee Career Ladder has affected local instructional evaluation? If so, how?
3. Would you recommend any changes for local evaluations for :
 - A. the Career Ladder
 - B. teacher evaluation not associated with the Career Ladder? If so, what would they be?

Section 3: State Evaluation

1. What is your appraisal of the Career Ladder evaluation process conducted by state evaluators?
2. How do you perceive the effects of the state evaluation process:
 - A. on you (teachers under your supervision)?
 - B. on other teachers?
3. Would you recommend any improvements for state evaluations for the Career Ladder? If so, what would they be?

Section 4: Local Evaluators

1. What have the effects of the Career Ladder evaluation process been on local evaluators?
2. Would you make any recommendations to improve the relationship between local evaluators and teachers? If so, what would they be?

Section 5: State Evaluators

1. What are your perceptions of state evaluators for the Career Ladder? (e.g., competence, interpersonal skills, trust, confidence)
2. Do you think the way state evaluators function can be improved? If so, how?

Section 6: Locus of Control

1. For purposes of Career Ladder decision-making, who would you (teachers under your supervision) rather have evaluate you (them)? Please elaborate.
2. For purposes of Career Ladder decision-making, who do you think your colleagues (other teachers) would like to have evaluate them? Please elaborate.
3. What recommendations would you make to insure the fairest possible evaluations for teachers?

Section 7: Feedback

1. Please describe the feedback you (teachers under your supervision) received from your (their) Career Ladder evaluation? (type, degree, specificity, frequency, utility)
2. Would you make any changes in the nature of feedback from Career Ladder evaluations? If so, what would they be?

Section 8: Other

1. Would you like to speak about any other issue pertaining to Career Ladder evaluations not covered in this interview?

Interview Schedule Iteration Three

Section 1: Purposes

1. What do you perceive to be the purposes of state evaluation for the Career Ladder?
2. Do you agree with the purposes of the evaluation program for the Career Ladder? If not, what changes would you make in the purposes of the program?
3. Do you have a program of local teacher evaluation? If so, what do you perceive to be the purposes of this program?
4. Do you agree with the purposes of the local teacher evaluation program? If not, what changes would you make in the purposes of the program?

Section 2: Local Evaluation

1. What is your appraisal of local evaluations for the Career Ladder?
2. Do you think the evaluation process for the Tennessee Career Ladder has affected local teacher evaluation? If so, how?
3. Would you recommend any changes for local evaluation
 - A. for the Career Ladder? If so, what would they be?
 - B. for teacher evaluation not associated with the Career Ladder? If so, what would they be?

Section 3: State Evaluation

1. What is your appraisal of state evaluations for the Career Ladder?
2. How do you perceive the effects of the state evaluation process:
 - A. on you (teachers under your supervision)?
 - B. on other teachers?
3. Would you recommend any improvements for state evaluations for the Career Ladder? If so, what would they be?

Section 4: Local Evaluators

1. What have been the effects of the Career Ladder evaluation process on local evaluators?
2. Would you make any recommendations to improve the relationship between local evaluators and teachers? If so, what would they be?

Section 5: State Evaluators

1. What are your perceptions of state evaluators for the Career Ladder? (e.g., competence, interpersonal skills, trust, confidence)
2. Do you think the way state evaluators function can be improved? If so, how?

Section 6: Locus of Control

1. For purposes of Career Ladder decision-making, who would you (teachers under your supervision) rather have evaluate you (them)? Please elaborate.
2. For purposes of Career Ladder decision-making, who do you think other teachers would like to have evaluate them? Please elaborate.
3. What recommendations would you make to insure the fairest possible evaluations for teachers?

Section 7: Feedback

1. Please describe the feedback you (teachers under your supervision) received from your (their) Career Ladder evaluation? (type, degree, specificity, frequency, utility)
2. Would you make any changes in the nature of feedback from Career Ladder evaluations? If so, what would they be?
3. Do you believe evaluation can be used to help teachers grow and improve? If so, in what ways?

Section 8: Other

1. Would you like to speak about any other issue pertaining to Career Ladder evaluations not covered in this interview?

APPENDIX C

COMPLETE CODING SHEETS

Responses to Question 1 - Section 2

Section 2 - Question 1									
Positive Appraisal									
Not Compared to State Evaluations									
1. Very good									
2. Appropriate for level 1									
3. Principal helps make teachers comfortable									
4. Teachers more relaxed with local evaluators									
5. Teachers less intimidated by local evaluators									
6. Effectiveness tied to skills of evaluators									
7. Expectation clear									
8. Good appraisal of teaching									
Compared to State Evaluations									
1. Just as fair as state evaluations									
2. Local evaluations can eliminate putting on show or game playing									
3. More fair than state evaluations									
4. Provide truer picture of teacher's ability than state evaluations									
5. Prefer local evaluations to state evaluations									
6. Less stressful									

Responses to Question 1 - Section 2

Negative Appraisal										
Not Compared to State Evaluations										
1. Paperwork was excessive										
2. Rating scale was confusing										
3. Not specific enough										
4. Forms were repetitious										
5. Bad if used to find negative aspects of teaching										
6. Expectations unclear										
7. Inconsistent										
8. Instrumentation unfair										
9. Not thorough enough										
10. Suceptible to game playing										
11. Suceptible to bias										
Compared to State Evaluations										
1. State evaluations more demanding										
2. No continuity between level 1 and levels 2 & 3 evaluations										
3. More competition with state evaluations										
4. Different context for evaluations for higher levels										

Responses to Question 2a - Section 3

Section 3 - Question 2a									
Effects on Instruction									
Positive									
1. Made me examine my teaching									
2. Made me more conscious of planning									
3. Made me more conscious of using different teaching strategies									
4. Made me more conscious of time management									
5. Helped improve instruction									
6. Felt I had to perform									
7. TIM was helpful									
Negative									
1. Increased teacher workload									
2. TIM stifles creativity									
3. Took time away from class									
Affective Effects									
Positive									
1. Gave me credit for things I have been doing for years									
2. Gave me recognition									
3. Created a sense of accomplishment									
4. Re-inforced positive self-image									
5. Motivated me to do well									

Responses to Question 2 - Section 6

[illegible]

APPENDIX D

DEMOGRAPHIC BREAKDOWNS OF RESPONSES

Table 2A
Responses to Question 1 - Section 1
Demographic Breakdown

<u>Category</u>	<u>Responses By System</u>				<u>Responses By Level</u>				<u>Responses By Assignment</u>		
	<u>R</u>	<u>RS</u>	<u>US</u>	<u>U</u>	<u>I</u>	<u>II</u>	<u>III</u>	<u>P</u>	<u>E</u>	<u>M</u>	<u>H</u>
Influence Teacher Performance	11	11	16	8	8	18	12	8	13	15	18
Positive	5	8	10	2	3	13	5	4	5	6	14
Negative	6	3	6	6	5	5	7	4	8	9	4
Standardize and Improve Evaluation	6	6	4	2	15	7	4	6	5	3	10
Classify and Award Merit Pay	5	6	6	14	8	5	10	12	12	8	11
Improve Teacher Pay	2	4	1	2	1	2	3	3	4	3	2
Negative Motives	2	5	2	2	3	5	1	2	3	6	2
Totals	26	32	29	28	35	37	30	27	37	35	43

Table 3A
Responses to Question 2 - Section 1
Demographic Breakdown

<u>Category</u>	<u>Responses By System</u>				<u>Responses By Level</u>				<u>Responses By Assignment</u>		
	<u>R</u>	<u>RS</u>	<u>US</u>	<u>U</u>	<u>I</u>	<u>II</u>	<u>III</u>	<u>P</u>	<u>E</u>	<u>M</u>	<u>H</u>
Agreement	7	10	10	8	9	8	10	8	15	7	13
Unconditi- onal	3	6	5	5	3	5	6	5	9	3	7
Conditional	4	4	5	3	6	3	4	3	6	4	6
Use of Local Evaluators	3	0	1	1	3	0	0	2	0	4	1
Changes in the Evaluation Process	8	1	1	2	3	4	3	2	2	5	5
Other Specific Suggestions	3	6	1	1	2	5	2	2	0	5	6
Totals	21	17	13	13	17	17	15	14	17	21	25

Table 4A
Responses to Question 3 - Section 1
Demographic Breakdown

<u>Category</u>	<u>Responses By</u> <u>System</u>				<u>Responses By</u> <u>Level</u>				<u>Responses</u> <u>By</u> <u>Assignment</u>		
	<u>R</u>	<u>RS</u>	<u>US</u>	<u>U</u>	<u>I</u>	<u>II</u>	<u>III</u>	<u>P</u>	<u>E</u>	<u>M</u>	<u>H</u>
State Program Influences	6	2	1	4	4	1	2	6	2	3	8
To Improve Teaching	9	6	10	4	3	10	6	10	13	7	9
To Verify Teacher Behaviors	9	9	7	6	11	10	6	4	14	11	6
To Influence Evaluation Practices	9	2	4	3	4	2	3	9	5	5	8
Totals	33	19	22	17	22	23	17	29	34	26	31

Table 5A
Responses to Question 4 - Section 1
Demographic Breakdown

<u>Category</u>	<u>Responses By System</u>				<u>Responses By Level</u>				<u>Responses By Assignment</u>		
	<u>R</u>	<u>RS</u>	<u>US</u>	<u>U</u>	<u>I</u>	<u>II</u>	<u>III</u>	<u>P</u>	<u>E</u>	<u>M</u>	<u>H</u>
Agreement	10	8	10	10	9	8	10	11	14	11	13
Changes in the Outcomes of Evaluation	3	3	1	3	3	3	3	1	1	6	3
Changes in the Evaluation Process	2	1	1	0	2	1	1	0	3	1	0
Totals	15	12	12	13	14	12	14	12	18	18	16

Table 6A
Responses to Question 1 - Section 2
Demographic Breakdown

<u>Category</u>	<u>Responses By System</u>				<u>Responses By Level</u>				<u>Responses By Assignment</u>		
	<u>R</u>	<u>RS</u>	<u>US</u>	<u>U</u>	<u>I</u>	<u>II</u>	<u>III</u>	<u>P</u>	<u>E</u>	<u>M</u>	<u>H</u>
Positive Appraisal	17	17	21	13	16	14	17	21	32	16	20
Not Compared to State Evaluations	6	9	15	5	8	9	9	9	17	10	8
Compared to State Evaluations	11	8	6	8	8	5	8	12	15	6	12
Negative Appraisal	15	5	6	11	10	10	10	9	9	16	14
Not Compared to State Evaluations	5	3	6	10	9	6	6	3	4	9	8
Compared to State Evaluations	10	2	0	1	1	4	4	6	5	7	6
Totals	32	22	27	24	26	24	27	30	41	32	34

Table 7A
Responses to Question 2 - Section 2
Demographic Breakdown

<u>Category</u>	<u>Responses By</u> <u>System</u>				<u>Responses By</u> <u>Level</u>				<u>Responses</u> <u>By</u> <u>Assignment</u>		
	<u>R</u>	<u>RS</u>	<u>US</u>	<u>U</u>	<u>I</u>	<u>II</u>	<u>III</u>	<u>P</u>	<u>E</u>	<u>M</u>	<u>H</u>
Changed to Match State Process	9	12	13	9	13	11	11	8	18	15	10
Influences on Local Evaluation	32	14	10	8	8	19	15	22	23	17	24
Positive	24	13	4	5	6	12	11	17	20	8	18
Negative	8	1	6	3	2	7	4	5	3	9	6
Influences on Local Evaluators	5	0	2	4	3	2	4	2	3	1	7
Positive	4	0	1	3	3	0	4	1	2	0	6
Negative	1	0	1	1	0	2	0	1	1	1	1
Totals	46	26	25	21	24	34	30	32	44	33	41

Table 8A
Responses to Question 3 - Section 2
Demographic Breakdown

<u>Category</u>	<u>Responses By System</u>				<u>Responses By Level</u>				<u>Responses By Assignment</u>		
	<u>R</u>	<u>RS</u>	<u>US</u>	<u>U</u>	<u>I</u>	<u>II</u>	<u>III</u>	<u>P</u>	<u>E</u>	<u>M</u>	<u>H</u>
No Changes	5	6	7	4	6	6	6	4	12	5	5
Changes in the Evaluation Process	9	5	5	9	7	7	8	6	7	12	9
Changes Involving Evaluators	2	3	1	2	2	1	2	3	1	3	4
Totals	16	14	13	15	15	14	16	13	20	20	18

Table 9A
Responses to Question 4 - Section 2
Demographic Breakdown

<u>Category</u>	<u>Responses By System</u>				<u>Responses By Level</u>				<u>Responses By Assignment</u>		
	<u>R</u>	<u>RS</u>	<u>US</u>	<u>U</u>	<u>I</u>	<u>II</u>	<u>III</u>	<u>P</u>	<u>E</u>	<u>M</u>	<u>H</u>
No Changes	8	8	6	1	6	6	7	4	1	4	8
Changes in the Evaluation Process	4	5	11	11	6	6	9	10	5	14	12
Changes Involving Evaluators	1	2	1	3	2	1	1	3	0	6	1
Totals	13	15	18	15	14	16	14	17	16	24	21

Table 10A
Responses to Question 1 - Section 3
Demographic Breakdown

<u>Category</u>	<u>Responses By System</u>				<u>Responses By Level</u>				<u>Responses By Assignment</u>		
	<u>R</u>	<u>RS</u>	<u>US</u>	<u>U</u>	<u>I</u>	<u>II</u>	<u>III</u>	<u>P</u>	<u>E</u>	<u>M</u>	<u>H</u>
Positive Appraisal	5	2	1	4	1	1	8	2	6	3	3
Compared to Local Evaluation	1	0	0	0	0	0	1	0	0	0	1
Not Compared to Local Evaluation	4	2	1	4	1	1	7	2	6	3	2
Negative Appraisal	20	23	34	26	26	33	25	19	42	33	28
Compared to Local Evaluation	0	0	0	0	0	0	0	0	0	0	0
Not Compared to Local Evaluation	20	23	34	26	26	33	25	19	42	33	28
Evaluators	1	2	2	0	1	1	3	0	1	1	3
Totals	26	27	37	30	28	35	36	21	49	37	34

Table 11A
Responses to Question 2 - Section 3
Demographic Breakdown

<u>Category</u>	<u>Responses By System</u>				<u>Responses By Level</u>				<u>Responses By Assignment</u>		
	<u>R</u>	<u>RS</u>	<u>US</u>	<u>U</u>	<u>I</u>	<u>II</u>	<u>III</u>	<u>P</u>	<u>E</u>	<u>M</u>	<u>H</u>
Effects on Instruction	8	10	9	4	0	7	17	7	9	6	16
Positive	6	9	6	4	0	6	15	4	5	5	15
Negative	2	1	3	0	0	1	2	3	4	1	1
Affective Effects	15	17	28	18	0	25	25	28	27	27	24
Positive	3	3	0	4	0	3	6	1	4	1	5
Negative	11	14	28	14	0	22	19	27	23	26	19
Totals	23	27	37	22	0	32	42	35	36	33	40

Table 12A
Responses to Question 3 - Section 3
Demographic Breakdown

<u>Category</u>	<u>Responses By System</u>				<u>Responses By Level</u>				<u>Responses By Assignment</u>		
	<u>R</u>	<u>RS</u>	<u>US</u>	<u>U</u>	<u>I</u>	<u>II</u>	<u>III</u>	<u>P</u>	<u>E</u>	<u>M</u>	<u>H</u>
Effects on Instruction	6	5	6	3	9	2	5	4	7	8	5
Positive	0	4	2	0	2	1	2	1	2	2	2
Negative	6	1	4	3	7	1	3	3	5	6	3
Affective Effects	25	23	36	29	33	34	27	19	44	35	34
Positive	6	3	3	1	3	4	4	2	7	2	4
Negative	19	22	33	28	30	30	23	17	37	33	30
Totals	31	28	42	32	42	36	32	23	51	43	39

Table 13A
Responses to Question 4 - Section 3
Demographic Breakdown

<u>Category</u>	<u>Responses By System</u>				<u>Responses By Level</u>				<u>Responses By Assignment</u>		
	<u>R</u>	<u>RS</u>	<u>US</u>	<u>U</u>	<u>I</u>	<u>II</u>	<u>III</u>	<u>P</u>	<u>E</u>	<u>M</u>	<u>H</u>
No Recommendations	2	2	2	2	3	1	2	2	3	2	3
Changes in the Types of Data Used	4	1	2	0	2	1	3	1	2	3	2
Changes in the Process of Data Collection	15	12	12	14	13	14	12	14	19	19	15
Changes in the Uses of Data	5	1	0	0	0	5	1	0	3	2	1
Totals	26	16	16	16	18	21	18	17	27	26	21

Table 14A
Responses to Question 1 - Section 4
Demographic Breakdown

<u>Category</u>	<u>Responses By</u> <u>System</u>				<u>Responses By</u> <u>Level</u>				<u>Responses</u> <u>By</u> <u>Assignment</u>		
	<u>R</u>	<u>RS</u>	<u>US</u>	<u>U</u>	<u>I</u>	<u>II</u>	<u>III</u>	<u>P</u>	<u>E</u>	<u>M</u>	<u>H</u>
Upgraded Abilities to Evaluate	15	20	6	15	13	13	16	14	27	14	15
Personal Effects	17	11	26	18	17	16	18	21	25	15	32
Positive	8	2	4	5	4	8	10	4	10	3	6
Negative	9	9	22	13	13	8	8	17	15	12	26
Totals	32	31	32	33	30	29	34	35	52	29	47

Table 15A
Responses to Question 2 - Section 4
Demographic Breakdown

<u>Category</u>	<u>Responses By</u> <u>System</u>				<u>Responses By</u> <u>Level</u>				<u>Responses</u> <u>By</u> <u>Assignment</u>		
	<u>R</u>	<u>RS</u>	<u>US</u>	<u>U</u>	<u>I</u>	<u>II</u>	<u>III</u>	<u>P</u>	<u>E</u>	<u>M</u>	<u>H</u>
No Recommend- ations	7	7	10	4	7	10	7	4	10	12	6
Process Improvements	6	7	4	11	8	3	9	8	10	5	13
Changes in Evaluator Character- istics	2	0	0	3	1	0	2	2	1	2	2
Totals	15	14	14	18	16	13	18	14	21	19	21

Table 16A
Responses to Question 1 - Section 5
Demographic Breakdown

<u>Category</u>	<u>Responses By System</u>				<u>Responses By Level</u>				<u>Responses By Assignment</u>		
	<u>R</u>	<u>RS</u>	<u>US</u>	<u>U</u>	<u>I</u>	<u>II</u>	<u>III</u>	<u>P</u>	<u>E</u>	<u>M</u>	<u>H</u>
Evaluators' Interpersonal Skills	10	15	18	13	14	16	17	9	20	21	15
Positive	1	2	4	0	1	2	2	1	2	1	4
Negative	9	13	14	13	13	14	15	8	18	20	11
Evaluative Techniques	12	7	6	4	8	7	7	7	10	11	8
Positive	1	1	3	0	3	0	0	2	1	2	2
Negative	11	6	3	4	5	7	7	5	9	9	6
Evaluator Qualifications	5	9	21	13	9	12	16	11	14	16	18
Positive	2	3	8	1	2	2	5	5	5	5	4
Negative	3	6	13	12	7	10	11	6	9	11	14
Totals	27	31	45	30	31	35	40	27	44	48	41

Table 17A
Responses to Question 2 - Section 5
Demographic Breakdown

<u>Category</u>	<u>Responses By</u> <u>System</u>				<u>Responses By</u> <u>Level</u>				<u>Responses</u> <u>By</u> <u>Assignment</u>		
	<u>R</u>	<u>RS</u>	<u>US</u>	<u>U</u>	<u>I</u>	<u>II</u>	<u>III</u>	<u>P</u>	<u>E</u>	<u>M</u>	<u>H</u>
No Improvements	0	2	1	3	2	2	1	1	4	1	1
Improve Evaluators' Interpers- onal Skills	1	8	6	0	4	5	4	2	6	6	3
Improve Evaluators' Qualifica- tions	2	2	7	2	1	5	5	2	1	3	9
Improve Evaluators' Evaluative Techniques	6	8	8	5	6	10	7	4	10	9	8
Use Local Evaluators	7	2	2	3	4	2	2	6	3	6	5
Totals	16	22	24	13	17	24	19	15	24	25	26

Table 18A
Responses to Question 1 - Section 6
Demographic Breakdown

<u>Category</u>	<u>Responses By System</u>				<u>Responses By Level</u>				<u>Responses By Assignment</u>		
	R	RS	US	U	I	II	III	P	E	M	H
State Evaluators	2	0	0	1	0	0	3	0	1	1	1
Local Evaluators	10	12	12	11	12	12	9	12	15	15	15
Local General	1	0	2	0	2	0	1	0	2	1	0
Principal	4	6	8	6	6	4	3	12	9	8	7
Peer	4	3	1	4	3	5	3	0	3	4	5
Combination State/Local	1	3	1	1	1	3	2	0	1	2	3
Totals	12	12	12	12	12	12	12	12	16	16	16

Table 19A
Responses to Question 2 - Section 6
Demographic Breakdown

<u>Category</u>	<u>Responses By System</u>				<u>Responses By Level</u>				<u>Responses By Assignment</u>		
	R	RS	US	U	I	II	III	P	E	M	H
State Evaluators	1	0	0	0	0	0	1	0	0	1	0
Local Evaluators	11	12	12	12	12	12	11	12	16	15	16
Local General	2	1	3	1	2	1	4	0	4	3	0
Peer	3	3	1	4	5	4	1	1	3	4	4
Principal	5	8	8	6	5	6	5	11	9	8	10
Supervisor of Instruction	1	0	0	1	0	1	1	0	0	0	2
Totals	12	12	12	12	12	12	12	12	16	16	16

Table 20A
Responses to Question 3 - Section 6
Demographic Breakdown

<u>Category</u>	<u>Responses By</u> <u>System</u>				<u>Responses By</u> <u>Level</u>				<u>Responses</u> <u>By</u> <u>Assignment</u>		
	<u>R</u>	<u>RS</u>	<u>US</u>	<u>U</u>	<u>I</u>	<u>II</u>	<u>III</u>	<u>P</u>	<u>E</u>	<u>M</u>	<u>H</u>
Evaluator Considera- tions	9	8	10	9	8	10	7	11	9	10	17
Process Considera- tions	11	10	13	10	10	11	19	4	15	15	14
Uses and Collection of Data	6	1	0	0	3	2	0	2	3	2	2
Totals	26	19	23	19	21	23	26	17	27	27	33

Table 21A
Responses to Question 1 - Section 7
Demographic Breakdown

<u>Category</u>	<u>Responses By System</u>				<u>Responses By Level</u>				<u>Responses By Assignment</u>		
	<u>R</u>	<u>RS</u>	<u>US</u>	<u>U</u>	<u>I</u>	<u>II</u>	<u>III</u>	<u>P</u>	<u>E</u>	<u>M</u>	<u>H</u>
Type of Feedback	12	11	17	17	0	19	20	16	17	18	20
Utility of Feedback	6	2	8	8	0	10	11	3	4	9	10
Useful	1	0	0	2	0	0	3	0	1	0	2
Not Useful	5	2	8	6	0	10	8	3	3	9	8
Timing	1	0	0	2	0	0	2	1	0	2	1
Totals	19	13	25	27	0	29	33	20	21	29	31

Table 22A
Responses to Question 2 - Section 7
Demographic Breakdown

<u>Category</u>	<u>Responses By System</u>				<u>Responses By Level</u>				<u>Responses By Assignment</u>		
	<u>R</u>	<u>RS</u>	<u>US</u>	<u>U</u>	<u>I</u>	<u>II</u>	<u>III</u>	<u>P</u>	<u>E</u>	<u>M</u>	<u>H</u>
No Recommend- ations	3	4	1	4	5	0	5	2	4	4	4
Type of Feedback	10	9	15	8	6	18	8	10	16	10	16
Timing of Feedback	11	3	13	4	8	6	8	8	15	7	9
Totals	24	16	29	16	19	24	21	20	35	21	29

Table 23A
Responses to Question 3 - Section 7
Demographic Breakdown

<u>Category</u>	<u>Responses By System</u>				<u>Responses By Level</u>				<u>Responses By Assignment</u>		
	<u>R</u>	<u>RS</u>	<u>US</u>	<u>U</u>	<u>I</u>	<u>II</u>	<u>III</u>	<u>P</u>	<u>E</u>	<u>M</u>	<u>H</u>
Purposes of Evaluation	11	7	4	4	8	5	6	7	9	8	9
Outcomes of Evaluation	14	10	20	15	13	14	17	15	20	14	26
Requisite Conditions	15	8	4	11	14	8	13	11	20	15	10
Totals	40	25	28	30	35	27	36	33	49	42	45

Table 24A
Responses to Question 1 - Section 8
Demographic Breakdown

<u>Category</u>	<u>Responses By</u> <u>System</u>				<u>Responses By</u> <u>Level</u>				<u>Responses</u> <u>By</u> <u>Assignment</u>		
	<u>R</u>	<u>RS</u>	<u>US</u>	<u>U</u>	<u>I</u>	<u>II</u>	<u>III</u>	<u>P</u>	<u>E</u>	<u>M</u>	<u>H</u>
Feedback	1	1	0	1	2	0	1	0	2	1	0
Process Considera- tions	5	3	2	0	2	5	1	2	3	4	3
Money Considera- tions	1	2	0	1	0	0	4	0	1	2	1
Outcomes of Evaluation	0	2	1	0	0	1	2	0	1	1	1
Totals	7	8	3	2	4	6	8	2	7	8	5

VITA

Kenneth James Henry was born in Sweetwater, Tennessee, on December 9, 1954. Son of a self-employed businessman and a teacher, he was schooled in the Monroe County schools, graduating from Madisonville High School in 1972. He attended Hiwassee Junior College in Madisonville and received his bachelors degree from Tennessee Wesleyan College in Athens, Tennessee, in 1977. Mr. Henry graduated from Tennessee Technological University in Cookeville, Tennessee, with a Masters of Arts degree in Educational Administration and Supervision in 1982. He received his Ed.D. from the University of Tennessee at Knoxville in June 1988.

Mr. Henry has taught in high schools for seven years and served in various coaching duties during that tenure. In 1985 he was appointed to resurrect the football program at Tennessee Wesleyan College from a twenty-four year hiatus. Mr. Henry assumed his present position of Curriculum and Instruction Specialist at Roane State Community College in Harriman, Tennessee, in March 1987.

During his career Mr. Henry has been active in several professional organizations, most notably the Association for Supervision and Curriculum Development. Mr. Henry also holds memberships in the Tennessee Association for Supervision and Curriculum Development and Phi Delta Kappa.