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## **A Performance Evaluation Model for School Teachers: An Indian Perspective**

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### **Abstract**

Education is of value in itself (intrinsic value) and is valued for what it can do (instrumental value). 'Value drives customer satisfaction' and the value of educational services is directly proportional to the quality of human resources providing the services, the front line managers, namely the teachers. Teachers are the spine of an education system. Though teaching is a noble profession, teachers are professionals as any other and must be assessed by their performance and utility.

In India as in the other parts of the world, education is a 'high contact service'. Characteristics like 'Intangibility', 'Perish-ability' and the factor of 'Inseparability' - in the sense that it is usually impossible to separate the service from the person or the provider, are associated with 'Education'. These heterogeneous characteristics of educational services necessitate careful personnel selection and planning, constant and careful monitoring of performances and their continuous development to meet the demands of the changing customer (student) needs (Kaushik, 1997). Therefore a need was envisaged to develop a comprehensive Model for Teacher Performance Evaluation with input from teachers and other relevant stakeholders.

This research followed a mixed method; both qualitative and quantitative approaches were adopted. Data collection tools were developed with reference to the Charlotte Danielson Model combined with a study of the role of a teacher from an Indian perspective. They were administered to the various stakeholders who are impacted by teacher performance (students, parents, teachers and principals/supervisors). Stratified random sampling techniques were used. Factor analysis was used as the technique for quantitative data analysis. Quantitative and qualitative data triangulation led to substantial findings which contributed towards model development.

**Key Words:** Quality, Teacher, Performance Evaluation

## Introduction

Education is derived from the Latin word ‘educare’, which means ‘to bring up’ or ‘to raise’. Education is of value in itself (intrinsic value) and is valued for what it can do (instrumental value). Intrinsically it promotes a feeling of wisdom and personal well-being. Instrumental benefits would be in terms of degrees and skills one can use to get a good job and a high social position. Education is the fundamental enabler of a knowledge based economy. Schools account for a substantial proportion of public and private expenditure and are universally regarded as vital instruments of social and economic policy aimed at promoting individual fulfillment, social progress and national prosperity.

With India heading towards a super power status it is realized that ‘Quality Education’ is a decisive driver for growth. A teacher is the ‘moral fiber’ of an education system. ‘Value drives customer satisfaction’ and the value of educational services is directly proportional to the quality of human resources providing the services, the front line managers, namely the teachers. The NCF (National Curriculum Framework- 2005) states, ‘No system of education can rise above the quality of its ‘teachers’, and the quality of teachers greatly depends on the means deployed for selection, procedures used for training and the strategies adopted for ensuring accountability’. Teacher quality (i.e. performance competency) enrichment is a function of improvements in instructional practice focusing on enhancing content knowledge and pedagogical skills. This in turn, is a function of the strategic (planned) professional development, which is achieved through systematic in-service training and development programmes for teachers. To attain this objective, the means required are an effective and efficient performance evaluation system. Therefore, the thrust in Indian education should increasingly focus on the quality of processes in education and hence also on accountability and professionalism of its providers – teachers.

## Literature Review

### Need for Teacher Performance Evaluation in the Indian Context

Education in India is provided by the public sector as well as the private sector, with control and funding coming from three levels: central, state, and local. The central (CBSE, ICSE) and most state boards uniformly follow the "10+2+3" pattern of education. In this pattern, study of 12 years is done in a school and junior college (10+2 yrs.) and the attainment of a Bachelor’s degree takes 3 yrs. of studies thereafter. The first 10 years is further subdivided into 5 years of primary education, 3 years of upper primary, followed by 2 years of high school. It is important to clarify that while there are private schools in India, they are highly regulated in terms of what they can teach, in what form they can operate (e.g., only non-profit organizations can run an accredited educational institution) and all other aspects of operation.

According to the PROBE (Public Report on Basic Education) report 1999, ‘Generally speaking, teaching activity has been reduced to a minimum in terms of both time and effort. And this pattern is not confined to a minority of irresponsible teachers - it has become a way of life in the profession’ (PROBE Team, 1999, p 63). The report goes on to link teacher absenteeism and shirking responsibility to a lack of accountability among teachers. Citing Weiner (1990) ; “some of principals deposing [before the National Commission]

lamented that they had no powers over the teachers and were not in a position to enforce order and discipline. The district inspectors of schools and other officials do not exercise any authority over them as powerful teacher associations often supported the erring teachers. There was no assessment of a teacher's academic and other work and that they were virtually unaccountable to anybody" (National Commission on teachers, 1986, p68).

Different commissions and educational committees have expressed a need for an effective system of teacher appraisal. Government regulation necessitates teacher performance evaluation in schools; however, it has remained a passive exercise, e.g., an annual confidential report in most schools. Very few schools have progressed beyond this reality. In addition, few have a full-fledged performance evaluation system in place. It should be noted that the criteria for these evaluations are not exhaustively identified or clearly defined. Furthermore, the evaluations tend to be done in a subjective manner.

"There is an urgent need to establish effective performance evaluation system. There is no established linkage between the appraisal process and the identification of the professional development needs of teachers. The professional development programmes need to be diversified and linked to the outcome of the evaluation process. Self-appraisal and reflections in which the teacher uses a variety of techniques, such as, diaries, journals and portfolios are not being utilized". These were the sentiments opined by various school stakeholders during informal discussion with the researcher. It is thus evident that, there appears to be a need of a comprehensive performance evaluation system for maintaining and enhancing quality and ensuring accountability amongst teachers.

### **Purpose of Teacher - Performance Evaluation**

In a research study (Anthony Milanowski, 2004) the findings state; " scores from a rigorous teacher evaluation system can be substantially related to student achievement and provide criterion-related validity evidence for the use of the performance evaluation scores, as the basis for a performance-based pay system or other decisions with consequences for teachers. It could be summarized that, although the concept of quality teaching remains elusive, teachers and their behavior in the classroom are at times considered convenient indicators of school quality and very frequently are at the center of attempts at quality improvement"

According to Danielson (1996), the evaluation system requires three critical components, including "a coherent definition of the domain of teaching (the 'What'), including decisions concerning the standard for acceptable performance; techniques and procedures for assessing all aspects of teaching (the 'How'); and trained evaluators who can make consistent judgments about performance, based on evidence of the teaching as manifested in the procedures". Hypothetically, the teacher evaluation process fulfills several criteria. Foremost, teacher evaluation helps quantify, and thus determine, the overall value and worth of any given teacher's instruction. As Peterson (2000) contends, teacher evaluation is especially critical because, for the most part, students are legal minors and 'non- voluntary' (p. 36).

As Rick Sawa (1995) synthesized in his literature review, these emerge as six main purposes of teacher evaluation:

1. The general purpose of teacher evaluation is to safeguard and improve the quality of instruction received by students (Kremer, 1988).
2. It should strive to improve instruction by fostering self- development (Rebore, 1991) and peer assistance.

3. Staff development activities can be rated and identified (Stanley dk Popham, 1988).
4. The selection process can be validated (McGreal, 1983).
5. A well designed, properly functioning teacher evaluation process provides a major communication link between the school system and teachers (Walsh, 1987).
6. Personnel decisions such as retention, transfer, tenure, promotion, demotion, and dismissal can be enhanced through an effective evaluation process (Kremer, 1988).

Around the world, schools work diligently to catch up with new and ever-changing standards, to keep up with constantly shifting expectations from the state - central governments, and to meet student outcomes. To defend the quality of outcomes it is essential to establish quantifiable variables and processes. If enhanced student outcome is the expected end - product, due focus should be placed on important variables like teacher performances, productivity, potential for future improvements, strengths, weaknesses etc.

### **Different Approaches to Teacher Evaluation**

Different methods of evaluation have received much attention in recent literature as the teaching profession considers evaluation an integral part of staff development and the administration looks to evaluation data as evidence in accountability debates. The rationale for teacher evaluations ought to be: clarity of procedures, fair and rigorous process, professional learning, quality assurances and informed tenure decisions.

Weiss, E Mary and Gary (1998) state “...teachers are judged by society today on how well they prepare students to learn how to learn, to perform creatively and to adapt to a variety of situations in a post- industrial economy. Why then should teacher evaluation models continue to evaluate teachers according to a narrow prescriptive set of behaviors that reinforce a formulaic rather than a creative and analytic way of teaching? ”. In alignment with these changing performance expectations there is also a need for well-constructed performance assessment tools which provide valuable feedback and communication.

Traditional summative evaluation models are not necessarily structured to support dynamic, regenerative school environments. Consistent with the goals of education for students to become life-long learners and thoughtful decision-makers in our democratic society, "constructivist" perspectives view schools as diverse learning communities where teachers must possess a broad repertoire of skills and knowledge consistent with the holistic needs of students (Dewey, 1900; 1902/1990). Administrators and teachers need access to comprehensive evaluation models that capture the complexities of teaching. Congruent with an expanding knowledge base of teaching and learning, performance standards are being developed that lead to reconfigured assessment designs which require an array of reflective, analytic skills.

The Danielson (1996) Model for Teacher Performance Evaluation includes variables associated with the role of a teacher that has a strong formative purpose. Therefore, this model was identified as a reference for tool development along with the other variables emerging from the discussions held with various stakeholders regarding the role of a teacher. The Danielson Model is presented in Table 1, below.

<b>Planning and Preparation</b>	<b>Classroom Environment</b>	<b>Instruction</b>	<b>Professional Responsibilities</b>
Demonstrating knowledge of content and pedagogy.	Creating an environment of respect and rapport.	Communicating clearly and accurately	Reflecting on teaching.
Demonstrating knowledge of students.	Establishing a culture of learning.	Using questionnaires, discussions and various techniques.	Maintaining accurate records
Selection of instructional goals.	Managing classroom procedures	Engaging students in learning	Communicating with families
Demonstrating knowledge of resources.	Managing student behavior.	Providing students with a timely feedback	Contribution to the school and community.
Designing coherent instructions.	Organizing physical space	Demonstrating flexibility and responsiveness	Growing professionally.
Assessing student learning.			Showing professionalism

**Table 1. Teacher Performance Evaluations – Danielson Model (1996)**

### **Research Objectives**

Teacher evaluation issues cannot be studied in isolation. Societal, school system, and school-level factors all influence the design of teacher evaluation policies. A model developed in one country may not necessarily work in another due to the differences in the educational context. This research was therefore undertaken with an objective to develop a comprehensive Performance Evaluation (PE) model for school teachers with an Indian perspective using the Danielson Model as a base.

### **Research Design and Methodology**

The proposed research has followed a mixed method of research. The researcher has followed both a qualitative and quantitative approaches for the development of the Performance Evaluation Model for school teachers. Separate tools were designed, addressed and administered to the various stakeholders who were impacted by teacher performance (students, parents, teachers and principals/supervisors).

The flow chart for the model development can be summarized in the following steps:

Model Analysis / Teacher role in the Indian context



Tools for various stakeholders based on the model  
(establishing validity and reliability)



Insights gathered from all the relevant stakeholders (data from the rating scales  
and interviews) on the inclusion of various criteria for teacher evaluation



Model development changes to fit the Indian context

### Quantitative Method - Tool Development and Data Collection

The tools were developed with reference to the Danielson Model (1996) and studying the role of a teacher from an Indian perspective. The tools were developed on the Likert rating scale which measures the strength of agreement with a clear statement. The items were to be rated on the scale from 1-5 (e.g., 1- least important and 5- the most important response). A factor analysis was used as the technique for quantitative data analysis. Interviews and discussions were conducted. The interview structure was close to the items on the rating scales, for the ease of data triangulation.

The reliability and validity of each tool was ascertained. The table 2 below gives insights to the values of each tool developed.

Validity and Reliability of the PE Tools						
Stakeholders	Items	Validity	Reliability			
			Correlations – r		Cronbach's Alpha	Significance
Parents	33	Content	Sig value = 0.01 r = 0.443		Alpha = 0.475	significant
Students	30	Content	Sig value = 0.07 r = 0.481		Alpha = 0.593	Highly significant
Principals	49	Content	Sig value = 0.000 r = 0.709		Alpha = 0.828	Highly significant
Teachers	40	Content	Sig value = 0.000 r = 0.876		Alpha = 0.934	Highly significant

(All values are significant at 0.01 levels)

**Table 2. Validity and Reliability of tools deployed**

### Sampling

The sampling technique used for the proposed research is a stratified random sampling. Fifty schools representing various curricula were selected as samples from the English medium schools in Mumbai suburbs, wherein 1300 stakeholders (students, parents, teachers and principals/supervisors) responded to the tool. Table 3 provides information about the respondents from the stakeholders representing various curricula.

Curricula	Schools (Mumbai Suburb)		Stakeholders			
	Popul ation	Sample	Teachers	Parents	Students	Principal/ Supervisor
SSC	213	36	103	324	445	36
ICSE	25	10	41	68	140	16
CBSE	23	4	11	56	55	6
			155	448	640	58
<b>TOTAL</b>		<b>50</b>		<b>1301</b>		

**Table 3. Sampling**

### **Data Analysis**

As explained by Rummel (1970) factor analysis is a means by which the regularity and order in phenomena can be discerned. Factor analysis helps to discern,

- what patterns exist in the data and how they overlap,
- what characteristics are involved in what pattern and to what degree, and
- what characteristics are involved in more than one pattern

The objective of this research was to develop a comprehensive Performance Evaluation (PE) model for teachers; therefore the minor objectives under this major objective are to:

- Identify the representative variables from the larger set of variables (included in the data collection tool) used in Model development. This would give an insight to the significant variables from the perspective of the prevailing respondents.
- To consolidate the responses [with respect to identified factors in (1)] of different stakeholders (principals/ parents/students and teachers) across different curricula.

### **Qualitative Methods - Interviews and Discussions**

The data collected from the interviews and discussions were triangulated with the findings from the rating scale. Data triangulation, which helps strengthen confidence in preliminary findings, refers to the use of various methods, data sources, researchers, or perspectives to explore a single program, problem, or issue (Bryman & Bell, 2008). In other words, triangulation is the application and combination of several research methodologies in the study of the same phenomenon. It can be employed in both quantitative (validation) and qualitative (inquiry) studies. It is a method-appropriate strategy of founding the credibility of

qualitative analyses. It becomes an alternative to “traditional criteria like reliability and validity”.

### **Triangulation**

Apart from the qualitative data emerging and supporting these key variables, the formal and informal discussions with the stakeholders also strongly supported the inclusion of these variables in the emerging Model. These variables were;

- Withholding use of corporal punishment
- Inclusive education
- Completing a syllabus
- Role modelling
- Impartiality in classroom procedures

According to the Indian scenario, one - style - fits - all, is assumed for student learning. Therefore, how a teacher uses the knowledge of students and can make a difference to the teaching – learning processes and the achievement of students is not something that is frequently discussed in the classroom. There is no reference or stress on learning styles and its impact on their learning in the schools because the principals and the teachers do not see the scope of implementing any of those concepts due to the lack of time and the huge student – teacher ratios in our classrooms. Perhaps, if parents, students and teachers were to become aware of the differences in how students ‘learn’ they may be able to help them learn better.

The prime objective of education in the current school system is examination success, wherein high marks in a single annual or biannual examination are equated with good academic performance. Very few schools have an ongoing assessment on various parameters other than written examinations. The parents in this study felt the need to define assessment without the boundaries set only by marks and grades. It was felt that assessments should be able to give indications of the students assimilation of knowledge at all levels, cognitive as well as affective and his/her readiness for higher levels of learning and understanding.

There is significant agreement that the benefits of creating a positive learning environment, a culture of inquiry and thought, and a climate of passion and excitement are beneficial to learning. A school that could achieve such characteristics would be a place where; students would enjoy coming every day and be a source of pride for the parents and community in general. The parents and students demand proficient teachers have a thorough understanding of the subject(s) they teach and disseminate how knowledge in their subject is created, organized, linked to other disciplines, and applied to real-world settings.

Interviews revealed that being impartial and banning corporal punishments in schools should be a norm. This criterion emerged as one of the strongest amongst parents and students and hence was included in the model. The teachers and school leadership had a perception these aspects were meticulously implemented in their schools; however, both the parents and student stakeholder groups felt these essential practices were completely ignored in many schools. A detailed exploration of these perception gaps is necessary. There is a strong demand for detailed guidelines from the schools to help the parents understand what their child might incur if their actions merit discipline. Information in this document could include the type of

punishment allowed, who among the school staff are authorized to deliver the punishment and whether parents must first give their permission before punishment can be delivered to their child. The parents also expressed their uneasiness about the favoritism teachers displayed towards students engaged in private tuitions with them. They strongly recommended school policies, which discourage teachers from accepting any gift or favor that might impair or appear to influence professional decisions or actions.

After the parents, the teacher is typically the adult with the greatest impact on the social world of children. Therefore there is a strong need from the parents to ensure that their children inculcate the habits, values that are conducive to being a good human being and also to 'learn to be lifelong learners' through role modeling from their teachers. The teachers too have to stress on opportunities for continuous professional development to keep themselves abreast of the latest developments in their own subjects. However, there were a few variables from the Danielson Model which did not find a place in the Indian context, there were;

- Knowledge of Resources.
- Clear communication.
- Reflection on teaching

While examining the reasons why these criteria probably would not have emerged in the Indian context some emerging critical thoughts are summarized below:

- The school board members, principals and supervisors concurred, knowledge of resources and clear communication are ascertained through the scores / grades attained during their Bachelor of Education (B.Ed.) and Master in Education (M.Ed.) which is sufficient to indicators to ensure these competencies. The school boards declare, their robust recruitment and selection processes sufficiently confirm their teacher's possess these skills.
- Due to the low teacher student ratios in the class ( 60-70 students per class with one teacher and no assistance) it gets challenging to refer / use all the resources to make learning more effective while managing time and class room discipline. So even though the teachers have ample knowledge of resources', using them has practical difficulties.
- There was little scope for 'reflection' due to the various co-curricular , extra- curricular activities along with various government duties ( e.g.: election duties, survey duties ) assigned to the teachers. However they accepted the importance of self-assessment and reflection and were willing to devote time and efforts to learn from their peers.

Summarizing the discussion, if teachers are expected to deliver as professionals, they should be provided with specifics on role clarity, job descriptions and productivity parameters and have no ambiguity about their responsibilities and role before they are evaluated. Teaching as a profession, no longer attracts quality human resources. Poor teacher quality is a catch-22 situation in India - it is not possible to recruit high quality talent without restoring dignity to the profession, and it is not possible to restore this dignity without making teaching a viable career option. Low wages, long working hours, few opportunities for growth, no streamlined system for incentives, recognition and rewards are amongst the many contributing factors to this vicious circle.

### The Emerging Model and Recommendation

The Model emerging from obtained from quantitative data subjected to Factor analysis is depicted in the Table 4

Pre-Evaluation		Performance Areas				Post Evaluation
Creating a conducive climate for evaluation	Preparation for the process of evaluation	Planning and preparation	Classroom Environment	Instruction	Professional responsibility	
Constructive climate through communication, collaboration and commitment	Evaluation methodology differentiates positions, experience and tenure	Knowledge of content	Creating an environment of respect and rapport	Use of different technique and aids	Completing syllabus	Helps in formative decisions
Communication of purpose, and process, agreement on set criteria	Using multiple data sources for evaluation.	Knowledge of pedagogy	Establishing a culture of learning	Engaging student in learning.	Maintaining accurate records	Helps in summative decisions
	At least one class observation before evaluation.	Knowledge of students	Classroom management (Impartiality, Corporal Punishment)	Providing timely feedback to Students	Communicating with families about student progress, maintaining confidentiality	Rating supported by data (explanations, examples)
	Train evaluators for evaluations including training for ‘cognitive ‘coaching’ and ‘clinical class room observation’	Selection of instructional goals	Managing physical environment	Inclusive education	Contributing to school and community and own personal & professional development	Confidentiality in storing information (appraisals)

**Table 4. The emerging FV- Model for Teacher Performance Evaluation**

### Recommendations

There was an agreement to by all the stakeholders to the inclusion of almost all important variables from all the domains of Danielson (1996) Model with an exclusion of just a few. Interestingly, there have also been some factors, which have emerged from our school setups (highlighted in yellow), which have been included in the Model. The **pre and the post evaluation** processes are also included as there has emerged a strong need to have a comprehensive process of evaluation.

The recommended FV Model of Performance Evaluation would help determine competence, assess strengths, provide support and mentoring, and assure continued growth through differential experiences. The Performance Evaluation Model if implemented in a planned manner would also help improve delivery of services to the students and would be a part of a continuous, constructive cooperative whole school improvement process. The Model has ample scope to be applied across schools that have embraced technology as a means to achieve educational objectives.

Some other recommendations, which emerge from the study, are:

1. Every student learns differently. The closer the match between students 'learning styles and their Teachers' teaching styles, the higher the student achievement. Teacher should have the knowledge of her students so that she can alter her teaching styles to the needs of the learners. Due to the huge student teacher ratio, if both the students as well as parents share this responsibility it would make good sense. Therefore schools should spend more time developing students' awareness about their learning styles; this would improve their self-esteem and self-efficacy. Schools should also make efforts to educate the parents, to understand how different student learn differently. Parents must understand the distinctiveness of their child to help him/her become a better student.
2. Despite understanding the value of teacher preparation time, it is becoming difficult for teachers to find time during the school hours to prepare lesson plans and perform other duties important to effective teaching Making teacher preparation time a scheduled activity in the teacher time- table, will give them an opportunity to be a part of the decision-making, regarding strategies to boost student achievement and enrich the learning experiences.
3. Student assessment should reflect information from multiple sources in order to provide an enriched view of student learning. Assessment should not be limited to cognitive domains, but also include skills and affective domains.
4. There should be a 'zero tolerance' towards corporal punishments in all the schools.
5. The professional development of all the teachers should have a mandatory component of inclusive education and the teacher education degrees should lay greater emphasis on this area in their curriculum and use of relevant technology.
6. The core competency of a teacher is to 'teach'. He/she is entrusted with the responsibilities of learning outcomes, which in turn shapes the students lifetime perceptions related to education. If the teacher has to enrich student learning experiences then he /she should be allowed to concentrate on this core responsibility. The other peripheral tasks (supervision, class attendance, election duties etc.), which do not require the teachers to actively contribute as a professional, should be outsourced.

7. Provide incentives, structures, and time for teachers to participate in highly effective staff development (such as study groups and action research) to help them integrate technology into their teaching and learning.
8. Expectations are high from teachers to deliver as professionals. To help them deliver effectively, they should also to be provided specifics on their role clarity, job descriptions and specifications that would give them a clear picture of their responsibilities and role before they are being evaluated.

### **Contribution of Research to the Domain of Education Management**

Education as a service is creating tremendous pressure and demanding quality in education. The research has contributed by developing a comprehensive Model of Performance Evaluation for school teachers. The proposed FV Model of Performance Evaluation, if implemented would serve both the Formative as well as Summative purposes of the organizations (schools). The Model could be applied across all curricula, in both urban and rural settings. The metrics and the weightage given to each area suggested in the Model in accordance to the school growth strategies.

### **Suggestions for Further Research**

The proposed FV Model for Teacher Performance Evaluation could serve as fundamental work and some variables from this model could be studied in relation to its impact on Student Achievement. e.g.:

1. To study the impact of Teacher pedagogical content knowledge on the cognitive achievement of students.
2. To study the impact of corporal punishment on the affective domain of school students.
3. The applicability / scalability of the proposed FV Model of Teacher Evaluation to higher education (Academics / Professional courses)
4. Longitudinal studies relating linkages between Teacher Performance Evaluations and Student Achievement in the Indian context.
5. Study the impact of changing technology in performances measurements of school teachers.

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