

## Focusing on Evaluation of Teacher Development? A Model for School-Based Supervision

### Öğretmeni Denetlemek Mi Yoksa Geliştirmek Mi? Okul Bazlı Bir Rehberlik Modeli

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#### Abstract

All aspects of work, and even play, require an allusive entity called supervision. Supervision models vary from loosely organized structures, to strict activity overview. The 'instructional supervisory role' may be one or several individuals, working to assist school personnel to perform better. They may be from outside the school (ie. national inspection system) or the principal or department head or senior instructor. As in other countries, Turkey has private and state schools. Both are subject to regular inspection by a centralised National Inspection System. However, in order to overcome shortfalls of the National Inspection System, private schools have established their own teacher evaluation programs. This paper assesses current private school-based supervision practices. It is intended to provide a school-based supervision model, through which private secondary schools may improve their performance and accountability while enhancing teacher quality.

*Key Words* : Teacher development, school-based supervision.

#### Öz

İşin, ve hatta oyunun her boyutu "rehberlik" gerektirir. Rehberlik modelleri en serbestten en kontrollü çeşitler arasında dağılım gösterir. Eğitim/öğretim alanında rehberlik rolünü, öğretmenlerin performansını iyileştirmek amacıyla, bir ya da birden fazla kişiler yürütürler. Bu kişiler okul dışından (örneğin Milli Eğitim Müfettişlik sisteminden) ya da içinden (okul müdürü, bölüm başkanı ya da deneyimli öğretmenler) olabilir. Diğer ülkelerde olduğu gibi, Türkiye'de de özel ve devlet okulları bulunmaktadır. Bunların hepsi merkezi Milli Eğitim Müfettişlik sisteminin kontrollü altındadır. Bu merkezi müfettişlik sisteminin bazı eksiklerini tamamlamak amacıyla özel okullar kendi öğretmen değerlendirme programlarını oluşturmuşlardır. Bu çalışma, özel okullarda yürütülmekte olan okul bazlı öğretmen değerlendirme programlarını incelemek amacıyla yapılmıştır. Bu çalışmanın sonucunda bir okul bazlı öğretmen değerlendirme modeli geliştirilmiştir. Bu modelin, sözedilen okullarda performans değerlendirme işlevinin yanısıra öğretmen kalitesinin de yükseltilmesi işlevine katkıda bulunacağı düşünülmektedir.

*Anahtar Sözcükler* : Öğretmen gelişimi, okula dayalı- denetim.

#### Introduction

Relevant literature presents various classifications of instructional supervision models. One such classification offers four approaches: scientific (Barr, Burton, & Brueckner, 1961; Carroll, 1963; Dewey, 1929; Gagne, 1967; Lumsdaine, 1964), clinical (Cogan, 1973; Garman, 1982), artistic (Eisner, 1982), and eclectic (Sergiovanni,

1982). Oliva (1989) groups supervision into three categories: scientific management, laissez-faire and group dynamics. Further, Poster (1991) offers developmental, laissez-faire, managerial, and judgmental models.

Different authors give similar definitions, such as evaluation for professional development (Duke and Stiggings, 1990), evaluation for career awards and merit pay (Bacharach et al., 1990), evaluation for tenure and dismissal (Bridges, 1990), and evaluation for school improvement (Iwanicki, 1990). All classifications

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depend on whether the organization is strictly structured, with bureaucratic levels, or is non-structured, fostering a creative atmosphere where individual dynamics are cultivated. The two tangents create respectively, either a realm of uniformity with little individual creativity, or environment encouraging of self-starters and risk takers. Authors argue from different philosophical perspectives and epistemological beliefs, some emphasizing organisational needs, some individual needs and some both. In this sense, Glickman (1995) clarified that the aim of supervision is to bring the staff together as knowledgeable professionals working for the benefit of all students

The above models require common ground rules in their systems. As a first step in establishing commonality, schools should define the philosophical intent of their teacher supervision model. This should identify the purposes of the teacher evaluation, how the system will be implemented, and commitment by all groups within the system (Valentine, 1992).

Second, the approach towards 'teacher supervision' should be clear to participants, the administrators and the teachers, regardless of whether it is performance improvement or personnel decision oriented. Research shows that schools who link their instruction, classroom management, and discipline with development, assistance to teachers, curriculum development, group development, and action research under a common purpose achieve their objectives (Glickman, 1995).

Third, those who are affected by the processes should be involved in decision making operations related to developing, implementing and evaluating the system (Valentine, 1992). If needed, an outside professional educational consultant should assist in the decision period. This outside resource expert should articulate to the board the literature on effective teaching, schooling, and evaluation. By doing so, the board will save both time and effort in the process of establishing an evaluation system. (McGreal, 1983).

Fourth, schools should have a set of written criteria to be used for teacher performance evaluation. A number of reviews focus on what evaluation can and should be (Glickman, 1995; McLaughlin & Pfeifer 1988; Oliva, 1989; Stiggings, 1986; Stiggings & Bridgeford, 1985) and on what makes up a successful teacher evaluation

system (Conley, 1987; Duke & Stiggings, 1986; Glickman, 1995; McGreal, 1983; Oliva, 1989; Wise et al. 1984). The criteria for teacher evaluation should define the criterion for a valid expectation, which can be assessed and should be clarified by performance descriptions with examples of behavior (Valentine, 1992). Descriptors should be observable and measurable so as to communicate the meaning of the criteria.

Fifth, there should be comprehensive data collection procedures and instruments used in performance evaluation. In any supervision system, performance criteria should follow recommended procedures providing the necessary guidelines, assuring consistency and focusing on evaluation and enhancement efforts (Darling-Hammond et al. 1983; Duke & Stiggings, 1986; McGreal, 1983).

Supervision should enhance a school's excellence in education and at the same time promote personnel gratification and professional growth. The focus of supervision should be the interaction between teaching practitioners and administration to maintain quality, ensure that content meets student needs and to improve the learning experience. Supervisors should be able to demonstrate methods, give suggestions, issue specific instructions, evaluate the results and assess the teacher performance.

There are differences between the meaning, function and content of the term supervision as it is used in Western countries and in Turkey. Consistent with the centralized nature of the educational system in Turkey, supervision of schools is also centralized.

There have been several studies regarding the 'inspection system' in the Turkish Education (Collins, 1999; Demir, 1996; Tombul, 1996; Yavuz, 1995). Most are quantitative surveys designed to measure the effectiveness of the ministry inspection system. The sample varies in these studies. Overall, teachers', principals', and inspectors' perceptions regarding the ministry inspection have been investigated. The studies have shown that the centralized system needs to if it is change to be effective and efficient. First, the interval between visits to a given school can be extended up to two or three years. Secondly, during the inspections teachers are observed once or twice in class. The time spent, which is normally 10-15 minutes, is not

considered sufficient to reach a conclusion regarding the teacher's performance. Third, teachers are given sparse feedback regarding their performance. The lack of adequate feedback does not contribute to the teacher's professional development which should be the primary goal of supervision. Fourth, teachers believe that inspectors come to classrooms with prejudices due to principal input. Fifth, during observation, the inspectors do not seem interested in contextual issues. Sixth, teachers feel that the inspectors' quality is questionable. Moreover, each inspector uses different evaluation criteria. As a result, most of the procedures remain unchanged and 'supervision' does not function as a developmental process. Teachers, therefore, believe that classroom observation is unnecessary.

Private schools have recognized inadequacies with the centralized inspection system and have searched for alternative means to supervision. Besides the mandatory centralized Ministry inspection, they have established a 'school-based supervision system' to update and maintain the quality of teachers. However, studies (Collins, 1999; Ozdemir, 1985) show that even the existing school-based supervision system does not satisfy all needs and expectations.

### *The Case*

The research, which provided data for the model presented here, was conducted at a private secondary school.

The following research questions were used as the basis: 1. What is the structure of the instructional supervision system? 2. How is this system perceived by the administrators, department heads, and teachers in terms of weaknesses and strengths? 3. What impact does this system have on the teaching and learning process, teacher improvement and overall school development?

### Method

Qualitative case study methods and procedures were used to explore perceptions of instructional supervision. The study participants were members of the administrative board (4), the principal and assistant heads (6 in all), department heads (6 in all), and teachers (30 out of 78 full-time teachers). Three qualitative data collection techniques, namely interview, critical incident and review of related documents, were used.

The data collected through interviews and critical incidents were subjected to content analysis to determine patterns of perceptions and to examine the existing evaluation process.

### *The Model*

The model presented is developed by integrating the data with the relevant literature and the researcher's experience. Since the school studied in this research is within the private sector they are in competition for qualified teachers in order to provide their students with the best education. Hence, it is logical for them to emphasize personnel decisions. However, they realize that teacher evaluation, being a function of any supervision system, should enhance professional development as well as being summative in nature. Currently, the system in the school studied is representative of an ineffective combination of managerial and judgmental supervision models. The net result among the teachers is invisible competition, frustration, and fear of dismissal due to the summative nature of the applied model. Although there is staff agreement on the need for a supervision system, serious concerns regarding the scope and process of supervisory practices exists. These concerns begin with the clarity of purpose in teacher evaluation. Next, the actual criteria and instruments are criticized. The principal's method of observation is considered ineffective, and failure to provide necessary feedback and reinforcement is also noted as a concern. Moreover, the reliability, effectiveness and efficiency of supervisors is questioned. Lastly, failure to use, or the misuse of, student and parental input is considered problematic. There is serious concern among the staff regarding the contribution of the supervision system to the professional development of teachers. The supervision model presented below aims to improve personnel performance without creating a climate of mistrust and discontent among teachers (Collins, 1999).

It is suggested that an eclectic approach to teacher supervision with focus on developmental and personnel decision aspects be implemented at the school. The suggested model has been called Achievement Based Continuous Assessment -ABCA- by the researcher. It is a two-phase approach: 'formative' and 'summative'.

Operational procedures such as data collection, documentation, conferencing, professional progress plans, and a final evaluation report are identified and presented in detail as a comprehensive written document.

The supervisors, namely the principal and assistant/department heads should receive in-service training prior to initiating the evaluation. Similarly, new teachers should receive orientation on ABCA upon employment. Annual teacher in-service training should also be undertaken.

A summative report should be generated once every two years for tenured teachers and during their initial year for teachers on probation. However, additional reports may be completed, with prior notification, due to administrative concerns. Both reports will be completed by the end of March.

*Formative Phase.* This phase comprises the stages of data collection/documentation, conferencing and professional progress plans.

Effective supervision requires the collection and sharing of information regarding teacher performance. The data should be categorized as *casual* or *programmed*. The programmed data is gathered by the supervisor purposefully. However, the *casual data* comes to the attention of the supervisor without purposeful intent to collect and it is the supervisor's discretion to use those data or not. In this sense, data from the parents can be considered casual and used by the principal. Both programmed and casual data should be documented on a Formative Data Form and regularly discussed with the teacher. The Formative Data Form is a listing of performance criteria. When the principal observes a teacher in the classroom setting he/she takes comprehensive notes, recording the teacher's and students' statements and behaviors. The notes are then transferred to the Formative Evaluation Form by appropriate grouping of the data. Then, during the post-observation conference, suggestions are made by the principal to resolve the concerns.

*The programmed data*, was collected only by the principal. However, besides the principal, sources of this programmed data should be the department/assistant heads and even the students. The principal gathers this data through *observation* and *artifacts*. Effective supervision requires purposeful observation of a teacher's

performance. These observations are either *scheduled* or *unscheduled*, depending on whether the teacher is aware of being observed or not. In this research project the principal was in favour of unscheduled observation. In the data the unscheduled nature of the observation is criticised, since it does not support teacher development and causes teacher frustration. Therefore, to balance the principal's and the teachers' comments, a minimum of one scheduled and one unscheduled observation are suggested during the school year.

Regarding scheduled observation, the teacher and the principal will establish a time and date for the observation. The teacher completes a Pre-observation Form setting out objectives for the lesson and the teaching activities to be used. The teacher should also identify specific data to be collected, such as student participation. Special circumstances about the class or individual students should also be noted. After the teacher completes the form, he/she discusses the issues with the principal. This pre-observation conference fills two purposes. First, it provides specific information which helps the principal understand the lesson. Second, it supports the rationale that supervision requires improving teacher performance. If the teacher needs help before the class observation the principal will be there to supervise. The observation period will be the entire lesson during which the principal takes notes regarding the teaching-learning process and the behaviour of the teacher and the students. Following the observation, the notes are organized into a format for a post-observation conference. Unscheduled observations will have the same basic procedure.

The principal identifies the artifact data at the beginning of the evaluation cycle and collects them during the formative phase. The teachers will provide the principal the artifact data in order to enhance his understanding of the skills being taught. The required artifact data are identified as the yearly departmental syllabus, a daily plan, grade notebook, exam papers and their answer keys, and graded exam papers.

Besides the principal, assistant/department heads are responsible providing data regarding the teacher's performance outside the class (such as the teacher's attitude for professional and personal development, willingness to cooperate with colleagues in the

department, contribution to departmental activities, such as preparing materials and departmental weekly assignments, attending meetings and workshops, attitude towards attendance, tardiness, recess duty, interrelationship with colleagues, students and parents, extra-curricular activities) by using the same Formative Data Form. The post-observation conference should be held within two school days of the observation, if practical. For artifact data and casual data, the conference will be held at a reasonable time after the data examination. After discussion the teacher and supervisor sign the Formative Data Form, and agreed or disagreed notations.

This study shows that the teachers believe no one can exhibit competency in every subject, even the principal. Therefore, they question the principal's assessment on subject matters in languages other than Turkish. The researcher suggests that department heads assist the principal during the pre-observation conference. Moreover, department heads may be responsible for unscheduled observations. They should follow the same operational procedures and brief the principal afterwards. This process will help build a developmental supervision nature during the evaluation. The teachers see department heads as experts in their field and do not reject this evaluation. Secondly, department heads spend more time with the teachers than the principal does, and have more time to assist individual teachers. Furthermore, the department heads may conduct department based supervision sessions to support teachers' effectiveness.

Lastly, students should provide data regarding their teachers' in-class and out of class performance. The data can be gathered either by verbal discussions or written questionnaires. There is a shared consensus among all of the respondents that the student teacher evaluation form needs improvement. The student teacher evaluation forms are criticized as not providing information for the individual teacher and consisting of 'yes' or 'no' type questions. Therefore, a comprehensive student teacher evaluation form should be created by the counselling unit. The questionnaire may be supplemented with 'spot interviews' if or when detailed data are needed. Interviews may be conducted either by the principal, assistant head, department head or the counselling staff.

A *Professional Progress Plan (PPP)* is developed with each teacher during the formative stage to strengthen performance. The PPP includes identifiable, precise objectives, strategies for achieving those objectives, and a means to determine when the objectives have been achieved. The plan should be a transition through more than one cycle, especially for probationary teachers. The PPP can be either for 'enrichment' or 'improvement'. If the supervisor believes a teacher meets the expected level of performance, the supervisor will work with the teacher to develop and implement an 'enrichment' PPP. If the supervisor believes a teacher's performance is below expectations, the supervisor works with the teacher to develop and implement an 'improvement' PPP.

*Summative Phase.* The summative phase is the review and integration of formative data regarding the teacher's performance. It marks the end of the evaluation cycle and includes the completion of a Summative Evaluation Report. This form is a summary of performance for each criterion and represents the principal's opinion on the teacher's performance. Although the summative process is a necessity its image must be scaled down and links between formative and summative process must be stressed (Valentine, 1992).

After completion of the summative evaluation report, a summative conference is conducted with the teacher to review the report. The summative evaluation conference should give encouragement for work improving performance and building school commitment. This is a time to help, not to reward or punish. Unfortunately, most summative evaluation conferences have employment decisions as their major purpose and function. In this sense, the researcher suggests conducting two summative evaluation conferences per year, six months apart, with one to review performance and one for employment decisions.

The researcher also suggests that the principal should ask the individual teacher to fill out a 'self-appraisal' form prior to the summative evaluation conference. The form asks teachers to evaluate their strong and weak points. Moreover, the principal should ask the teacher for feedback on his managerial performance and comments on working conditions and supervisory relations at the end of the summative conference. Lastly,

the principal writes a report summarizing the main points discussed with the teacher. This report is signed by the principal and the teacher and is filed in the teacher's dossier. A copy of the summative evaluation report is transmitted to the administrative board. If the supervision cycle is completed successfully the administrative board renews the employment agreement (Figure 1). However, if the cycle is not satisfactory the school board decides either to dismiss the teacher or, if there are mitigating circumstance, another chance is given to the teacher and the supervision cycle is started again. Any teacher who presents achievement above the expected level should be recognized by an incentive program, designed by the school with great care and sensitivity. Moreover, the administrative board should decide the content of in-service training programs at this

stage based on the formative and summative reports. In-service programs are conducted by the existing staff and, if needed, with outside support. They should be offered to all staff in order to maintain the standard performance level.

The researcher also recommends that the school review the supervision system every year to strengthen weak points. The data on weaknesses can be compiled two ways (1) verbally: from teachers during summative evaluation conference, as explained above, (2) written: by means of a system assessment form developed by the school board with the help of an outside consultant. This form should be distributed to staff who are subject to evaluation or who administer evaluation. The results of this system review should be analyzed in order to resolve immediate and long-term decisions.

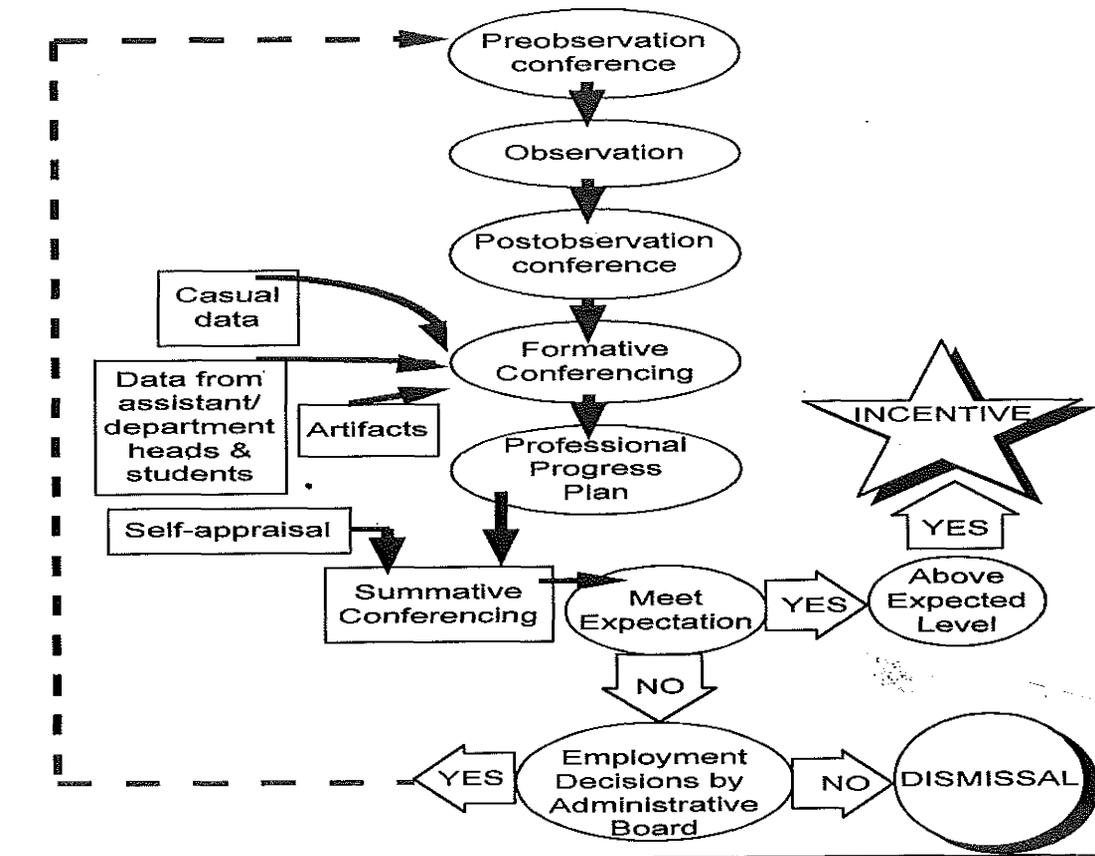


Figure 1. Suggested Supervision Cycle. Achievement-Based Continuous Assessment (ABCA)

### Discussion

Though this sounds like a lot of steps to go through to the end product, nothing that is worth achieving comes easily. Nobody said that supervision was easy. If impartial evaluation and teacher growth is to be achieved, assessment both summative and formative must be achieved. It has been said that the backbone of a school is its teachers. In order to achieve a strong backbone, teachers must be developed as individual, with their own wants and desires, talents and weaknesses. They must be nevertheless a part of a team which strives to realize realistic, achievable and worthy goals. It is presumed that our universities award degrees to individuals who have at least the minimal educational background to perform as teachers. However, neither lectures on how to teach nor any amount of books on teaching technique can impart to the "would-be" teacher the want, desire, drive or dedication to teach, thus the role of the supervisor. Given a strong supervisor, one that imparts want, desire, drive and dedication, a strong backbone can be achieved. The supervisory role is of vital importance to the teaching equation.

As mentioned earlier, the supervisor shares this evaluation role with the Ministry of Education. These two evaluations can form a comprehensive review of the individual teacher's support and development plan. As an example, illumination designs have converging lighting patterns which overlap in order to ensure no dark spots. It is likewise with the teacher evaluations of the Ministry of Education and the individual schools. In order to assure full coverage they must overlap and converge to assure the full range of teacher's strengths and weaknesses are examined. This can provide both verification of evaluation results and, even, diverse views of individuals. Further, from the findings benchmarking of teachers can be implemented.

As an individual, myself, I feel apprehensive about equating human factors to number but given a comprehensive review of the teaching staff as a whole, which is what my recommendation does, one could assign values to teachers strengths and weakness. From such an assignment, whole departments could be viewed, pinpointing areas that undermine strengthening. Even student success or failure could be analysed based on numerical associations with particular characteristics.

It is said that if you do not have a problem, do not fix it. Education is a funny type of commodity. It builds upon itself, therefore, there never comes a time when a progressive society is not struggling to keep up its knowledge base and assure that each succeeding class is improved. We, therefore, can never say we succeed and we are faced with a never-ending problem requiring continuous fixing. Again, our backbone, the teachers, must meet this challenge. It is not their failure but the failure, however, of the system and the agents of the system to ensure that the teachers meet student needs. Firstly, the educational system as it stands, in this moment in time, is preparing future teachers. It is vested with an immediate responsibility to ensure that all practitioners from the principal down to the new, untenured teacher are prepared to pass on those aspects of knowledge which society, as a whole, deems necessary and essential to our survival as a society and a species. In its transference or delegation of this responsibility, the highest level of administration holds the keys to factoring into the equation, terms which can effect the outcome of successive generations. These factors are primarily derived from assessment.

If you do not ask the right questions, you will not get the right answers. Intelligent, thoughtful assessment can not be achieved without intelligent exercise on the part of those who administer. So often we are more apt to find fault with the individual rather than take a long, hard, objective view of situations. This leads to "quick fix" answers of summative evaluations. Ultimately, strong teaching backbones are built by taking those elements we have available, studying them for their current status, assessing their weaknesses, setting a plan for overcoming those weaknesses, implementing that plan, reviewing the results and setting new courses for the future. Only by having administrators that are "people oriented", and themselves charged with an inner need to achieve excellence in education, can an educational system hope to have a strong backbone.

As the literature suggests, there are many reasons for evaluation, which are generally divided into two major areas: formative and summative evaluation (Bacharach et al., 1990; Barr, Burton & Brueckner, 1961; Bridges, 1990; Carroll, 1963; Cogan, 1973; Dewey, 1929; Duke & Stiggings, 1990; Eisner, 1982; Gagne, 1967; Garman, 1982; Iwanicki, 1990; Lumsdaine, 1964; Sergiovanni, 1982; Poster, 1991; Oliva, 1989). The model proposed is

intended to strengthen the assessment which will have the greatest effect on the teachers, that being the school-based assessment. Change can not be implemented overnight. Human factors dictate that any change, if accepted, should be over a period of time, not instantaneous. Total institutional reform may require transition by piloting the suggested model within individual departments, due to impacts on other aspects of the school, such as administration, communication and organizational culture. This in effect allows verification of both positive and negative results prior to a full implementation. It should be realized that with change there is always conflict and disagreement, but results should be assessed. This is essential to successful change. Without change there will be no progress, for life is in a constant state of flux.

Over the course of the school year the day to day operation should be directed to one goal, the education of students. As a spider weaves a web, so it is that administrators must build a strong outer web structure made up of effective teachers, which is attached to an inner web of an effective school, ultimately leading to the center consisting of successful students.

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