Teacher evaluation determines tenure, salary, academic rank, or promotion and must be based on content, purpose, or nature of the teaching activity before, during, and after the classroom visit. Its six principles are: (1) realization of its necessity and complexity, (2) objective attitude, (3) focus on definable segments of observed behavior of both student and teacher, (4) prior descriptions of desired changes in student behavior, (5) agreement by teacher and evaluator on teaching objectives, and (6) its value to the school's total instructional development. Based on these principles, an assessment procedure is proposed to provide: (1) faculty acceptance, (2) improved instruction for the whole college, (3) objectivity in retention or dismissal of probationers, (4) increased teacher job-satisfaction, (5) legal satisfaction of evaluation role, and (6) better student evaluations. Each objective has certain performance criteria: (1) most faculty will prefer this objectivity, (2) faculty will articulate objectives and develop innovations, (3) teacher retention or resease will be challenged less often and probationary performance will improve, (4) teacher turnover and absenteeism will decrease, (5) evaluation reports will satisfy chief administrators, and (6) as teachers relate course content to stated objectives student complaints will decrease. Including non-instructional considerations, procedures require separate orientations for the entire faculty, for probationary teachers, and for tenured faculty. (HH)
A FEASIBLE SCHEME FOR THE EVALUATION OF INSTRUCTORS

A Term Project, Submitted as Course Requirement for Education 261D. The Junior College Curriculum Seminar to Dr. A. Cohen

by
Lloyd H. Morin
August, 1968
U.C.L.A.
<table>
<thead>
<tr>
<th>TABLE OF CONTENTS</th>
<th>PAGE</th>
</tr>
</thead>
<tbody>
<tr>
<td>THE PROBLEM</td>
<td>1</td>
</tr>
<tr>
<td>Background to the Problem</td>
<td>1</td>
</tr>
<tr>
<td>Statement of the Problem</td>
<td>3</td>
</tr>
<tr>
<td>GUIDING PRINCIPLES</td>
<td>3</td>
</tr>
<tr>
<td>OBJECTIVES OF ASSESSMENT PROGRAM</td>
<td>10</td>
</tr>
<tr>
<td>Objectives</td>
<td>10</td>
</tr>
<tr>
<td>Minimum Performance Criteria</td>
<td>11</td>
</tr>
<tr>
<td>PROPOSED PROCEDURES FOR EVALUATION</td>
<td>12</td>
</tr>
<tr>
<td>General Orientation</td>
<td>13</td>
</tr>
<tr>
<td>Procedure for Probationary Faculty</td>
<td>14</td>
</tr>
<tr>
<td>Procedure for Permanent Faculty</td>
<td>17</td>
</tr>
<tr>
<td>CONCLUSION</td>
<td>19</td>
</tr>
<tr>
<td>SELECTED ANNOTATED BIBLIOGRAPHY</td>
<td>20</td>
</tr>
</tbody>
</table>
THE PROBLEM

Background to the Problem

In the past half-century, one of the recurring topics in the "professional" education literature has been the evaluation of teachers. Never has so much been written by so many to amount to so little. In spite of the claims of many experienced practitioners that "I can tell a good teacher when I see one," the evidence indicates that if ten such raters were to view simultaneously any given instructor, the probability is very high of obtaining ten evaluations based on differing characteristics or performances, with a composite rating ranging from "excellent" to "very poor."¹

Attempts have been made to increase reliability of raters' judgments by providing a variety of rating scales. In attempting to include all supposedly related characteristics and behaviors they tend to become so complex and cumbersome that they are seldom used in actual supervisory practice.² Even if they were, their value is questionable. Frequently scales have been constructed by psychologists interested in some particular aspect of the teaching-learning


situation — authoritarianism of the teacher, attitude development, group
dynamics, etc. Even if these are measurable they are tangential to the
central educational function.

Most of the "research" reported in the literature is lacking
rigor in design and adequate specification of terminology, so that it
gives little direction to those seeking to improve evaluation techniques.
For example, one extensive survey of evaluation procedures used in
colleges reports that the most frequently used techniques in junior
colleges are: Dean evaluation, Chairman evaluation, and Classroom
Visits. However, the basis for the evaluation, the content, purpose
or nature of the activity before, during, or after the "classroom
visit" is not reported. The wide range of behaviors included within
each classification makes the survey practically meaningless, and of
no value to other "would-be" evaluators.

However, in spite of the confusion and ambiguity surrounding
instructor evaluation, administrators throughout the educational
institution are legally encumbered with the continuing necessity of
evaluating instructors. Where evaluations are used to determine
tenure, placement on merit pay or academic rank schedules, or
promotion to a Departmental Chairmanship, the concern shown by the
instructors for "fair" and defensible procedures is frequently expressed,
often with the generation of considerable emotion. If faculty are

3Alexander Astin and Calvin Lee, "Current Practices in the
Evaluation and Training of College Teachers," in The Junior College
Curriculum. Arthur Cohen and John Piroda (eds.). (New York:
Selected Academic Readings).
unhappy with the evaluation procedures used, they will not be disposed to working with the Dean, or Chairman, on other aspects of curricular or instructional development.

**Statement of the Problem**

The central purpose of this project, therefore, is to devise a realistic scheme for the evaluation of instructors that will provide more objective data related to the essentials of the teaching-learning process itself. The scheme to be developed is to be applied in a relatively small two-year regional college (under 1,000 enrollment) in British Columbia. The chief administrative officer in the institution is the principal, who administers the college under Academic Board directives and Department of Education Regulations similar to those of secondary schools. The evaluation process will probably be delegated largely to a Dean of Instruction.

**GUIDING PRINCIPLES**

The supervisor, whether he be department chairman, dean, or principal must establish some basic guiding principles upon which to build his evaluative procedures. Based in part upon the selected references listed at the end of this paper, six principles are presented as the basic considerations upon which the procedures are built:

**Principle 1.** Evaluation is a complex and vital process and must not be treated casually as an incidental. Evaluation practices frequently observed in the field point out the necessity of stating this
principle. McGuire relates instructor evaluation to the Bloom "Taxonomy" which places "evaluation" as the sixth level of learning, essentially preceded by the levels of knowledge, comprehension, application, analysis and synthesis. A Dean who recognizes these prerequisites to meaningful evaluation will carefully consider the knowledge base (data) and his criteria for analysis and synthesis. The second principle follows logically.

Principle 2. The evaluator must employ "scientific" procedures in an effort to collect objective data. This principle has been presented most succinctly in the literature by Ryans in his "prediction and evaluation research paradigm," and by McGuire, who has summarized available research to develop an evaluation of medical instructors. Although each has a different emphasis — Ryan focusing on teacher behavior and McGuire focusing on students' performance — both procedures illustrate this second principle.

Ryan's five steps may be condensed as follows:

1. Arriving at a set of criteria which provide a framework of expectations for teachers in a particular community and situation.

2. Identifying the kinds of situations in which "valued" teacher behaviors may occur and in which they may be observed and assessed.

3. Describing in operational terms the behaviors that are to be assessed.


4. Identifying the teacher characteristics and behaviors that occur in the classroom.

5. Identifying the relationships between selected behaviorally defined properties of teacher behavior (Step 4) and selected operationally defined "valued behaviors" in selected situations (Steps 1, 2, 3).  

It is apparent that each of these steps is, in itself, a major undertaking, requiring a combination of subjective judgment and technical knowledge. However, his summary statement underscores the elements of the "scientific" approach:

... the aim of the process is to establish reliable relationships between "valued behaviors" and "observable behaviors." 7

Many observation procedures that have been suggested to accomplish Ryan's fourth step are very cumbersome and almost impossible to implement. The enormous number of characteristics and behaviors to be observed simultaneously leads to confusion, superficiality, and low reliability. A teacher may have a "poor voice" and yet succeed in enabling students to learn. A teacher may use a variety of "audio-visual" aids but communicate less than one who used the "deplorable" lecture.

McGuire's design is slightly more delimited. Her five steps are:

1. Documenting the characteristics of the participants in the educational venture (particularly the previous learnings and capabilities of students).

---


7 Ibid., p. 65.
2. Specifying the setting in which the learning takes place.

3. Noting all relevant parameters with regard to the materials and procedures that define the educational treatment employed.

4. Obtaining performance data that summarize the product.

5. Making a judgment about the merit of the educational instrument (program, method, or teacher) in terms of relative or of absolute, or both, standards of excellence.

These two paradigms illustrate the necessity of considering a wide range of variables within a well-designed evaluative procedure. The third principle will provide further delimitation.

Principle No. 3. Evaluation of individual instructors should focus primarily upon definable segments of observable behavior – both of the teacher and of the students. Laurits defines teaching as "the process by which changes in behavior are effected in an individual." He concludes, therefore, "In order to evaluate teaching, it is necessary to measure changes in the behavior of students." Laurits adds, however, that the change in behavior of students is an outcome of a complex of school experiences including "the extra-curricular mélange, the student government apparatus, the interscholastic athletics, the guidance programs" as well as the other courses taken from other instructors. He comes to the discouraging conclusion that

---

8 McGuire, op. cit., p. 94.


10 Ibid., p. 33.
"the evaluation of individual teachers leads nowhere," and that attempts to evaluate the effect of the school as a whole are the most promising. 11

Lucio and McNeil also recognize the problem of utilizing pupil performance as an indicator of teacher competence, but agree with Laurits that it is an essential aspect of the evaluation process. They suggest its application to one "unit" of a teaching-learning activity:

Research results have indicated that pupil-gain criteria can be used to determine the outcomes of particular teaching acts rather precisely, since these criteria are focused on the essence of teaching – the achievement of pupils. 12

The size of the "unit" to be defined as a "particular teaching act" may vary from a ten minute presentation to a full one-hour lecture period to an entire curriculum unit. The teacher is judged effective if his behavior elicits desired behavior in the students.

**Principle No. 4.** In order to determine the desirability of changes in student behavior, some prior descriptions must be prepared in operational terms of the type of performance desired.

**Principle No. 5.** Both teacher and evaluator must be cognizant of, and accept as legitimate, the stated objectives of the instructional procedure. One of the basic weaknesses of previous evaluation procedures in British Columbia colleges has been the lack of communication between instructor and evaluator regarding the "aims" of any particular

11 Ibid., p. 35.

instructional "unit." This lack of a common frame of reference has led to frequent and serious misunderstandings and conflicts, and a resultant mistrust and condemnation of all classroom visitation. Frequently, the teacher himself is not clear what his objectives are, and under the added pressure of supervision, succumbs to an incoherent performance. The supervisor frequently resorts to the most visible personal characteristics of the teacher or to observations of those behaviors which are either blatantly obvious or inconsequential to the instructional process. Any semblance of a professional relationship is impossible.

The prior establishment of objectives, and the preparation of instructional procedures and materials which are technically appropriate for obtaining these objectives, provide for a purposeful focus — identifiably separate from the person. Discussions so based can be conducted with greater professional detachment and objectivity.

Objectives are delimited so as to relate to the specific discipline and/or performance-level of students, but must not be restrictive in types of learnings. Cognitive, affective, and psychomotor learnings may apply at all levels in liberal arts or technical-vocational curricula. Nor should teachers and supervisors limit their search for objectives. Tyler suggests that educational objectives may arise from studies of the learner, studies of life outside the school, or the reports of subject specialists. 13 A fusion of psychological, sociological, and educational

---

13 Ralph W. Tyler, Basic Principles of Curriculum and Instruction. (Chicago: The University of Chicago, 1950), p. 82.
concerns results in the statement of objectives. Definable objectives which have been developed by a faculty member knowledgeable in his discipline, with the technical assistance of a competent supervisor, provide a common, purposeful focus for "professional" evaluation.

**Principle No. 6.** The evaluative procedure must be an inherent part of the total scheme for instructional development in the college. Lucio and McNeil introduce their proposal for assessment of instructors with a statement of the essential function of the supervisor:

The supervisor, in working out procedures for the assessment of teacher performance, starts with the goal of committing teachers to defined measurable tasks and establishing the conditions by which the teacher can succeed. 14

To attain the goal of "commitment" on the part of teachers to the program-improvement process the dean must exercise all his technical skill and "human relations" judgment to avoid alienating his staff. The importance of objectivity and professional respect - reciprocated by appraiser and appraisee - must be underscored as the basis for this commitment. When evaluation is accepted in this context it applies logically to all members of the faculty, regardless of length of service. Lucio and McNeil insist:

No teacher is expected or allowed to consider the classroom his inner sanctum where he alone determines how and what to teach and assess his own performance. 15

---

14Lucio and McNeil, op. cit., p. 212.

15Ibid.
This principle also means that the evaluation of any one instructor must always take into account the entire institution. An instructor may be unsuccessful in reaching an apparently realistic and valuable objective because of some scheduling problem, library deficiency, or some anomaly in the scope and sequencing of courses. As the Dean visits each member, or examines each personal record file, he must always have the total program as a frame of reference. In this way he can provide meaningful leadership to the entire college faculty. If his evaluation leaves out some members of the faculty, his knowledge of the overall institution will be incomplete and the entire program of curriculum improvement suffers.

OBJECTIVES OF ASSESSMENT PROGRAM

Objectives

Based upon the preceding considerations, an assessment procedure is proposed, designed to fulfill six objectives:

1. To provide an evaluative procedure that will gain a degree of faculty acceptance.

2. To provide a basis for the improvement of instruction throughout the institution.

3. (a) To provide objective data upon which to make decisions regarding the retention of probationary faculty.

   (b) To reduce the number of releases of "unsuccessful" probationary teachers.

4. To improve teacher "job-satisfaction."

5. To satisfy the legal requirements of the evaluating role of the principal of the college (or, by delegation, the Dean of Instruction).

6. To provide more meaningful student evaluation procedures.
Minimum Performance Criteria

In order to determine the effectiveness of the evaluation procedure, some minimum performance criteria are specified for each of the above objectives:

Objective No. 1

(a) 20 percent of the teaching faculty will voluntarily express a preference for the evaluation procedures, as compared to previous evaluations they have experienced or known of.

(b) 70 percent of the faculty will indicate on an anonymous questionnaire a preference for some form of "evaluation from objectives."

Objective No. 2

(a) At the end of the first academic year, 70 percent of the faculty will have begun a course file, listing objectives which contain behavioral, operational qualities.

(b) When asked by an evaluation chairman, Dean, Principal, or Superintendent, 90% of instructors will be able to articulate their objectives for a class unit or period, and 70 percent will be able to justify their instructional procedures, to his satisfaction, on the basis of these objectives.

(c) 30 percent of the faculty will develop some identifiable innovation in their teaching procedure (adoption of materials, program, technological aid, change in grouping procedure, etc.)

(d) The drop-out rate of students will be 10 percent below the average of the previous three years.

Objective No. 3

(a) The Dean's decision to retain or release a teacher will be supported by a sufficient compilation of objective evidence, that the decision will be supported by the faculty, and the Dean's superiors, and will not be appealed by the teacher.

(b) Because of the continuous consultation between Dean and probationary teacher, 95 to 100 percent of probationary teachers will either
(i) Be satisfactory teachers (85%)
or (ii) Recognize their weaknesses and be working toward improving (salvaged) (5%)
or (iii) Recognize their weaknesses and voluntarily leave the position (5%).

Objective No. 4

(a) The percentage of instructors leaving the college at the end of the year will be 10 percent lower than the average of the previous three years.

(b) Teacher absenteeism will be reduced by 10 percent over the average of the previous three years.

(c) 90 percent of curriculum committee members will attend 80% of committee meetings.

Objective No. 5

The Chief Executive Officer will voluntarily express satisfaction and commendation, when evaluation reports are submitted.

Objective No. 6

(a) By the end of the first year, 70 percent of the instructors will be able to identify in their course file test items or other evaluation procedures related directly to stated objectives.

(b) The number of students registering complaints regarding course marks, or "fairness" of examinations, will decrease from quarter to quarter, and from year to year (on comparable quarters).

PROPOSED PROCEDURES FOR EVALUATION

A procedure for evaluation might be discussed in three segments: (1) the general orientation of the entire faculty, (2) the procedures for probationary instructors, and (3) the procedures for "permanent" or tenured faculty.
General Orientation

The Dean must let it be known through his formal presentations to the faculty, through his informal contacts with individual members, and through his actions with the faculty, that he sincerely wishes to work with them as professionals in cooperative endeavors toward the development and improvement of curriculum. However, he must avoid insincerity and an over-emphasis on "equality of status," for faculty. recognize the seniority of his position and the potential sanctions which he commands, and will distrust a "phony." A basic professional rapport is prerequisite to any evaluation procedure.

Very early in the year, he must present the case to the entire faculty for "behavioral objective-orientation" to instruction. "What are we trying to produce - as a college, as a department, as an individual faculty member?" It must be understood that teaching procedures, course offerings, all aspects of the college will be evaluated according to their contribution to these aims. In this initial presentation, he might present a simple, one-page statement of college objectives (in behavioral terms), which has been discussed earlier with the President and some key faculty members. This would be presented as a frame-of-reference for departmental or instructor consideration of objectives, but with the understanding that this statement of college objectives is tentative and invites their critical comments.

In conclusion, he would suggest that a filmstrip, brief monographs by Ralph Tyler, Robert Mager, Bloom, Krathwoll, and Cohen and Prihoda are available in the professional library. He would urge
any department head or instructor who wished to come to discuss and work with him on a specification of objectives.

**Procedure for Probationary Faculty**

The Dean will hold a separate meeting very early in the term with probationary teachers and with their department chairmen, to discuss with them the bases for their evaluation, and to attempt to reduce their apprehension as much as possible.

It is through this group that he will hope to initiate his procedure of "evaluation from objectives." He can introduce this procedure to them as a device for reducing the uncertainty and tension for the instructor, and for helping to direct his own observation to areas in which he can be of most assistance, rather than to subjective evaluations of personal appearance, voice, etc.

He will specifically request that planning for courses be based upon a statement of realistic, behavioral objectives for that course, and that teaching procedures, instructional materials, and evaluation procedures be geared to these objectives. Because probationary teachers are often "fearful" of college students he will suggest the students' appreciation for clearly stated objectives and evaluation procedures. He will suggest that instructors work closely with their department chairman in the development of these objectives, and will also offer his own assistance on technical matters. He may further reduce anxiety by telling these instructors that the development of objectives, procedures, and evaluation techniques is a continuous process, not expected to be a fait accompli at the end of one term.
(The Dean will anticipate requests for additional assistance for workshops in writing instructional objectives. Only when these requests are forthcoming from the faculty will he arrange these—perhaps on a departmental basis according to need and interest.)

He will ask teachers to file a copy of the course objectives (at whatever stage of sophistication they have reached), and to add to the file with test items, or other evidence that would provide useful data for continuous evaluation and re-appraisal of procedures. This file will constitute the focus for Dean-faculty relationships on evaluation and curriculum development.

In addition, legally required classroom visitations will be conducted within the context of this total professional relationship. A cyclic approach will be used for each visitation. (This approach has been suggested in various forms by Cogan, Lucio and McNeil, Suttle and others.) The procedure will be explained from a transparency duplicating Figure 1.

**Non-Instructional Considerations.** Because the college functions as a unit in its influence upon students, no faculty member should think of himself as isolated, with no responsibilities outside of his own lesson presentation. He must be able to work with his colleagues, must be able to accept the central functions and purposes of the institution, must be dependable so as not to throw extra burdens on his colleagues. He must also be concerned with the total welfare of the student, and should not use out-of-class reprisals, or other undesirable means, to realize "scholastic" objectives in the student. A faculty-committee will be formed, consisting of three permanent faculty members,
Phase I: Definition of objectives

Teacher & supervisor determine learning objectives. (Highly specific, measurable definitions and hypotheses are set. The precise ways in which objectives will be achieved are formulated in this initial phase.)

Phase II: Learning contacts

Teacher executes his planned program. (All resources are brought to bear in order to achieve objectives. Supervisor is responsible for providing technical assistance.)

Phase III: Evaluation of outcomes

Teacher is accountable for achievement of learning objectives. (Assessment of the teacher's performance is based on the degree and quality of achievement as defined and predicted in the original objectives.)

No irrelevant, external, or new criteria are injected during these phases.

Outcomes tested against hypotheses

Figure 1. A Model for Assessing Teacher Performance.
one department chairman, the Dean of Instruction, and two probationary teachers to develop a statement of objective "minimum performance criteria" for each of these non-instructional areas. At the end of a term or semester, the Dean, Department Chairman and faculty member will go through this list of criteria together, checking those which the teacher has satisfied.

The decision regarding the retention of a probationary teacher will not be made on the basis of a single evaluation. The final decision will still be subjective in essence, but it will be based upon objective evidence located in the file (objectives, performance criteria, test items, etc.) and upon the check list of non-instructional criteria. It is anticipated that the creation of these instruments and of these evaluative procedures will have provided sufficient guidance to the new teacher that his performance will have developed in a more satisfactory way than would have occurred with undefined appraisal procedures. It would thus be anticipated that a higher proportion of probationary teachers will be retained than is the provincial average.

Procedure for Permanent Faculty

The Dean of Instruction would also meet with the "permanent" faculty. He would try to communicate his belief that because of their experience and their job-security they are in the best position to make significant contributions to the primary teaching function of the college. He would encourage them, therefore, to work with their Department Chairmen and the Dean in the cooperative appraisal of the effectiveness
of their course, program and department in the realization of stated objectives.

The values of the "objective-criterion" approach would be presented in providing clearer communication with the students regarding course expectations, thus lowering dissatisfaction with grading or course-end disillusionment that leads to drop-out. The values of an objectives-framework in stimulating and guiding innovative practices and in providing a basis for selection from the vast material available will also be presented.

The Dean would then announce that he is required to make at least one visit to each classroom, and that this one may be at the invitation of the instructor. In any case, it will involve a prior conference regarding objectives and procedures, and a follow-up conference as outlined in Figure 1.

He will also specify that in each person's file he will maintain a record of course objectives, outlines, performance data and other material the instructor may consider relevant. This file will be used to assist the instructor in course or program revision, and will also provide useful data when the Dean is asked for recommendations regarding instructors' requests for future appointments in this or in other colleges.

The Dean's major emphasis, however, will be to work with permanent instructional staff on college or departmental committees in the development of programs. The competent, superior, and "struggling" or apathetic members will be in evidence as their contributions are observed on such committees.
CONCLUSION

The element of subjectivity cannot yet be totally removed from the evaluation of instructors. However, as instructors become more objectively "scientific" in specifying behavioral objectives in selecting procedures which are technically compatible with the objectives, and in evaluating their students according to pre-established minimum performance criteria, Deans will be able to — and will be pressured into — developing increasingly objective appraisal techniques.

In most colleges the Dean's first job is to obtain faculty commitment to a professional approach to instruction. In so doing, he must draw upon a large personal knowledge (a) of human behavior — as individuals and groups — (b) of basic psychological principles of learning, (c) of institutional and extra-institutional influences, forces and restraints; and must be prepared to modify the rate at which his scheme develops according to the eagerness or reticence of various segments of his faculty.
SELECTED ANNOTATED BIBLIOGRAPHY

The following references are suggested as useful for anyone interested in pursuing the suggestions in this paper:


This book classifies a hierarchy of appropriate educational objectives, including sub-divisions under the headings: knowledge, comprehension, application, analysis, synthesis, evaluation. A required reference for the implementation of the process suggested in this paper.


A selection of scholarly papers. "Unit III. Goals and Objectives: Criteria and Classification," and "Unit VII. The Assessment of Curriculum and Instruction," are basic to the program outlined in this paper.


A series of papers presented at a Catena, including contributions by David G. Ryans, Christine McGuire, and James Laurits. The papers and the discussions following are basic reading for all supervisors.


A large, comprehensive and authoritative review of research in all aspects of teaching. A useful reference and guide for establishing adequate research designs.


The second in the series classifying objectives in the Affective Domain under the headings: receiving, responding, valuing, organization, characterization. Also a basic reference for faculty on the program outlined in this paper.

"Assessment of Teacher Performance" provides the essence of the cyclical approach to evaluation suggested in this paper.


A programmed text designed for instructors who wish to teach themselves how to write educational objectives in behavioral terms. Multiple copies should be provided in the professional library.


The assistant superintendent of the Cincinnati schools explains his philosophy and procedures in evaluation of teachers. The cooperative planning of teacher and evaluator is basic, and the focus is on selected "teacher target areas."


The conclusions of a scholar who has devoted a large part of his career to research, related to instructor evaluation.


A succinct summary statement of the cyclical approach to evaluation as developed by Cogan, and as presented by Dr. John Suttle, Professor, University of Oregon.


These two monographs by Tyler provide excellent basic material to a program of evaluation and improvement of instruction. Multiple copies of these monographs should be available in the professional library.