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LAW ENFORCEMENT MANAGEMENT INSTITUTE OF TEXAS

Evaluating The Instructors
Of
Project S.A.V.E.

A Policy Research Project
Submitted In Partial Fulfillment Of The Requirements For The
Professional Designation

by
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Introduction

In 1992 the Texas Alcoholic Beverage Commission (TABC) developed a school education program for students in the 6th, 7th, and 8th grade. The program was considered weak and became short lived. The Texas State Legislature had mandated the continuation of education by the TABC , so in 1996 a new educational program was developed, titled Stop Alcohol Violations Early (SAVE). SAVE was developed by the TABC under the direction of Mary Lou Bell and Kappie Bliss (Bell and Bliss).

Project SAVE is a multi-grade school-based alcohol prevention program taught by specially trained TABC agents with support lessons presented by the teacher. The curriculum consists of several lessons taught at the following four levels: 4th or 5th grade, 6th or 7th grade, 8th grade, and 9th grade.

The project SAVE lessons are taught in the classrooms and are intended to be highly interactive. They were also designed so that they would not require extra work for teachers or interfere with academics. It was imperative that the lessons include the essential elements of Texas Education Knowledge and Skills,(TEKS); that need to be taught in each grade and which prepares students for the standardized test taken at the end of the year. The lessons are designed to help students develop resistance skills and make good choices pertaining to the use of alcoholic beverages prior to being 21 years of age.

Project SAVE has been very well accepted in school districts around the state. In school year 1997-1998 it is estimated by TABC that 220,000 students will receive the training. The TABC recognized that with the number of 4th to 9th grade students in Texas they would not be able to reach all of the students. So the

ABSTRACT

The research of this paper recommends that the best evaluation method for use at TABC for project SAVE would be the independent evaluation method. This method is compatible with the desires of the agency in that the cost, if performed by outside volunteers would be free to the agency. The system would be effective and efficient because observations would be conducted by professional educators and corrections and improvements could be accomplished and addressed with the SAVE instructor.

The recommendation of this paper is to begin to form a policy of independent evaluation to be used in conjunction with project SAVE that will harbor an attitude of respect and gratitude to SAVE instructors.

instructor base was enlarged to include not only TABC agents but also officers from other police agencies.

A possible problem was identified in that the TABC had no real control over the instructors from other agencies. The TABC has a desire to maintain good teaching skills and program integrity in the project. To accomplish this the TABC felt that there was a need to monitor or evaluate instructors from both inside and outside the agency. This policy research project will look at four different types of teacher evaluation and develop a Standard Operating Procedure for the TABC to use for instructor evaluation.

Information gathered for this research will come from periodicals, educational books, instructors evaluations, and unpublished materials. This policy research project is being developed to inform the upper command of the TABC and other agencies of the need to evaluate instructors. The outcome of this research will be a standardized evaluation system for the TABC and provide a needed procedure for the dispersal of grant funds that are being requested.

Historical, Legal, or Theoretical Context

Historically criminal justice education programs lack evaluation methods which help them to maintain effectiveness and integrity. The goal of this paper is to establish a strong quality assessment of the SAVE Program and its certified instructors. The TABC is attempting to provide this quality assessment of SAVE by providing a high level of training to the officers chosen to teach the program. The TABC is accomplishing this goal by using student pre and post tests to show knowledge obtained, aswell as teacher evaluations of police instructors. In this project report we will only be looking at the

instructor evaluation and how to maintain highly effective officers that adhere to the prepared curriculum.

Under the current policy the officer conducts the SAVE training and when he has completed the training he gives the school teacher an evaluation that is filled out and returned to the TABC Headquarters. (Attachment A) The use of this policy does not accomplish a true unbiased evaluation of the SAVE trainer. Several issues have arisen from these evaluations. First, very few SAVE officers are handing out the evaluation to the school teachers. Second, the teachers tend to evaluate the program and not the trainer's ability and adherence to the curriculum. The evaluation sheet lends to this problem. The fourth problem is that the teacher views the program as an alternative to teaching the class for the day and are reluctant to give an evaluation that might adversely effect their extra time from the teaching.

"Evaluation is critically important in three functional ways: (1) Investment in training and development makes it essential that the training manager be able to defend his programs by showing his department's accomplishments and its contributions to enterprise objectives. (2) Evaluation provides trainers with a means of determining the effectiveness, efficiency, and utility of training programs. (3) Evaluation provides a starting point for correction and improvement". (Tracy: 400) These three functions apply to Project SAVE and are the issues that will be considered as we discuss different types of trainer evaluation.

The project report will compare the advantages and disadvantages to the TABC of four types of evaluations, (1) Classroom Observation by a Supervisor, (2) Peer Review,

and (3) Teacher Self-Evaluation, and (4) Independent Evaluation.

Historically classroom observation by a supervisor is the most frequently used form of evaluating teacher performance. A few authors believe that this type of evaluation is objective (McCarty, Kaufman and Stafford ,352; Popham , 57; Scriven , 251)

The majority of authors agree that classroom evaluation is the most effective way that teachers are evaluated.

Peer review is an evaluation that is conducted by those in the same type of job or profession. According to the Educational Research Service only 6% of elementary, middle and secondary schools use this evaluation type (Bickers 5).

Teacher self evaluation is used in less then one-fourth of the elementary, middle and senior high schools. This type of evaluation method is normally used in conjunction with another type of evaluation(Bickers 7).

Little research was found on independent evaluation. Independent evaluation brings evaluators from outside the organization to evaluate the teacher or trainer. This may well be the best way to get good, independent, objective evaluation.

The only in school evaluation program for police officers in Texas is Drug Abuse Resistance Education (DARE). Dare is the premiere in-school education program provided by peace officers in Texas. According to Dave Williams, of the Texas Dare Institute, evaluation of DARE instructors is conducted in two ways; by peer review and classroom observation by supervisors. He stated that peer review was first attempted by using other DARE officers who were considered to be better performing trainers then the

be class observation by supervisor.

Class Observation by Supervisor

Class observation is recognized in the literature as the most frequently utilized data source for evaluating teacher performance (Bickers 3). A majority of the authors agree with Darling-Hammond et al. that classroom observation is the mainstay of teacher evaluation (Darling-Hammond, Wise, and Peese 306). Frels et al., for example, argue that it would be impossible to evaluate teachers without observing in the classroom (Frels, Cooper, and Reagen 10).

With this method a distinct difference between "observing" and "evaluating" is important. The observer's purpose in a classroom is to record facts, and not determine overall performance (NAESP 7-8). In 1998 the observation method was used in 99.8 percent of schools in the United States (Bickers Table 13). The table below indicates that when a teacher observation is performed it will be done by the school principal. This applies to elementary and middle/junior high schools.

(Bickers 5).

	Elementary	Middle/Junior High
Building Principal	95.3	93.4
Assistant Principal	43.8	67.3
Department Chairperson	5.7	14.1
Lead Teacher	3.3	2.2
Peer Teacher	6.4	6.2
Superintendent	10.1	9.6
Assistant Superintendent	12.2	11.4
Other Central Office Staff	30.4	29.9

Peer Review

On average peer review is used in only 6 percent of schools (Bickers Table

normal trainer. DARE officers under peer review did not like officers from outside the local department evaluating them. Williams stated that the big drawback was the expense of traveling around the state to perform evaluations. The cost might run as high as \$75.00 per evaluation. There are approximately 1100 DARE officers in Texas so evaluation cost could reach up to \$27,500.00.

As a result of this cost Texas DARE is now in the process of sending the supervisors of DARE officers through a two day class and encouraging them to perform their own evaluation but using DARE evaluation forms. This program has been implemented only recently so its effectiveness has not been established (Williams).

As we look at each of these evaluation methods the TABC should be able to monitor and evaluate the SAVE program by adapting one or parts of all the systems so as to best benefit the agency.

Review of Literature or Practices

Researchers generally agree that the primary purpose of evaluation should be to improve teacher performance. Frels and Cooper believe that improving teacher performance is the best way to enhance the education of each child in a school district (Frels and Cooper 1). Redfern agrees and states "greater practitioner proficiency" should be the primary focus of any evaluation procedure, and any other purpose is secondary. (Redfern 12). The TABC agrees that this is an important part of our need to evaluate. However equally important to the agency is curriculum integrity. As the different types of evaluations processes are discussed, instructor performance and curriculum are the primary concerns when searching for an evaluation method. The first method to be discussed will

12D). Peer coaching is not new: it has been used extensively in K-12 school systems (Arredondo and Fueyo 107). Herman believes that teachers should evaluate teachers because they share the same expertise in the grade level and the daily work that is required of teachers (Herman 40). It is also argued that peer review creates a greater sense of professionalism (Cresap, McCormick, and Paget 36). Benefits to the teacher include (1) affirmation (Munro and Elliot 2), (2) companionship (Joyce and Showers 6), and (3) teacher effectiveness (Weimer 74).

To implement a peer review, it is suggested that peer committees meet on a regular basis to review teacher practices, set performance standards, and examine student progress and discipline (Darling-Hammond 549). The peer review evaluation method does have some problem. Bridges and Groves contend that peer review does not correlate well with student achievement (Bridges and Groves 25).

Peer review can be expensive because teachers are taken from the classroom to conduct evaluations and attend committee meetings (Herman 40-41). Teachers, like most other people, are reluctant to use peer review as it can cause friction between teachers. "Peer review frightens some teachers away, and may cause others to over prepare before the coach's visit" (Gray and Meyer 275). One peer coach wrote:

Both of us are excited, anxious, and nervous. Even though trust levels are high between us, I'm concerned that she not see me teaching at less than my best. I think she feels the same.... I don't feel I've had adequate time to prepare and I'm resisting that feeling. I think it is just a response to having her there. I want to "show off" my best teaching. I don't want her to think I'm not as good as teacher as she is (Arredondo and Fueyo 108-109)..

Teachers themselves seem to lack trust in the peer review method and dislike being evaluated by fellow teachers. Perhaps peer coaching is more helpful than evaluation of

teaching because it is intended to improve teaching, not judge it (Munro and Elliott 9-10).

Teacher Self Evaluation

Teacher self-evaluation is used as a data source in less than one-fourth of the elementary, middle, and senior high schools in school districts responding to the ERS survey (Bickers Table 12D). The term self-evaluation is simply what the name implies. The

teacher performing a review of their own performance.

Self-evaluation usually entails a less formal procedure than other data sources. Because of the possibility of distortion, the usefulness is limited to formative evaluation.

Career consideration of the teacher evaluating himself or herself may lower reliability. (Bickers 7). Redfern believes that good teachers tend to underrate themselves, while poor teachers tend to overrate themselves (Redfern 53).

When used in concert with data from other sources, self-evaluation can be a useful part of teacher evaluation. Ideally, it is an ongoing evaluation process, permitting the teacher to continually monitor his/her strengths and weaknesses. Thus it can provide an ongoing source of information and feedback (Darling-Hammond, Wise, and Peese 308).

Independent Evaluation

Independent evaluation is an evaluation method in which evaluations of instructors/teachers are performed by parties outside the educational system that is to be evaluated. At present no printed material to support or rebuke this idea can be located. The system allows an outside evaluator to give a fair, unbiased evaluation.

Discussion of Relevant Issues

The key issues of an instructor evaluation method for the TABC have been

identified as (1)) cost, (2) effectiveness and efficiency, and (3) corrections and improvement. The chart below summarizes the information found in this research and will display the four types of evaluation methods researched.

	Cost	Effectiveness & Efficiency	Corrections & Improvement
Class Observation by Supervisor	<ol style="list-style-type: none"> 1. The cost of class observation is based on time spent for the supervisors to observe. 2. Supervisors salaries are higher so it will cost more for them to perform this function. 3. Supervisors are already in place. 	<ol style="list-style-type: none"> 1. Law enforcement supervisors are not always familiar enough with the education program to know if it is being taught and applied as curriculum requires. 2. Annual evaluation of law enforcement personal is already performed at most agencies and many times are performed weakly. 3. Popular method, used most often in public school systems. 	<ol style="list-style-type: none"> 1. The recommended corrections and improvements are the observations of supervisors, who normally perform a police function and not that of a trained educator. 2. Supervisors could insure that the correction requested was implemented. 3. This could lead to supervisors changing curriculum and teaching methods.
Peer Review	<ol style="list-style-type: none"> 1. This method of evaluation uses cost in relation to teacher time. 2. If the teacher is removed from their own classroom there is a need to replace that teacher. 3. Though the teacher is not teaching they are still being paid. 	<ol style="list-style-type: none"> 1. Teachers, like most workers do not like evaluation and often over prepare for the peer review. 2. Who would know the curriculum better then other teachers. 3. Peer review does not correlate well with student achievement. 	<ol style="list-style-type: none"> 1. Peer teachers may review instruction methods for themselves as well as the teacher being evaluated. 2. Bad practices or those practices not desired may easily be passed from one instructor to the next.

Self Evaluation	<p>1. Cost for this method is directly related to the intensity of the evaluation form. The more difficult the evaluation form, the longer it will take the teacher to complete it.</p> <p>2. Cost could be incorporated into normal duties.</p>	<p>1. Good teachers under this method are too hard on themselves while the less qualified teacher tends to build themselves up.</p> <p>2. Self evaluators are likely not to recognize their own weaknesses.</p> <p>3. Normally self evaluation is used in conjunction with other methods and cannot stand alone.</p>	<p>1. A system of improvement or correction can be included as part of the evaluation method.</p> <p>2. If a teacher does not want to change they will not list their weaknesses.</p>
Independent Evaluation	<p>1. No cost if the program is developed as a volunteer system. An example of this would be The Retired Teachers Association.</p> <p>2. Projected Cost per evaluation is; for example 200 instructors X \$50.00 per evaluation would cost \$10,000.00.</p>	<p>1. Would provide honest unbiased evaluation of the instructor.</p> <p>2. The same evaluators would not have to be used a second time.</p> <p>3. Would eliminate the responsibility of the supervisor to perform as an evaluator.</p>	<p>1. Evaluation could be used to determine if additional training or retraining is needed.</p> <p>2. Evaluations would need to be examined and discussed with the trainer's supervisors for them to insure changes are met.</p>

Conclusion/Recommendations

The purpose of this research is to help the TABC develop a method of evaluating officers that have been certified as SAVE instructors through our department. This was accomplished by reviewing the pros and cons of four evaluation methods, classroom

observation by supervisor, peer review, teacher self evaluation, and independent review.

This information is relevant and applicable to the TABC because of the agency's desire to keep project SAVE's curriculum and teaching methods at a high standard of integrity that it now enjoys. The issues of this paper were not to determine a need for monitoring, that is agreed upon by the TABC administration, but to determine a method that would best suit the needs of the TABC.

When looking at the cost difference between each of the evaluation methods, classroom observation, peer review, self evaluation, and independent evaluation, only one, that of independent evaluation could be considered to cost the least. This would only apply if the monitoring was performed by volunteers. The other methods would all take work time away from either the supervisors or the instructors themselves.

Effectiveness and Efficiency is strongly supported by the classroom observation by a supervisor method and are used in most school systems. This method is beginning to be used by DARE. To use this method would require supervisor training that is not in place at this time. Independent evaluation though allows for the removal of supervisor observation which are sometimes biased either for or against the instructor. Independent evaluation allows for an open minded evaluation free of any bias.

When considering the corrections and improvement of each instructor there is no real difference in the type of evaluation method used. Each of the four methods depend strongly on two: things the evaluator articulating the corrections and improvements to the instructor and the instructor having the desire to improve. This could be accomplished under any of the four methods discussed if the program is conducted professionally.

The research of this paper recommends that the best evaluation method for use at TABC for project SAVE would be the independent evaluation method. This method is compatible with the desires of the agency in that the cost, if performed by outside volunteers would be free to the agency. The system would be effective and efficient because observations would be conducted by professional educators and corrections and improvements could be accomplished and addressed with the SAVE instructor.

The recommendation of this paper is to begin to form a policy of independent evaluation to be used in conjunction with project SAVE that will harbor an attitude of respect and gratitude to SAVE instructors.

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