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## Reforming Ontario Teachers (1990-2010): The Role of the College of Teachers

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Graduate Program in Education

A thesis submitted in partial fulfillment of the requirements for the degree in Doctor of Philosophy

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REFORMING ONTARIO TEACHERS (1990-2010):  
THE ROLE OF THE COLLEGE OF TEACHERS

(Thesis format: Monograph)

by

Janice Louise Pennycook

Graduate Program in Education

A thesis submitted in partial fulfillment  
of the requirements for the degree of  
Doctor of Philosophy

The School of Graduate and Postdoctoral Studies  
The University of Western Ontario  
London, Ontario, Canada

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## Abstract

This dissertation takes up the idea of the teacher as a professional and examines the period in Ontario between 1990 and 2010 when a change in teacher governance through the creation of the College of Teachers contributed to a refocusing of teacher evaluation policy and a redefining of what it means to be a professional teacher. Across a wide variety of settings, teachers are now viewed as central to successful education reform with the result that the requisite qualities of the professional teacher and how teachers are to be transformed to achieve these qualities have become the subjects of intense policy debate.

The research uses Foucault's conceptualizations of discourse, subjectivity, power, governmentality, and panopticism as a lens to analyze the data. Because of their importance for hiring, firing, and promotion purposes, teacher evaluation documents were chosen as representative examples of teacher professionalism, and the changes in these documents were traced over time between 1990 and 2010. In addition, this qualitative study draws on data from 25 semi-structured interviews with principals and teachers who were employed in Ontario public schools throughout this time period. These principals implemented the teacher evaluations, and the teachers experienced the evaluation process. Of interest was the meaning and influence these educators assigned to the practice of teacher evaluation.

Despite the principals' belief that they could offer useful advice about teaching, the research discovered that the evaluation process had little effect on teachers' classroom practices. However, what did profoundly affect teachers' practices with students was the disciplinary role assumed by the newly established College of Teachers and fears of being falsely accused of sexual misconduct. Although there is no category in the teacher evaluation forms that records the successful demonstration of safe practices such as never being alone

with a student without supervision and using only appropriate touch with students, the safe teacher has become a new professional ideal. This sense of the teacher-as-potential-pedophile is a global phenomenon that marks the deep loss of trust in the teaching profession in Western neoliberal nations.

## Keywords

teacher evaluation, teacher performance appraisal, education reform, Standards of Practice for the Teaching Profession, Ontario College of Teachers, governmentality, panopticism, Foucault, the safe teacher

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This doctoral dissertation is dedicated to the two teachers in my life,

David Blakely Pennycook

and

Catherine Ann Pennycook White,

but it is especially for Don.

Each time I have attempted to do theoretical work, it has been on the basis of elements from my experience—always in relation to processes that I saw taking place around me. It is in fact because I thought I recognised something cracked, dully jarring, or disfunctioning in things I saw, in the institutions with which I dealt, in my relations with others, that I undertook a particular piece of work, several fragments of autobiography. (Foucault quoted in Rajchman, 1985, pp. 35-36)

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# Chapter 1

## Background

This thesis takes up the idea of the teacher as a professional that has been captured in teacher evaluation documents and examines the period in Ontario between 1990 and 2010 when a change in teacher governance through the creation of the Ontario College of Teachers contributed to a refocusing of teacher evaluation policy and a redefining of what it means to be a professional teacher. In his classic study, *The Sociology of Teaching* (1932/1965), Waller observes that

the reformation of education becomes a problem of the teaching personnel. . . . This is the crux of the problem of educational reform. We can accomplish little by having teachers do something different, for they cannot do anything different without being something different, and it is the being something different that matters. (pp. 452-453).

For Waller, teachers are at the centre of education reform, and more is required than to simply have teachers do things differently. The requisite qualities of the teacher who is a professional and the ways teachers should be something different continue to be the subjects of intense debate in the search for successful education reform.

### **Context**

In the last three decades, the transition to a technology rich, post-industrial knowledge economy has suddenly made education reform one of the top government priorities (Hargreaves & Shirley, 2009; Taubman, 2009). As the post-war Keynesian settlement is dismantled and replaced by a neoliberal policy agenda of competition, accountability, and marketization, national economic survival is said to increasingly depend on a highly educated, highly skilled

workforce whose focus is no longer national, but global (Friedman, 2007; Harvey, 2010). Indeed, the drive to adopt neoliberal economics for education policy has meant that

since the late 1980s, centrally prescribed curricula, with detailed and pressing performance targets, aligned with assessments, and high stakes accountability, have defined a “new orthodoxy” of educational reform world-wide, providing standardized solutions at low cost for a voting public keen on accountability. (Hargreaves, 2003, p. 78)

Sahlberg (2011) refers to this as the Global Education Reform Movement. The basic principles for organizing education provision, namely (i) choice and competition, (ii) autonomy and performativity, and (iii) centralization and prescription, remain consistent across policies both nationally and internationally (Sahlberg, 2011, pp. 196-197). Ubiquitous techniques of accountability such as standardized testing allow students and schools, institutions, and nations to be measured, ranked, and compared. The assumption is that these scores represent something meaningful. Ball (1999) suggests that the establishment of a global policy paradigm can be linked to the activities of certain supranational organizations such as the World Bank, the International Monetary Fund, and the Organization for Economic Cooperation and Development, while the international flow of policy solutions is supported by an international network of entrepreneurial academics.

The global education reform policyscape is in fact an ideology that is deeply invested in economic and political gain, but scholarly, empirical research has shown that these reforms do not necessarily improve education outcomes for all students (Levin, 2010b; Tatto, 2006). It is easy for government policy edicts to manipulate certain structural aspects of the education system through decentralization, competition, inspection, and accountability; however, “there is

considerable research evidence now on many of these efforts and, to sum up many studies in a few words, it is hard to find much evidence of sustained improvement in outcomes resulting from these efforts” (Levin, 2010a, p. 740). Meanwhile, policy implementation in practice receives little support and is largely left to the initiative of the people in the school system (Levin, 2010a; Sahlberg, 2007). In addition, the new forms of accountability promoted by international agencies have been used by states to replace regulatory systems in education that may have been more culturally appropriate (Tatto, 2006).

Teachers are central to successful education reform and, as Robertson (2000) points out, “the market, as an organiser of teachers’ work, reconstructs and redefines the meaning and purpose of teaching” (p. 140). However, while education reform policy increasingly focuses on teachers as a major factor in improving student achievement, the influence of current reforms and new regulatory mechanisms to control the profession is poorly documented and the effects on teachers’ learning and skills lack systematic and rigorous empirical evidence (Tatto, 2006). “At present the research enterprise in education is small, badly coordinated, and poorly linked to practice,” Levin (2010a) writes (p. 744; see also Levin, 2004; OECD, 2011). The absent presence is the voice of teachers themselves because “any criticism may be seen as whingeing” and “apparently selfish behaviour” (Bartlett, 2000, pp. 35-36), but as Levin (2010a) warns, “Governments that belittled teachers may have reaped short-term political benefits but failed to create the conditions that could produce better outcomes for students” (p. 742).

Ball (1999) suggests that these policy continuities irrespective of the political party in power represent a global policy paradigm that he calls a policyscape (see also Appadurai, 1996). For instance, in Ontario, despite their political differences, a succession of provincial governments has remained committed to neoliberal ideology, and the nature and direction of



education policy in particular has been consistent since 1985 (Anderson & Ben Jafaar, 2006). The flash point, however, came in 1995 with the election of the Progressive Conservative government and its “Common Sense Revolution.” This political philosophy of lower taxes and less government generated rapid, wide-ranging, top-down changes to Ontario schools and significant turmoil in the education system (Anderson & Ben Jafaar, 2006; Gidney, 1999). School boards were reorganized, taxation powers were rescinded, funding was centralized, standardized testing was initiated, curriculum was rewritten, principals were removed from the teacher federations, and the Ontario College of Teachers was created.

### **Professionalizing Teacher Governance**

One of many reforms enacted during the “Common Sense Revolution,” the creation of the College of Teachers (OCT), however, initiated a significant change in the historic relationship between the government, the teachers in the public schools of the province, and Ontario parents. With the passing of the *Ontario College of Teachers Act* on July 5, 1996, the mandate for the professional governance of teachers shifted, and the OCT assumed regulatory responsibility for the teaching profession from the Ministry of Education (Ontario College of Teachers, 2014a). The OCT was intended to be the official, professional voice of Ontario teachers. Created by the government as an arm’s length agency known as a Quango (Quasi-Autonomous Non-Governmental Organization), the OCT offers a teacher registry that maintains a public list of all OCT certified teachers and their credentials, including any disciplinary action undertaken against them, and provides a mechanism for the public to report complaints against teachers directly to the OCT. The historic role of the teacher federations in representing teachers was effectively diminished, and their responsibility for defining professional status was removed. The scope of federation activity was reduced to traditional union activities such as collective

bargaining and contract disputes (Gidney, 1999). Self-regulation in the public interest over issues of professional misconduct inevitably set up an adversarial relationship between the OCT, required to discipline teachers, and the teacher federations, required to protect teachers' interests. Cattani (2007), chair of the OCT governing council, expresses this very clearly:

You must understand that the College Council does not advocate for our members. That responsibility belongs to teacher federations as well as principal, superintendent and director associations that serve their members remarkably well. We respect their mandate to advocate for professionals and in turn expect them to respect our mandate to regulate the profession in the interest of the public. (para. 1)

Even though the call for the creation of a self-governing college for the teaching profession had originated in the 1960s with the publication of *Living and Learning: The Report of the Provincial Committee on Aims and Objectives of Education in the Schools of Ontario* (Ontario Department of Education, 1968), this imposed change in professional governance was not uncontested. Given the antagonistic relationship that had already established itself between the Progressive Conservative government and the teachers of Ontario, the creation of the OCT as the new vehicle for professional governance was contentious. Further to usurping the authority of the teacher federations (Anderson & Ben Jafaar, 2006; Gidney, 1999), the OCT was mandated to develop standards of practice for the teaching profession that would be implemented province-wide and to which teachers would be held accountable. Only a teacher who was certified by the OCT and in good standing would be allowed to teach in a publicly funded school in the province. The first official act of the OCT was to release the *Standards of Practice for the Teaching Profession* in 1999. Ministry of Education policy documents dealing with teacher evaluation were subsequently realigned with the official OCT professional standards.

Prior to the creation of the OCT, teacher evaluation practices had been similar across the province supported by a variety of different reporting documents generated by each school board; however, after the creation of the OCT, the new standards-based forms of documentation and accompanying procedures were quickly mandated province-wide. The abrupt policy change at this time offers an interesting opportunity to examine the effects on teacher practice of changing the official discourse of teacher professionalism from a localized conception to province-wide standards for the purposes of teacher assessment.

### **The Research Questions**

This thesis is about the changing ideals of teacher professionalism in Ontario. I focus on teacher evaluation documents and practices between 1990 and 2010 in order to understand how and with what effect the idea of teacher professionalism changed under the new OCT governance. School boards maintain personnel files for each of their teachers and collect teacher evaluation reports as a legally recognized assessment of teacher competence for the purposes of hiring, firing, and promotion. Such documents serve to legitimize a discourse of professionalism for teachers that is operationalized as observable practices, attitudes, and qualities of character. Teachers are encouraged through these documents to take up certain professional attributes and they are similarly discouraged from adopting others. In this way, professional behaviour is developed, managed, and disciplined according to a favoured discourse of teacher professionalism that is perceived as officially desirable by the government.

The principle research question for this study is, therefore, how has the reform of professional governance through the creation of the OCT, as part of an ensemble of broad neoliberal education reform policies enacted between 1990 and 2010, changed the official

discourse of teacher professionalism and with what effects? To answer this question, four sub-questions are asked:

1. How were teachers in Ontario evaluated in the decade before the establishment of the OCT and in the decade after?
2. How did supervisory personnel understand the processes of evaluating teachers in the decade before the establishment of the OCT and in the decade after?
3. How did teachers understand the processes of evaluating teachers in the decade before the establishment of the OCT and in the decade after?
4. What were the effects on teachers' sense of themselves as professionals and on their professional practices?

Accordingly, this research study begins with an analysis of policy text as evidence of changing ideals of teacher professionalism in documents and guidelines related to teacher evaluation practices used in the public schools of Ontario between 1990 and 2010. It also involves semi-structured interviews with teachers who were employed in the public schools throughout this time period and who experienced the teacher evaluation processes. In addition, it involves semi-structured interviews with principals who were also employed in the public schools during this time and who were required to implement teacher evaluation practices. The intent is to understand the meaning of professionalism that teachers and principals assigned to evaluation practices in the process of education reform.

### **The Role of Teacher Professionalism**

Studies have shown that improving educational outcomes for students through education reform cannot take place apart from the cultivation of important professional ideals that are recognized as qualities of the competent teacher (see, for example, Darling-Hammond, 2010;

Hargreaves & Shirley, 2009; Ravitch, 2010; Taubman, 2009). Nonetheless, the possibilities for teacher professionalism are intimately tied to the conditions under which teachers do their work, and despite their seeming autonomy in the classroom, teachers remain salaried employees. Thus, to speak of teacher *professionalism* is to be concerned with the quality and standards of professional practice, as compared to the *professionalization* of teaching, which focuses on recognition of professional status (Hargreaves, 2000). Although the two terms are not mutually exclusive, they should not be understood as fully complementary either: it is entirely possible to diminish teacher professionalism while enhancing teacher professionalization. Graham (1998), although describing the situation in Great Britain, might well be referring to Ontario when he suggests that “teacher professionalism has been one of the key arenas in which the contradictions of economic and social change have been played out in a series of crises of control for the state” (p. 11).

To be clear, to speak of an *ideal*, such as a professional ideal, is to invoke “a standard or principle to be aimed at” (Oxford Dictionary of English, 2005, p. 860). However, the whole notion of the teacher as a professional is singularly open to interpretation (Coldron & Smith, 1999) and as Moore (2004) states, can vary “from site to site, from person to person, from time to time” so that

even in terms of the individual practitioner, the concept is clearly subject to development and change, and that change is itself linked to the historical, social and political situation within which the teacher positions themselves [*sic*] at any given point in time and space.

(p.17)

Thus the official discourse of teacher professionalism in government policy documents between 1990 and 2010 takes up a specific understanding of the teacher that it wishes to see enacted in the classrooms of the province.

### **Significance**

Education reform has become a global phenomenon with a focus on establishing measures of accountability and encouraging competition and marketization as a means to improve school systems (Ball, 2003; Hargreaves, 2003; Sahlberg, 2011). The growing interest in the Programme for International Student Assessment (PISA) overseen by the Organization for Economic Cooperation and Development (OECD), for example, saw 65 countries participate in the testing program in 2012 because “these PISA results reveal what is possible in education by showing what students in the highest-performing and most rapidly improving education systems can do” (Programme for International Student Assessment, 2014, home page). Despite the fact that Ontario is recognized globally for the high achievement of its students, with the exception of Larsen (2009), there has been little study of Ontario teachers and the effects of the significant reform of teacher evaluation policies on teacher identity or classroom practices. This study therefore responds to a major gap in the research literature investigating the links between teachers’ professional practices and student achievement. The Bill & Melinda Gates Foundation (2013) has just completed a three year study, the *Measures of Effective Teaching Project*, in collaboration with a consortium of academics, experts, and edubusinesses to “build and test measures of effective teaching to find out how evaluation methods could best be used to tell teachers more about the skills that make them most effective” (Welcome to the Measures of Effective Teaching Project, para. 6). Teacher evaluation is in the process of becoming much more than a simple exercise in accountability. This interest in teacher development through

performance appraisal practices has been taken up globally, as the release of the background report for the 2013 International Summit on the Teaching Profession, *Teachers for the 21<sup>st</sup> Century: Using Evaluation to Improve Teaching*, by the OECD shows. While certain researchers such as Levin (2010b) have written about the policy effects of education reform at a system level, few researchers have taken the position advocated by Foucault (1978/1995) and studied the policy effects at the level of those most distant from the policy centre who are required to implement the policy changes (see, for example, Larsen, 2009). By focusing on the position of teachers and principals and foregrounding their voices in the policy analysis, this thesis brings a new and important critical perspective to the study of education reform.

Similarly, there are few studies in the literature that adopt a qualitative research design and engage directly with teachers and principals to investigate the impact of reforms in teacher evaluation practices. With the exception of Ball (2013), there are also few studies that use Foucault's conceptualizations of power, discipline, and governmentality to understand the effects of evaluation mechanisms on teacher professionalism. As a result, this study offers a new analytical lens through which to examine practices of teacher evaluation, teachers' work, and teachers' sense of themselves as professionals.

The question that inspires and motivates this thesis grows directly out of my experience as a classroom teacher. Teaching was indeed a choice for me, and one that was made at the crossroads of class, gender, and ability. It was also my choice to remain first and foremost a classroom teacher for more than thirty years despite my awareness of other possibilities. Doing research with teachers, as opposed to about them, makes the shared experience of being a teacher rather like a secret handshake that identifies the membership of a select insider club (R. MacMillan, personal communication, February 14, 2011). It opens up depth and breadth in the

conversation about schools, teaching, and learning that is unavailable to the uninitiated who have never taught.

In their massive, synoptic study of historical and contemporary curriculum discourses, Pinar, Reynolds, Slattery and Taubman (2008), writing as university professors, observe that the current interest in becoming closer to practitioners may be an indication just how far apart from practice (i.e. the procedural) we have moved. . . . [W]hat was clear, even in the 1970s, was that most teachers did not regard us as friends, and certainly not as experts. (p. 850)

Might it be time to reconsider the diminished role assigned to teachers as scholars and revisit the assumption that teaching experience and scholarly thinking are to be considered mutually exclusive? In fact, as public schools struggle under the weight of standardization, competition, and privatization might it not be imperative that the academy open its doors to embrace those who know most about what it is to teach in public schools and who are least often permitted to express it? This thesis represents my attempt to return the role of teachers to a central place in the study of education.

The turbulent years of the “Common Sense Revolution” (1995 to 2003) are not simply an academic study for me, but a lived experience in which I was deeply engaged in the politics of education reform as a teacher, a parent, a union representative, and an activist. It was a difficult time of seemingly relentless change in the schools that left me, my students, my colleagues, and my youngest son struggling to adapt. Positioned as I was within the world of practising teachers, struggling parents, and the immanent experience of education reform, mine is therefore a unique insider perspective. In fact, my overlapping roles of teacher and parent as well as union representative in the school during this time generated multiple, sometimes competing,



perspectives that were all in play. For the purposes of this dissertation, I consider the complexity of the experience of education reform for those who were caught up in it and the deeper understanding that grows out of having personally lived through such a time of turbulent change to be a rich analytical resource that I am able to bring to the study. Such an insider approach might be considered a limitation (and I explain this further in Chapter 4); however, in valuing my own experiences of education reform along with the experiences of other educators who were working in the public school system at the time, I am arguing that the personal is indeed political, and the research that forms the basis of this study is no less diminished for it.

### **Overview of the Study**

Following this general introduction that situates the research question in current education practice and provides a contextual background, Chapter 2 reviews the extant literature on teacher professionalism, revealing the somewhat contested nature of professionalism for teachers, and it reviews the growing body of scholarly literature that focuses specifically on teacher evaluation. Chapter 3 presents the theoretical framework, and explains and defends the use of a Foucauldian understanding of discourse, power, subjectivity, governmentality, and panopticism to examine the ways in which teachers find meaning and agency within the evaluation process. Chapter 4 outlines the methodology, provides the rationale for a qualitative study, details the research design, and documents the procedural components of the data analysis. Chapter 5 presents the data. It offers a discourse analysis of the data found in the available teacher evaluation documents from 1990 to 2010, and in the transcripts of 25 semi-structured interviews with teachers and principals who were working in the public schools throughout this time period and who participated in the teacher evaluation processes whether by being evaluated

or by undertaking evaluations. Chapter 6 considers the findings and discusses their implications. Chapter 7 offers a concluding summary that suggests an agenda for future research.

This thesis contends that the effect of performance appraisal practices on Ontario teachers' practices and their sense of professional identity as part of an education reform agenda was minimal; however, teachers' understandings of the skills and qualities of the professional teacher did change, along with their practices, as a result of the creation of the OCT and the reform of teacher governance in the province of Ontario.

## Chapter 2

### Literature Review

This chapter offers a survey of the scholarly literature that examines teacher professionalism. The chapter also includes an overview of the scholarly literature that considers the links between teacher evaluation practices, improved teaching, and student achievement. Foucault (1978/1990) observes that individuals such as teachers can be caught up in “a web of discourses which sometimes address them, sometimes speak about them, or impose canonical bits of knowledge on them, or use them as a basis for constructing a science which is beyond their grasp” (p. 30). Moore (2004) examines three common discourses of the “good” teacher, namely, the good teacher as a competent craftsman, or as a reflective practitioner, or as a charismatic subject, and the ways in which these popular teacher identities over implicate the personal responsibility of the teacher at the expense of a more socially nuanced understanding of how students succeed. This is the “language game of education politics,” Ball (1993) observes, where it is not merely what is said, but who is entitled to say it, and the teacher becomes the “absent presence in the discourse of education policy” (p. 108).

Cuban (2013) takes a long look at the history of American education policy in his book *Inside the Black Box of Classroom Practice: Change Without Reform in American Education*, and asks, “With so many major structural changes in U.S. public schools over the past century, why have classroom practices been largely stable, with a modest blending of new and old teaching practices leaving contemporary classroom lessons familiar to earlier generations of school-goers?” (p. 8). As the single most important in-school factor for children’s achievement, teachers have rightly been at the centre of recent education reform strategies; however, Cuban

(2013) argues, it has been a serious mistake to underestimate the everyday context in which teachers do their work: “Those who still dream of engineering classrooms into mechanisms where empirically derived prescriptions help teachers become effective have failed to grasp that inside the black box of daily teaching is a mix of artistry, science, and uncertainty” (p. 149).

### **Teacher Professionalism**

While teaching now represents one of the largest occupations in Canada, Davies and Guppy (2010) note that “before the 1960s, teaching was not a particularly high-status job” (p. 208). Early teachers sought social recognition for their moral role in shaping the next generation. As teacher training, which had originally taken place in Teachers Colleges, became teacher education and a function of specialized departments in the universities in the 1970s, teachers became increasingly specialized in particular subject areas and credentialed as having expertise in tailoring such subject-based instruction to a diverse community of learners. Although Larson (1977) argues that “professionalization is . . . an attempt to translate one order of scarce resources—special knowledge and skills—into another—social and economic rewards” (p. xvii), teachers have won status largely through union-type actions such as collective bargaining, strikes, and political lobbying, rather than through a recognition of their professional authority. The understanding of teachers as professionals, therefore, is intimately connected to an understanding of the labour process of their work (Connell, 2009; Locke, 2001; Locke, Vulliamy, Webb, & Hill, 2005; Reid, 2003; Smyth, Dow, Hattam, Reid, & Shacklock, 2000; Whitty, 2000). Whitty (2000) refers to this contractual understanding of teachers’ work that is negotiated with the state as the *professional mandate*, while Grace (1985) calls it *legitimated professionalism*, that is, it is sanctioned if it is perceived to be non-threatening to the state.

Interest in the study of professions as a unique social category began in the 1950s, and the professional exemplars of medicine, law, the clergy, and university teaching generated a list of benchmark characteristics, namely, an exclusive body of knowledge, determined by members of the profession and closed to outsiders; the ability to determine a membership fee; autonomy in relation to working practices; self-regulation by members of the profession; the promotion of members' interests within society; an inherent guarantee of integrity, standards, and ethical practice through the use of a moral code; and altruism (Leaton Gray, 2006). Against this normative standard, the various professions can be placed on a continuum according to the degree to which they meet the criteria. However, teaching has occupational attributes that hinder its identification as a profession. Sykes (1999) argues that the large size of the group and difficulty in maintaining strict entry requirements, the majority number of women who often bring a very different career trajectory into play, the issue of extensive public control of teachers' work, and the cultural status of teaching as rather ordinary, easy to do work that simply comes naturally to the best teachers, works against an understanding of teachers as professionals (see also Evans, 1997; Ozga & Lawn, 1998). In fact, Etzioni (1969) has categorized teaching as a *semi-profession*.

Tichenor and Tichenor (2005) observe that while “the classroom teacher is arguably the single most important individual in directing student success” (p. 89), there is no common, satisfactory definition of effective professional practice. Scholars have attempted to identify specific markers of teacher professionalism such as quality of practice (Hoyle, 1980), commitment (Morrow, 1988), intellect (Wise, 1989), character (Sockett, 1993), or particular attitudes and behaviours (Hurst & Reding, 2000; Cruikshank & Haeefe, 2001; Stronge, 2002; Kramer, 2003) as integral to the identity of the professional teacher. Despite widespread

agreement upon Hoyle and John's (1995) classic triangle of knowledge, autonomy, and altruism as indicators of professionalism, the concept of *profession* itself as it has been understood is widely contested (Evans, 2008; Hall & Schulz, 2003; Hargreaves, 2000; Kennedy, 2007; Locke, Vulliamy, Webb, & Hill, 2005; Mockler, 2005; Webb, Vulliamy, Hämäläinen, Sarja, Kimonen, & Nevalainen, 2004; Whitty, 2000).

Locke et al. (2005) suggest that a social constructivist approach views the definition of *profession* as historically situated, variable rather than fixed, and dependent upon time, place, policy context, and discursive framing; thus there is a range of definitions originating out of particular circumstances, each of which has implications for professional practice at a given time. Professionalization is not, therefore, a progressive process that leads to a definitive outcome, rather it is a perpetual process through which professional identity is constantly re-articulated and re-shaped (Kennedy, 2007). As Whitty (2000) states, "A profession is whatever people think it is at any particular time and that can vary" (p. 282).

A body of research has recently emerged on the impact of neoliberal education reforms on teacher professionalism. According to these writers, a new professionalism is taking shape, and whether this entails de-professionalization or re-professionalization is a matter of perspective (Evans, 1997, 2008; Hargreaves, 2000; Locke, 2001; Sachs, 2000; Whitty, 2000). This new professionalism has been profoundly shaped by neoliberal market reforms, so that successful teachers

are ones who are *efficient* and *effective* with the resources at hand, *entrepreneurial*, oriented to the *economic*, committed to *excellence*, and ones who embrace the values and vision of the *enterprise*, including a recasting of *equity* as equal opportunity to pursue

individual self-interest rather than equity of social outcomes for collective actors.

(emphasis in original, Robertson, 2000, p. 168)

Teachers, according to this literature, have been seen as obstacles to the marketization of education and they have been weakened through legislated changes to union representation, centralized curricula, testing regimes, performance management through targets and standards, and systems of monitoring and accountability. Teachers will not only need to struggle to retain the professionalization they have achieved, Hargreaves (2003) argues, but they will need to extend the practice of collegial professionalism in ways that will genuinely improve the quality of teaching rather than merely facilitate the implementation of the latest government initiative:

If we capitulate to the idea that public education can only be a low-cost system running on low-skilled, poorly paid, and overloaded teachers whose job is to maintain order, teach to the test, and follow standardized curriculum scripts, then teachers for the next three decades will be neither capable of nor committed to teaching for and beyond the knowledge society. They will instead become the drones and clones of policymakers' anemic ambitions for what underfunded systems can achieve. (p. 2)

This is the threat of the new professionalism that seems to herald a managerialist identity for teachers that is entrepreneurial, individualistic, and externally defined (Ball, 2003; Sachs, 2001).

Against such a professionalism, a number of scholars call for an engaged teacher professionalism—postmodern professionalism (Hargreaves, 2000), activist professionalism (Sachs, 2000), principled professionalism (Goodson, 2000), critical professionalism (Locke, 2001), transformative professionalism (Mockler, 2005), democratic professionalism (Kennedy, 2007)—that commits to broad-based, inclusive communities of practice; to an ethical code of practice; to care; to the moral and social purposes of what is taught; to continuous learning; and

to a generative politics that seeks to make things happen rather than let things happen. Leaton Gray and Whitty (2010) suggest that “teachers should reclaim some of this educational territory, positioning themselves as informed social and political activists in the process, and mediating between the citizens and the state” (p. 20).

Sahlberg (2011), for example, has written about Finnish teachers providing an alternative to current neoliberal ways of thinking about teacher professionalism. Finland, with its top PISA scores, collaborative culture of highly-trained teachers, and minimal testing and grading of students, is the anomaly that flies in the face of standard thinking about education reform. External review of teachers’ performance in Finland ceased in the early 1990s (Sahlberg, 2006). While education for the knowledge economy has become a catch-all phrase to justify education policy reforms intended to promote economic competitiveness, rarely are these policy changes directly related to what teachers and students do in the classroom on an ongoing basis. The current emphasis on standards and accountability has eroded teachers’ professional autonomy, degraded teachers’ working conditions, and reduced the meaningfulness of learning for students. Sahlberg (2006) counts four key conditions that make teaching compatible with the needs of the knowledge economy: rethinking innovation, revisiting the conception of knowledge, focusing on interpersonal skills, and enhancing the will and skill to learn. Shifting the focus of education requires rethinking teaching and learning as complex, non-linear processes that require co-operation and networking rather than competition. In a fear-free learning environment, students are not afraid to take risks and try new ideas, Sahlberg (2006) notes, and “equally importantly, in the fear-free school teachers and principals will step beyond their conventional territories of thinking and doing that are often conditions for making a difference in students’ learning and schools’ performance” (p. 285).



The traditional sociological understanding of professionalism is being challenged by new concepts of professionalism that grow out of particular political agendas, Kennedy (2007) observes: “Therefore, the question of whether or not teaching is a profession, in terms of traditional conceptions, is perhaps not as relevant as the question of why and how the concept of professionalism is used in relation to teaching” (p. 98).

### **Evaluating Teachers**

Teacher evaluation is represented by a growing body of scholarly work. Generally subsumed under the mechanics of school leadership and principal development, teacher evaluation has increasingly become a focus in the context of school improvement and education reform, and has opened up a new space for policy entrepreneurs and commercial solutions within the education system. Given the vast market for commercially produced standardized tests throughout the United States, not to mention the interest in linking teacher evaluation to student gains on standardized tests, the development and sale of generic teacher evaluation materials represents an important next step for the companies that create these profitable assessments. Therefore, technical books that serve as manuals for a particular type of teacher evaluation were not considered for inclusion in this review of scholarly literature. Ball (1993) observes that sites within the domain of educational practice but outside of government have generated a professional cadre of consultants and advisers who serve to legitimate particular policy initiatives through texts that create a decontextualized professional discourse removed from the messy world of the classroom (see, for example, Marzano & Toth, 2013; Peterson, 2000; Stiggins, 2014). Nonetheless, there is a growing body of critical literature by American scholars that challenges the more egregious aspects of education reform in the United States, such as dismantling public schools and promoting voucher programs and charter schools, increasing

standardized testing, and the evaluating teachers on the basis of their students' test scores while attempting to deregulate teachers and undermine their labour protections (Au, 2009; Giroux, 2012; Horn & Wilburn, 2013; Kumashiro, 2012; Owen, 2013; Ravitch, 2013).

One professional consultant who does need to be considered in greater detail, however, is Danielson, whose work for Educational Testing Service that formed the basis of her book, *Enhancing Professional Practice: A Framework for Teaching* (1996), has given her international influence. Danielson divided observable teaching behaviours into what she calls the four domains of teaching responsibility: planning and preparation, the classroom environment, instruction, and professional responsibilities. Each of these domains is then broken down into component parts that reflect specific, expected behaviours. These component behaviours can be ranked from *unsatisfactory* to *basic* to *proficient* to *distinguished*. Danielson's framework has been used extensively by numerous school districts in the United States, forms the basis of the *Measures of Effective Teaching Project* (2013) underwritten by the Bill & Melina Gates Foundation, and is promoted by the OECD in its *Teachers for the 21st Century: Using Evaluation to Improve Teaching* (2013).

Darling-Hammond's book, *Getting Teacher Evaluation Right: What Really Matters for Effectiveness and Improvement* (2013), provides an excellent example of the scholarly literature available and offers a useful perspective on American teachers. Darling-Hammond argues for shared standards that link teaching to genuine student learning and feed a continuous cycle of professional improvement for teachers. Federal funding for recent education mandates is linked to the development of new teacher evaluation systems that use multiple categories of teacher ratings based on a number of observations as well as student test scores as a measure of teacher effectiveness. Such teacher evaluations are to be used to inform all personnel decisions. Given

the politics of education reform in the United States, and the ways in which American education has been colonized by standardized testing, Darling-Hammond's book is especially important. Globally, while not without merit, her arguments will find less agreement (see, for example, Sahlberg, 2011).

Ingvarson (1998, 2002, 2008) shares a similar interest in teacher practices and improved student learning. Writing from an Australian perspective, he investigates how teachers' knowledge and practice influence student achievement and how teacher evaluation and teacher accountability in particular might improve teaching and learning. Ingvarson (1998) advocates for investing the teacher associations as those best qualified with the responsibility for developing and maintaining the professional development infrastructure that supports the attainment of national standards for teachers.

Traditionally teacher evaluation systems have been organized to answer accountability concerns and shaped to meet legal requirements (McGreal, 1990). As Soar, Medley and Coker (1983) observe, "Teacher evaluation has always consisted of subjective judgments of teachers' skills; the implicit assumptions have always been that the judges know what good teaching is and can recognize it when they see it" (p. 240). In other words, the principal tends to compare what is observed in the classroom with a personal ideal of proper teaching, making what is known as a *high inference* evaluation. A *low inference* evaluation defines specific categories that the principal is to look for and record; however, forcing knowledge about teaching into generic teaching models obscures the many forms that quality teaching can take and the ways that many different activities can increase student achievement (McGreal, 1990). Peterson (2000) states quite bluntly that "studies of teacher evaluation by principal observation and report have found unrepresentative sampling, biased reporting, disruptions caused by the classroom visit, and

limitations on the principal imposed by misleading or truncated reporting systems such as checklists and narrow anecdotal category systems” (p. 61). While listings of what makes a teacher effective have become popular, and range from a focus on behaviours to competencies to characteristics to standards to duties to performance dimensions, Peterson argues that the usefulness of such evaluation tools is illusory: “The components of good teaching, however understood, are extensive (no complete list exists), not agreed on, context dependent, intermittently operant, and characteristic or applied by individual teachers in unique configurations of individual competencies or performance components” (p. 62). The credibility that such evaluation systems have achieved has been principally due to the skills of the school administrator applying them as “many educational sociologists conclude that schools rely on individual administrator’s resourcefulness and relationships to give better results than most school district teacher evaluation systems deserve” (p. 73). Despite the fact that there is considerable data showing the performance of American schools has remained stable or improved over the past 30 years, the broad portrayal of the American public school system as singularly failing serves political ends that Peterson suggests must be questioned.

The attempt to create a teacher evaluation policy that blends the purposes of accountability related to job status and professional development aimed at improving teaching is problematic: no teacher would willingly expose their professional weaknesses when the outcome of the evaluation might cost them their job. Similarly, defining the specific knowledge, skills, and competencies that teachers are believed to require in a way that these attributes can be instrumentalized in an evaluation policy removes them from any meaningful context and requires broad generalizations that can be applied uniformly and administered according to a defined set of regulations. Darling-Hammond, Wise, and Pease (1983) argue that how teaching is viewed

becomes central to what is considered good teaching practice. Thus teaching viewed from a labour perspective assumes concrete practices can be identified and adherence to these practices is sufficient, while teaching viewed from a professional perspective requires both a mastery of specialized techniques and an understanding of the necessary conditions for the application of those techniques that reflect standards of professional knowledge and practice that can be developed, assessed, and enforced. Darling-Hammond et al. (1983) write, “The more complex and variable the educational environment is seen as being, the more one must rely on teacher judgment or even insight to guide the activities of classroom life, and the less one relies on generalized rules for teacher behavior” (p. 297). Darling-Hammond et al. (1983) conclude that it should not be surprising that no unvaryingly successful model of teacher evaluation has yet been identified because the models differ on the basis of the assessment goals on which they are based, so that “a judgment of success depends on the purposes for which a technique is used as well as its ability to measure what it purports to measure” (p. 308).

When performance appraisal was legislated for teachers in England and Wales in 1991, Bartlett (2000) reports that a number of assumptions about performance assessment, such as the nature of teaching and professional judgment and the teacher as a pedagogical technician, formed the basis of an implicit understanding of teaching. Unsurprisingly, Wragg, Wikeley, Wragg and Haynes (1996) reported a disappointingly low effect on classroom practice.

Little has been written specifically about the impact of performance appraisal policies on teachers’ sense of themselves as professionals, but Ball (1993, 1998, 2003) has consistently maintained a critical approach that takes up the teacher’s perspective on the effects of these stressful, performative practices and the loss of professional meaning and self-esteem for teachers that results. Additionally, Larsen (2005, 2009) has studied the effects of accountability-

based teacher evaluation policies globally, and teacher performance appraisal policies in Ontario specifically. Larsen (2005) notes that globally these accountability practices “increase stress, anxiety, fear and mistrust amongst teachers, and limit growth, flexibility and creativity” (p. 292), while provincially, the teacher appraisal process was too often perceived as unfair and demoralizing.

### **Conclusion**

This chapter has provided an overview of the scholarly literature that deals with teacher professionalism and teacher evaluation. The chapter has considered the shifting discourse of teacher professionalism and examined the close link between the labour process of teachers’ work and the disputed qualities that allow teaching to be considered as a profession. Noting that the profession is historically situated and therefore changes with the social context, the implications of the current neoliberal trend in government policy are examined in terms of de-professionalization vs. re-professionalization in the establishment of a new managerialist identity for teachers. As policy interest in a framework for good teaching and professional teaching standards grows, a host of professional edupreneurs has also come into the field to market specific forms of teacher evaluation. In itself, teacher evaluation by an observing principal can be highly subjective because how teaching is viewed becomes central to what is considered good practice. The effects of the new performance-related evaluation practices on teachers suggest a significant loss of morale among teachers.

The following chapter, drawing on concepts developed by Foucault, lays out the conceptual framework for the study.

## Chapter Three

### Conceptual Framework

This chapter outlines the conceptual framework that shapes the research design and informs my understanding of the data. I identify my position as both researcher and teacher, and recognize the influence of feminist literature in shaping my approach to the participants and their role in the research process. I argue that by drawing on Foucault's concepts of discourse, subjectivity, power, governmentality, and panopticism, a genealogical investigation offers a way of moving beyond labour process theory to develop a better understanding of teachers' work under globalization in the context of education reform.

#### **A Feminist Perspective**

The centrality of personal, lived experience invites a feminist perspective, which begins with the understanding that there is no disinterested position from which to undertake research in social inquiry: every researcher is situated in relation to the social events of his or her study (Haraway, 1997). In addition, because the research data for this study is drawn primarily from the lived experience of other educators as recounted in personal interviews, I quite openly embrace a feminist perspective that seeks to establish a relationship between the researcher and the research participants that is relational, reciprocal, and just (Reinharz, 1992). As a teacher querying teachers and principals, I hold collegiality, on the basis of our shared professional experience, as my highest value. Not only is there a deeper trust more easily established through a shared teacher identity between participant and researcher for interview purposes, but analytically there is a more nuanced sensitivity to issues and challenges and the language in which they are expressed. Guba and Lincoln (2005) argue that "the *way* in which we know is

most assuredly tied up with both *what we know* and our *relationships with our research participants*” (emphasis in original, p. 209). I am grateful to the teachers and principals, most of whom were unknown to me before the interview process and none of whom were friends or acquaintances from my past teaching experiences, who were willing to be interviewed for this research and without whom this study would not have been possible.

### **Theorizing Teachers’ Work**

The ambivalent positioning of teachers as autonomous professionals in the classroom and salaried workers in the school system creates an additional challenge in adequately theorizing teachers’ work. With the publication of *Labour and Monopoly Capital*, Braverman (1974/1998) reopened the labour process as a serious area of inquiry for the first time since Marx made it central to his understanding of class struggle; however, when education theorists attempted to transpose Braverman’s proletarianization thesis directly to teachers’ work, the theory appeared to be deterministic and remove teachers’ agency (Ozga, 1988; Reid, 2003; Smyth, 2001). As Pinar, Reynolds, Slattery and Taubman (2008) argue, for teachers the theoretical adequacy of Marxism is in question, and the challenge is

how to reconcile a view of politics that, finally, has strikes and street barricades in mind, with a more complex view in which what we think and what we do, i.e., the realm of the symbolic, in a semiotic society, represent the location of political action, not the streets.  
(p. 310)

In other words, “a bridge must be built between the necessary and key ideas of human agency and the interpretive theory of work under capitalism” (Ozga & Lawn, 1988, p. 329). I argue that labour process theory is limited to providing a superficial understanding of the conditions of teachers’ work. As an alternative, I have turned to the work of Foucault, who, by adapting the



methods of genealogical analysis introduced by Nietzsche and refocusing them on the particular historical, material practices of the social world, offers such a bridge into the complexity of teachers' agency within the shifting conditions of government control that define teachers' working conditions.

This thesis examines a particular historical moment when teacher governance changed significantly to centralize and standardize teacher evaluation across the province under the direction of a newly created OCT. The practices of teacher evaluation or *Teacher Performance Appraisal* (TPA) are now codified provincially and the documents that serve to describe the successful teacher also serve to delimit the possibilities for alternative views of successful teaching. Understanding why and how teachers adopt or reject professional behaviours that are presented as highly desirable markers of professional competence in the context of an evaluation process that is key to their continuance as teachers is an essential component of successful education reform. Such an understanding moves beyond the simple proletarianization of teachers' work through restricted working conditions and top-down edicts that attempt to reduce teacher autonomy to instead raise questions that focus on professional identity at the intimate level of its formation in individual teachers and the professional meanings teachers assign to their work. Foucault's theoretical concepts reclaim an autonomous agency for teachers that is able to link with an interpretive theory of teachers' work.

### **Foucault and Theory**

The failure of labour process theory to successfully explain teachers' work within the context of a struggle against domination by the capitalist class underscores the need for a broader conceptualization of worker agency, especially with the ongoing shift away from a manufacturing economy in developed nations. Foucault offers an eclectic mix of conceptual

tools to get at this kind of question rather than any grand social theories. In fact, he invites other researchers concerned with social phenomena to take up these tools as they see fit, regardless of their area of study, and use them to cobble together a theoretical framework appropriate to their own investigations (Foucault, 1994). The strength of his work lies in the conceptual tools he has created and their versatility in the ways they can be applied to the analysis of various social phenomena to develop deeper understanding.

### **Genealogy.**

Foucault's concern in his own studies was on understanding the present, and he did this by focusing on those aspects of the past that serve to explain the present (see, for example, Foucault, 1978/1990, 1978/1995, 1972/2010). History in this sense is not the march of continuous progress but a series of breaks and ruptures that open up possibilities for change: it is a question of uncovering how things change, not why. In particular, tracing the effects of social practices across time and into the present is a primary concern for Foucault. For this reason, Foucault sees theorization as being generated by the needs of the data and as growing out of those needs, and he rejects the imposition any particular pre-selected theory as a form of data analysis (Foucault, 1994).

The ideal of the professional teacher that has been standardized by the OCT and taken up in Ministry of Education teacher evaluation documents calls for a genealogical analysis. A genealogy destabilizes certain truths that have come to be accepted as objective by exposing the history of technologies and strategies that have converged to produce such truths (Rose, 1999). This analytic technique originated with Nietzsche, and Foucault (1977/1984a) took it up and adapted it to his own purposes. A genealogy in the Foucauldian tradition seeks to problematize taken-for-granted social practices that are seen as natural, and to call into question what has been

understood as reasonable or possible to think or say or do about such social practices (Geuss, 2002; Koopman, 2013). To undertake a genealogy is therefore to undertake a form of critique without implying the rejection of the subject of the analysis; instead, the familiar, unchallenged, and unconsidered modes of thought which form the basis of assumptions about the subject are exposed and brought into critical awareness (Geuss, 2002; Hook, 2005; Koopman, 2013). Foucault (1972/2010) writes that “the difference between the critical and the genealogical enterprise is not one of object or field, but of point of attack, perspective and delimitation” (p. 233). Genealogy effectively traces the historically, socially, and materially contingent events and circumstances that come together in a sudden point of convergence to coalesce into new forms of social understanding and practice.

A genealogical approach offers a way of understanding education reforms in Ontario and the effects of these reforms on teachers. The iterations in the development of public schooling in Ontario reflect the wider changing circumstances of population, social need, industrialization, historic crisis, politics, technology, and ideology that have shaped mass schooling globally and provided the impetus to educate children in certain ways during particular periods of time. In the same way, ideas about the necessary and ideal teacher to accomplish the educational goals of the time have undergone similar changes as the purposes of schooling have taken on different, historically determined understandings. Rose (1999) argues that neoliberalism is simply the most explicit statement of the new forms of political rationality where

the political subject is now less a social citizen with powers and obligations deriving from membership of a collective body, than an individual whose citizenship is to be manifested through the free exercise of personal choice among a variety of marketed options. (p. 230)

Teachers, as a result, are precariously positioned between publicly legislated requirements and a selection of privately promoted skills and attributes from which they must choose to enhance their professional practice. Genealogy highlights a whole range of events, processes, and practices that together operate to construct new forms of understanding about the teacher that become part of the discourse that describes the professional teacher.

### **The power of discourse.**

Foucault (1972/2010) describes discourses as “practices that systematically form the objects of which they speak” (p. 49). Discourse and power are intimately connected: “Relations of power cannot themselves be established, consolidated nor implemented without the production, accumulation, circulation and functioning of a discourse” (Foucault, 1980, p. 93). It is through discourse that power circulates, making discourse in the Foucauldian sense not so much a linguistic entity as a social, historical, and political entity that defines and frames what it is possible to think, know, say, be, and do in a given social context. The official discourse of teacher professionalism that dominates government policy documents focused on teacher evaluation represents a body of social knowledge outside of which lies the unthinkable, the irrational, and the impossible. Such historically contingent social knowledge comes to represent what is understood as truth at a given time, and these regimes of truth establish ways of understanding the world that are considered to be simple common sense. As a result, we can talk about a discourse of teacher professionalism that is constituted by common sense assumptions about what a professional teacher should know, be, and do.

Publicly promoted normalizing discourses based on various kinds of official knowledge distinguish between desirable and undesirable thoughts and actions and attempt to convince individuals to adopt approved behaviours while suppressing other ways of being. Thus, rather

than search for an ultimate truth, Foucault has preferred to examine the ongoing desire that underpins this constant search for truth and the ways in which particular notions of truth come to predominate in given historical periods. The idea of teacher professionalism is one such notion of truth that has been shaped and reshaped by the changing social and political demands of various historical periods. When we understand how certain ideas of what counts as true come to ascendancy in a particular period of time, an opening is created where these ideas of truth can suddenly be challenged. Thus at the heart of Foucauldian discourse analysis is a deep interest in how human subjects are formed and the ways in which individuals, groups, institutions, and other social organizations take up a particular discourse, act upon it, and bring it to life. The Ministry of Education has made its own investment in promoting a particular professional identity for teachers through the *Standards of Professional Practice for the Teaching Profession* (1999) produced by the OCT and the TPA documents that have been developed based on them. How the teacher who is observed and recorded in the official evaluation reports displays the attitudes and aptitudes that have been signaled as professional and how those teachers who would be seen as professional do well to take up and develop these attributes to the extent that they are able demonstrates the ways discourses become internalized and self-perpetuated in the subject.

**The subject who is subject.**

Subjectivity, Foucault (1984c) argues, is an ongoing activity of self-creation negotiated within constantly changing social and historical conditions: the already-existing character of life shapes personal choices, regulates personal behaviour, and controls the possibilities available to each individual. We take up and occupy subject positions that are made available to us, and these subject positions offer both possibilities for and prohibitions against particular kinds of personal

agency. It is not simply a question of obeying the laws of the land, rather, concerns about personal conduct are taken up by a multiplicity of authorities and experts who promote various social truths on the basis of which they seek to influence the choices we make in shaping our lives. Dean (1996) observes that

our present is one in which we are enjoined to take care and responsibility for our own lives, health, happiness, sexuality and financial security, in which we are provided with choices that we are expected to exercise, and in which we might feel that there is a possibility of some greater freedom in the forms of life we can live, and be safe and prosper within. (p. 211)

Nonetheless, Foucault (1984c) argues that

the critical ontology of ourselves has to be considered not, certainly, as a theory, a doctrine, nor even as a permanent body of knowledge that is accumulating; it has to be conceived as an attitude, an ethos, a philosophical life in which the critique of what we are is at one and the same time the historical analysis of the limits that are imposed on us and an experiment with the possibility of going beyond them. (p. 50)

This means that it is possible to imagine life differently.

For Foucault, the human subject is an effect of subjection, that is, an effect of particular, historic, regulatory processes that encourage us to think of ourselves as individual, autonomous subjects and discourage alternative understandings of ourselves. These techniques of subjection exist prior to the individual, and public thinking must change before changes in ideas or social practices are able to be taken up by individuals. Foucault fully intended that the word *subject* be understood in terms of both of its meanings: the human subject of a particular life story is also subject to the demands of such a life (Foucault, 1978/1990). Uncovering this dual role of the

subject, that is, “to find out how a human being was envisaged in a particular period and the social practices that constituted this human being” (Ball, 2013, p. 35), is the work of genealogy. May (2011) suggests that through histories like Foucault’s that document the various forces that have shaped a particular way of being it is possible to begin to understand how such a way of being came to be, and “from there, we can decide which among those forces are acceptable to us, and which are, to use Foucault’s term, *intolerable*” (emphasis in original, p. 80).

Subjectivity has become the focal point of modern power relations as self-inspection replaces the oppressive relations of state authorities and persuasion through the truths of expertise replaces coercion: “The citizen subject is not to be dominated in the interests of power, but to be educated and solicited into a kind of alliance between personal objectives and ambitions and institutionally or socially prized goals or activities” (Rose, 1999, p. 10). New techniques of subject formation that highlight choice and consumption as markers of subjective values and ways of life have replaced direct public interference in private life. The result is an unleashing of individual values and standards of conduct to a degree of variance that is bounded by law only at the extremes, and each individual is expected to craft a way of life by choosing among a variety of alternatives that promise to create a unique individual identity.

In this context, multiple discourses of teacher professionalism generated by scholars, think tanks, global organizations, philanthropic foundations, and policy entrepreneurs are circulating. As the industrialized nations turn a calculated eye toward public education to find the answer for a renewed economic competitiveness under globalization, the focus is increasingly on identifying and developing the kind of teacher who will best prepare students with the necessary skills for a global knowledge economy. Such a teacher is both an autonomous subject, free to choose, yet subject to the regulatory framework that structures the teaching profession and

precludes many choices. Freedom and constraint in Foucault's thinking are understood as coexisting, and as a result, practices of freedom are inextricably linked to relations of power (Olssen, 2006). An understanding of the role of power as a theoretical concept therefore becomes foundational to a Foucauldian analysis.

**A strategic conception of power.**

An original understanding of power is at the heart of Foucault's work. He rejects the domination/subordination binary of power and the idea of conflicting class interests that sustains critical theory. It was this conception of power that labour process theory was unable to move beyond. According to Foucault, power is not possessed (not even by the state) and therefore does not flow down from a centralized source nor is it primarily repressive; rather, it is constantly exercised in a variety of ways by every individual. Power "circulates . . . through a net-like organization," Foucault (1980) writes:

And not only do individuals circulate between its threads; they are always in the position of simultaneously undergoing and exercising this power. They are not only its inert or consenting target; they are always also the elements of its articulation. In other words, individuals are the vehicles of power, not its points of application. (p. 98)

Power described this way is productive, and it becomes visible through the effects and relations it produces. Foucault (1978/1995) explains:

We must cease once and for all to describe the effects of power in negative terms: it "excludes," it "represses," it "censors," it "abstracts," it "masks," it "conceals." In fact, power produces; it produces reality; it produces domains of objects and rituals of truth. The individual and the knowledge that may be gained of him belong to this production. (p. 194)



It is through technologies of power such as the examination or the teacher evaluation that the student and the teacher are produced, documented, differentiated, classified, and rendered as certain kinds of knowledge and particular subjects.

To study power from a Foucauldian perspective is to call for an inversion of traditional ways of thinking about power. There is little interest in an analysis of centralized, regulated power and the ways it flows out to a social base; rather, the analysis of power must begin in the places most removed from the centre of power through an investigation into the many small technologies of power that operate at the limits, and then work backwards towards the centre (Olssen, 2006). This is a strategic and disciplinary conception of power as opposed to states of domination. Foucault (1987/1988) explains:

It seems to me that we must distinguish the relationships of power as strategic games between liberties—strategic games that result in the fact that some people try to determine the conduct of others—and the states of domination, which we ordinarily call power. And between the two, between the games of power and the states of domination, you have governmental technologies—giving this term a very wide meaning. (p. 19)

Thus power is reconceived in this conceptualization, not as domination, but as unstable, shifting, and having multiple sources while offering no position outside of power relations from which to critique the effects of power on human subjectivities (Rose, 1999).

If we look specifically at the history of teacher evaluation in Ontario, for example, it is possible to argue that the state initially held sovereign power over teachers in the province through the provincial inspectorate. Since the disbandment of the inspectorate over 40 years ago, however, the Ministry of Education has had to relinquish its direct control of teacher evaluation. Nonetheless, with the development of new disciplinary techniques governing teacher supervision

and evaluation by personnel within the school, the government has maintained and even tightened its control over the regulation of the teaching profession acting now from a distance by setting the terms of what it is to be a professional teacher and establishing the parameters of what is to be considered normal and acceptable knowledges, skills, and behaviours for teachers. Ball (1998) describes this technique as “steering at a distance which replaces intervention and prescription with target setting, accountability and comparison” (p. 123). Used this way, the norm becomes a powerful standardizing technique that imposes homogeneity at the same time as it introduces individualization by exposing gaps and differences (Foucault, 1978/1995). Termed governmentality by Foucault (1978/1995), this is a modern form of political rationality whereby the state uses its power to bring about a particular construction of the subject.

### **The conduct of conduct.**

Understood broadly, governmentality describes the range of techniques that the state or its representatives apply to indirectly manage and shape a particular population in specific ways. Foucault (1978/1995) argues that in the eighteenth century, with the birth of the modern world, the state moved from extreme, external forms of punishment to establish a new set of methods of control by redefining and monitoring space, activity, time, and human forces to achieve maximum efficiency. As a democracy, the state can no longer directly intervene in the lives of its citizens; however, by assigning regulatory authority to expert organizations that exist outside the official government, political objectives can still be effectively met by convincing citizens who are free to choose to comply. Governmentality, that is, the conduct of conduct, has become the technique of choice for managing populations under neoliberalism as the expertise of outside authorities provides distance from the mechanics of the state while offering appealing truths,

norms, and conceptions of the desirable life that the individual citizen is encouraged to take up (Rose, 1996, 1999).

Statistical accountability replaces democratic accountability, and an audit culture of indicators and performance targets oversees conduct and assumes responsibility for decisions on behalf of a population that has been rendered numerically calculable (Rose, 1999). Foucault (1978/1995) writes: “When the normal took over from the ancestral, and measurement from status, the individuality of the memorable man [was replaced by] that of the calculable man” (p. 193). The “calculable man” [*sic*], to use Foucault’s term, understands that his role and responsibility as an autonomous subject lies in making the kinds of choices that will add value to him as a desirable individual. As a supervision technique, governmentality serves to control and manage individual behaviour by making the individual willing to self-monitor and self-manage vis-à-vis the regulatory standards and norms that have been set by his or her superiors.

Rose (1999) suggests that, in addition, since the mid-nineteenth century with the development and growth of the kinds of knowledge and expertise known as psychology, human beings have taken up a particular understanding of themselves that has generated new ways of perceiving human beings and human behaviours. The rise of psychology as a field has been central to the establishment of contemporary democratic political power in that human conduct is now managed through practices that are said to originate in human psychology. Modern democracies no longer rely on direct, coercive measures such as intensive policing, but instead implement techniques and procedures that are designed to influence and persuade autonomous individuals to choose to comply with objectives that meet the goals of the state for effective governance (Rose, 1999).

Foucault's ideas about governmentality became a focus in his later writing (see, for example, Foucault, 1979/1991a). In part, the notion of governmentality was developed as a response to criticisms that his conception of power was too localistic (Olssen, 2006). However, Foucault (2008) states that methodologically there should be no specific scale to which either the analysis of micro powers or of procedures of governmentality should be limited; rather, the choice for analysis "should be considered simply as a point of view" (p. 186). Both perspectives are necessary to examine the relations of power that play out in the game of teacher evaluation.

The teacher evaluation process is central to shaping and enforcing a particular kind of professional teacher in Ontario. While teacher evaluation is no longer undertaken directly by Ministry of Education personnel, the detailed process requirements for observing and reporting teacher behaviours that must be adhered to establish principals as effective proxies who have little scope for deviation from Ministry of Education expectations. Power relations from the macro to the micro circulate throughout this disciplinary field of teacher evaluation where the beliefs about what constitutes good pedagogy, the best interests of the child, and reasonable expectations can be conflicted and contested. In the end, however, it is the teacher who enters the classroom on a daily basis and it is at the level of the classroom that teacher agency can be found. The extent to which a teacher submits to or struggles against such normalizing practices opens a space where techniques of freedom lie.

### **The normalization of society.**

Normalization, that is, the establishment of norms or standards that define criteria for making judgments about what is acceptable, allows that which is *normal* and meets the criteria to be distinguished from that which is *abnormal* and fails to do so. The abnormal calls for remediation, exclusion, or even punishment. In this way, Foucault (1978/1995) observes that we

live in a disciplinary society even though extreme, external forms of punishment have been replaced by internalized self-discipline and self-surveillance. Early teacher training institutions called Normal Schools sought to inculcate a basic set of norms for teaching that “had as their objective the production of a corps of teachers who could at least approximate the ideal advanced by educational authorities” (Wotherspoon, 2009, p. 163). The *Standards of Practice for the Teaching Profession* (1999, 2006) created by the OCT represent the norms that currently define the professional teacher in Ontario. The disciplinary power inherent in this normalization compares, differentiates, and measures the individual teacher while tracing the limits around a necessary conformity (Foucault, 1978/1995).

Foucault (1978/1995) argues that the examination has become such a successful technique for exercising disciplinary power because of the simple way it combines hierarchical observation and normalizing judgment. This requirement that one must demonstrate to the satisfaction of a supervisor the appropriate performance of desired knowledge or skills according to established criteria has become the key to establishing recognized capability and accreditation. The evaluation process, as an examination of teacher practice, is an exercise of power that transforms formal and informal observation of the teacher at work with students along with evidentiary traces of the teacher’s work in daybook plans and mark book records into a measured accounting of the teacher’s capabilities. This accounting becomes part of a network of documentation that places the teacher in a field of surveillance. The problem is not that it is unacceptable to establish a standard of performance and to expect that it will be met by successful teachers. The history of such changing standards over time could be written as a genealogy of the development of good teaching. At issue for the purposes of this thesis are the ways in which a confluence of social forces enabled a particular performance of good teaching to

become ascendant and then standardized as the truth to which all teachers would be held accountable in a particular place and time. This then reflects what can be called the normalization of the teacher.

### **An architecture of choice.**

The creation of the OCT adds another layer of complexity to the network of documentary practices that have been put in place to assure teacher accountability. Self-regulating professions are a feature of modern capitalism, Standing (2009) suggests, and such self-regulation is often imposed by a government so that, no longer connected to the state, a self-regulatory body has greater freedom to make rules, monitor conduct, and punish bad practice. Modern society, Standing (2011) argues, has broadly adopted Bentham's (1787/1995) notion of the panopticon. Bentham described his prison design as an "architecture of choice" because rather than forcing the desired behaviour through physical restraint such as shackles or chains, it appeared to give the prisoner the freedom to choose his or her behaviour (see Standing, 2011, p. 133). Foucault (1978/1995) argues that the techniques of panopticism originally began with the strict confinement, surveillance, and reporting practices developed to manage and control the effects of the plague. The trajectory from the plague-stricken towns to the envisioning of the panopticon by Bentham as an idealized prison structure a century and a half later follows the transformation of the program of social discipline from an individualized response to an extraordinary situation to a generalizable model for defining relations of social power in daily life.

The panopticon represented an ingenious architectural design that placed prisoners in isolated cells facing a central observation tower that allowed the prisoners to be observed at any or all times without knowing if or when they were being observed. This sense of being constantly visible on the part of the prisoner assured the permanent effects of surveillance even

without that surveillance being continuous or consistent. In fact, this “perfection of power should tend to render its actual exercise unnecessary” (p. 210), Foucault (1978/1995) writes:

He [*sic*] who is subjected to a field of visibility, and who knows it, assumes responsibility for the constraints of power; he makes them play spontaneously upon himself; he inscribes in himself the power relation in which he simultaneously plays both roles; he becomes the principle of his own subjection. (p. 202)

It is important that discipline not be confused with punishment, Foucault (1978/1995) explains, noting that discipline does not exist per se in any institution, rather, “it is a type of power, a modality for its exercise, comprising a whole set of instruments, techniques, procedures, levels of application, [and] targets” (p. 215). If the contract has come to be regarded as the foundation of law and jurisprudence in civil society, “panopticism constitute[s] the technique, universally widespread, of coercion” that underpins it (Foucault, 1978/1995, p. 222). Such discipline, Foucault (1978/1995) argues, may be contained within a contract, but it creates a relation of constraints quite different from the contractual obligations themselves:

The way in which it is imposed, the mechanisms it brings into play, the non-reversible subordination of one group of people by another, the “surplus” power that is always fixed on the same side, the inequality of position of the different “partners” in relation to the common regulation, all these distinguish the disciplinary link from the contractual link, and make it possible to distort the contractual link systematically from the moment it has as its content a mechanism of discipline. (pp. 222-223)

While Foucault (1978/1995) thus sees the extension of disciplinary methods as “inscribed in a broad historical process,” he notes that as such “panopticism has received little attention” (p. 224).

Despite the claim that the formation of the OCT represents an increase in professional status for teachers, the OCT is in fact a disciplinary technology that derives its power from the techniques of panopticism. Those who pay its annual fees in order to retain their teaching certificate also provide the funding that sustains the normalizing gaze to which they are subject as teachers and which they transgress at their peril. The OCT may seem to have only a peripheral connection to teacher evaluation, but where the TPA process occurs only once every five year cycle, the OCT is a constant unblinking presence in teachers' daily lives. Thus the OCT is in fact a modern panopticon.

### **Conclusion**

This chapter has described the feminist perspective that informs my approach to the research and my relationship with the research participants, and argued that the conceptual tools that Foucault makes available serve the analysis better than the Marxist perspective that underpins labour process theory. Taking up a genealogical analysis as best suited to this study of changing teacher identity, I examine Foucault's conceptualizations of discourse, subjectivity, power, governmentality, and panopticism to highlight how these analytical tools are able to offer important insights into and therefore understanding of the ways experienced teachers respond to changes in their professional identity.

An analysis of the official discourse of teacher professionalism contained in the teacher evaluation policy documents is able to trace the shifts in language and terminology, describe the changes in focus and emphasis concerning desirable teacher behaviours, and note the skills, traits, or aptitudes that came to be considered unnecessary between 1990 and 2010. A conception of power as fluid and productive offers an explanation of how the principals understood the discourse of teacher professionalism in the evaluation documents and encouraged the teachers



they evaluated to take up these professional behaviours, while the teachers' understandings of the discourse and the behaviours they chose to take up to identify as professionals are deeply implicated in their own formation as individual, choosing subjects. As a disciplinary technology, teacher evaluation in Ontario is supported by state powers that work from a distance through governmentality and panopticism to ensure compliance.

The following chapter describes the methodology, research methods, and analytic steps that were used to complete the data collection and analysis. The links between the main theoretical concepts that have been described in this chapter and the methodology that was deployed in the study will be shown in the following chapter. A discourse analysis of the interview transcripts is able to reveal the effects on teachers' sense of themselves as professionals and on their professional practices. A careful comparison of the pre-OCT and post-OCT data will serve to answer the question: How has the reform of professional governance through the creation of the OCT, as part of an ensemble of broad neoliberal education reform policies enacted between 1990 and 2010, changed the official discourse of teacher professionalism and with what effects?

## Chapter Four

### Methodology

This chapter outlines the research process and states the methodological considerations that informed the choice of methods used for data collection and analysis. The methodology is qualitative, constructivist, and interpretivist. The methods used are interviewing and analyzing discourse in both teacher evaluation policy documents and the language that teachers and principals use to describe their understanding of the purposes and practices of teacher evaluation. There are three sources of data. The first data source is the teacher evaluation documents that were used from 1990 to 2010. The second data source is semi-structured interviews with teachers who were working in Ontario public schools from 1990 to 2010 and who experienced the teacher evaluation practices. The third data source is semi-structured interviews with principals who were working in Ontario public schools throughout this same time period and who were responsible for implementing the teacher evaluation policies. This chapter presents the rationale for a qualitative study, and describes the research design, data collection process, and data analysis steps that followed.

#### **Qualitative Research**

I am interested in understanding the meanings that teachers ascribe to the teacher evaluation process and the implications for educational change and reform contained in such practices, therefore I have chosen a qualitative research design. As Denzin and Lincoln (2005) note, “qualitative researchers can isolate target populations, show the immediate effects of certain programs on such groups, and isolate the constraints that operate against policy changes in such settings” (p. 26). I therefore adopt a social constructivist worldview that starts from the

assumption that individuals seek to understand the world in which they live and recognizes that the subjective meanings that individuals develop will be varied and multiple, reflecting the influence of the social, cultural, and historical norms that operate in individuals' lives (Creswell, 2009). Such research is interested in the complexity of participants' views and seeks to inductively develop a theory that will make sense of the meanings that participants have ascribed to a particular event in their life world. This is an interpretive practice that seeks to make the world of teachers and principals visible through the documents that serve to evaluate teachers' professional performance and through interviews with teachers and principals that describe and explain the evaluation processes that support these documents. The intention is to understand the subjective world of teacher experience by examining it from within the experience among those who have experienced it; it is not a question of looking for governing rules that manage human behaviour. An interpretive paradigm moves away from a stimulus/response understanding of human actions to focus instead on intentional, future-oriented, "behaviour-with-meaning," acknowledging that such "actions are meaningful to us only in so far as we are able to ascertain the intentions of actors to share their experiences" (Cohen, Manion & Morrison, 2007, p. 21).

This world of teachers and schools is one that I return to easily as a researcher after so many years spent as a classroom teacher myself. A qualitative study that takes as its starting point the human life world of teachers and foregrounds the complexity of their experiences of education reform holds the promise of offering an important counterpoint to the studies of teacher excellence and effectiveness that seem to reduce teachers and their work to the results of their students' standardized test scores.

## **History As Discontinuity**

This study focuses on the two decade period between 1990 and 2010. The OCT was created in 1996, therefore almost a decade of pre-College documentation is available as well as a decade of post-College documentation (Ontario College of Teachers, 2014a). The documentation can be broken into three policy periods: pre-OCT policy period (1990-1996), policy transition period (1997-2002), and new policy period (2003-2010). My hypothesis is that with the establishment of the OCT there was a break or discontinuity in the history of teacher professionalism in Ontario. When the OCT assumed the responsibility for teacher licensing and discipline from the Ministry of Education, an entirely new model of teacher governance was put in place. The desirable qualities that formed the ideal of the professional teacher throughout this two decade period are captured in the teacher evaluation documents. By tracing the evolution of teacher evaluation policy and practice from 1990 to 2010 through a discourse analysis of teacher evaluation documents and through a discourse analysis of semi-structured interviews with educators who experienced these policies and practices, I intend to answer the question: How has the reform of professional governance through the creation of the OCT, as part of an ensemble of broad neoliberal education reform policies enacted between 1990 and 2010, changed the official discourse of teacher professionalism and with what effects?

Foucault (1984c) challenges the Enlightenment view of history as a source of continuous progress, arguing that “the traditional devices for constructing a comprehensive view of history and for retracing the past as a patient and continuous development must be systematically dismantled. . . . History becomes ‘effective’ to the degree that it introduces discontinuity” (p. 88). With the establishment of the OCT by the Conservative government, the teacher federations were displaced from their traditional role as the primary organizations representing the teacher

groups in the province. From this point forward, the trade union role of the federations was emphasized and the responsibility for teacher professionalism was taken up by the OCT. I have chosen to focus on the abrupt change in governance that occurred in 1996 and the ways in which teacher professionalism was presented as an ideal for the purposes of teacher evaluation between 1990 and 2010. By examining the changes over time in the teacher qualities that were valued in the documents, and by questioning teachers and principals about the effects of such changes on teacher practice, I intend to develop a better understanding of how teacher identity is shaped through teacher evaluation policy and enacted in teaching practice.

## **Data Sources**

### **Documents.**

The teacher evaluation documents used in this study represent two broad time periods: 1990-1999, prior to the approval of the *Standards of Practice for the Teaching Profession* (1999) by the OCT, and 2000-2010, subsequent to that approval. In 2001, with the passage of the *Quality in the Classroom Act*, the Conservative government's focus turned to teacher evaluation. Since the disbanding of the provincial inspectorate in 1968, teacher evaluation had been the responsibility of individual school boards (Anderson & Ben Jaafar, 2006). The new provincial policy mandated that principals evaluate experienced teachers' classroom practice twice every three years. In addition, a common teacher evaluation form issued by the Ministry of Education to assess teacher competencies against the newly developed *Standards of Practice for the Teaching Profession* (1999) created by the OCT was to be integrated into administrative practice by the school boards (Ontario Ministry of Education, 2002).

The observable skills and personal qualities that have been identified as markers of teacher competence to be recorded in formal teacher evaluation documentation leading to

judgments of excellence or inadequacy by supervisory personnel represent a legitimated and officially sanctioned description of professionalism for the purposes of the state and for the purposes of this study. Accordingly, historic teacher evaluation documents collected from a range of southern Ontario school boards provide a rich description of the qualities of the desirable professional teacher. These documents extend from the locally developed forms that were initially created by small school boards in the pre-OCT policy period, to the forms that were developed by the new district school boards after amalgamation in 1997 in the policy transition period, to the provincially mandated TPA guideline and forms issued in 2002 that marked the beginning of the new policy period.

***Pre-OCT policy period (1990-1996).***

The teacher evaluation documents developed by the individual school boards prior to the amalgamation of 1997 have not been archived. The legislated amalgamation of the school boards made the preservation of these kinds of historical documents difficult if not impossible at the school board level. As a result, only personally held teacher evaluation forms belonging to individual teachers appear to have been preserved. To provide a sense of the nature of these documents, completed teacher evaluation forms that I received in the pre-OCT period from the former Board of Education for the City of London have been included in Appendix A. (Other than my own personal documents, no completed teacher evaluation forms have been included in this thesis).

In addition to my own teacher evaluation forms, I was able to personally solicit teacher evaluation documents from teacher friends and former colleagues. Several of my interview participants were also generous in sharing these personal evaluations of their teaching practice with me. While some of these forms offer completed assessments of individual teachers at

particular points in their careers, my interest for the purposes of this study is in the guiding template the forms provided for the assessment. Appendix B contains pre-OCT documents from the former Elgin County Board of Education, Appendix C contains pre-OCT documents from the former Peel Board of Education, and Appendix D contains pre-OCT documents from the former Wellington County Board of Education. In addition, Appendix E contains a pre-OCT lesson evaluation template used for probationary teachers by the former Elgin County Board of Education that anticipates the New Teacher Induction Program (2010) established at the close of the new policy period.

***Policy transition period (1997-2002).***

The transitional teacher evaluation documents show that the administrative amalgamation that created the new district school boards was neither implemented immediately as far as teacher evaluation processes and reports were concerned, nor did it immediately stop innovative practices in teacher evaluation from continuing to be developed by the predecessor school boards. Two teacher evaluation documents from the former Board of Education for the City of London and one document from the new Thames Valley District School Board show the direction that teacher evaluation might have taken if the Ministry of Education had not legislated a mandatory TPA process provincially. See Appendix F.

***New policy period (2003-2010).***

The TPA was legislated in 2002, revised in 2007, and revised again in 2010. See Appendices G, H, and I. However, the sixteen competency statements representing five teaching domains that make up the summative report for teacher evaluation have not changed since the initial TPA (2002) document. The TPA (2002, 2007, 2010) draws on the *Standards of Practice for the Teaching Profession* (1999), which was later revised in 2006. (The revisions to the

*Standards of Practice for the Teaching Profession* [1999] will be discussed in Chapter 5.) See Appendices J and K. The initial TPA (2002) also included 133 performance indicators. See Appendix L. The revisions to the TPA (2007, 2010) reduced the number of performance indicators to 95. Without changing the competency statements themselves, the most recent revision to the TPA (2010) reduces the number of competency statements that are to be applied to beginning teachers to eight in their first two years.

After 2000, the teacher evaluation forms became increasingly standardized. With the mandating of the TPA process by the Ministry of Education in 2002, all of the school boards in the province were compelled to use a common, official form for teacher evaluation. This new form, tightly linked to the *Standards of Practice for the Teaching Profession* (1999), was also carefully analyzed, as were the guidelines (2002, 2007, 2010) that accompanied it. The most recent TPA (2010) materials are publicly available on the internet through the Ministry of Education website. Prior to the establishment of the OCT, school boards had been held to a common expectation of regular teacher observation and evaluation but allowed a certain leeway in the qualities and characteristics they used to define teacher professionalism and the documents they developed for reporting on it. After the establishment of the OCT, teacher evaluation policy was centralized in precise Ministry of Education guidelines, and teacher evaluation documents were standardized as a uniform set of attributes that could be expected of all teachers across the province.

The two decades from 1990 to 2010 mark a period not only notable for the intense focus on education reform in government legislation, but also, more subtly, for the impressive technological shift that computerized word processing and record keeping and digitized internet communication brought into the schools. In the end, I collected 19 teaching evaluation reports



that ranged in date from 1990 to 2009, that were sourced from 10 different school boards (some of which no longer exist due to amalgamation), and that varied as records from hand-written on mimeographed forms to hand-typed on three copy colour-coded NCR paper to computer-generated comments in ready-made computer templates. See Table 1 for a representation of the three distinct policy periods.

Table 1

*Teacher Evaluation Documents 1990-2010*

1990-1996	1997-2002	2003-2010
Pre-OCT Policy Period	Policy Transition Period	New Policy Period
individualized, school board-specific documentary practices	individualized documentary practices specific to the new amalgamated district school boards with the potential to include new OCT standards as recommended by the Ministry of Education	formalized, provincially mandated <i>Teacher Performance Appraisal</i> (2002, 2007, 2010) documents and practices
7 evaluation forms	5 evaluation forms	7 evaluation forms

**Participants.**

The participants in the study were elementary and secondary school teachers and principals employed by the English language public school boards in the province of Ontario. Interviews with teachers and principals who experienced the teacher evaluation processes throughout the 1990-2010 period provided two additional sources of data to supplement the teacher evaluation documents. Only teachers and principals who were licensed to teach by the province and who worked in an Ontario public school consistently from 1990 until at least 2010

were considered as participants. As veteran educators, these individuals experienced teacher regulation as administered by the Ontario Ministry of Education prior to the establishment of the OCT as well as the new form of governance subsequently administered by the OCT. They were therefore best positioned to reflect on how the official discourse of teacher professionalism has been sustained or transformed as the *Standards of Practice for the Teaching Profession* (1999) developed by the OCT have been woven into teacher evaluation practices throughout the province.

I recruited and interviewed 25 research participants over an intense three month period from October to December, 2012. I was able to draw on former colleagues and contacts, none of whom were close acquaintances of mine, who in turn recommended their colleagues and acquaintances to create a snowball sampling (Cohen, Manion & Morrison, 2007) that had me traveling by car, train, and airplane well beyond the boundaries of my local school board. In addition, I published a small advertisement for research participants in publications by teacher federations such as *Voice* (Elementary Teachers' Federation of Ontario) and *Update* (Ontario Secondary School Teachers Federation), and in publications by retired teachers' organizations such as *Renaissance* (Retired Teachers of Ontario). See Appendix M. Although it had been my intention to publish the advertisement in *Professionally Speaking*, the OCT publication, as well as *The OPC Register*, the Ontario Principals' Council publication, the advertising fee for these publications was beyond my limited research budget.

I made a conscientious effort to draw in as broad a sample of teachers and principals as possible in an attempt to include a balance between male and female educators, urban and rural educators, as well as elementary and secondary school educators. By deliberately diversifying my sample, I also hoped to escape the idiosyncrasies of any one particular school board. As the

interviews progressed, however, it became apparent that dividing the participants into discrete teacher or principal categories presented an unanticipated challenge. Because all principals in Ontario are required to have teaching experience, by the time the interviews were complete, I had a sample of 25 teachers, 9 of whom were also principals. See Table 2 for general participant demographics.

Table 2

<i>Participant Demographics</i>	Total	Male	Female
Teacher Participants	25	8	17
Subgroup of Principal Participants	9	4	5
Elementary Teachers	17*	5	12
Elementary Principals	6	4	2
Secondary Teachers	11*	4	7
Secondary Principals	3	0	3
City Schools	18*	7	11
Town/Rural Schools	10*	3	7
Southern Ontario**	21	8	13
Central Ontario**	1	0	1
Northern Ontario**	3	0	3

\* Some participants have experience in both panels and/or in both urban and rural schools.

\*\* According to Ontario Parks descriptors.

All of the participants were very experienced educators. Even the youngest members of the interview group had been working as either teachers or principals for a minimum total of 22 years when I interviewed them. The median level of teaching experience for the principal

participants before promotion to administration was 10 years. There was also a certain mobility between the elementary and secondary panels for the principals, with two principals leaving the secondary panel to become administrators in the elementary panel, and one principal leaving the elementary panel to become an administrator in the secondary panel. The demographic profile for the principals can be seen in Table 3. All names used in this and the following table are pseudonyms.

The sample of teacher participants represented a good balance of teaching experience with 7 elementary teachers, 6 secondary teachers, and 3 teachers whose experience included both panels. Even within the limitations of the research criteria, that is, having taught consistently in an Ontario public school between 1990 and 2010, the 25 interviewees represented a range of experience that included 3 relatively young educators who started their careers in or just before 1990, 6 well-established educators, 10 educators beginning to anticipate retirement, and 6 recently retired educators. This generational spread among the participants added depth and richness to the interview data. Table 4 shows the demographic profile for the teachers.

Table 3

*Principal Demographics*

Name	Gender	Panel	Teaching Specialty	Years Taught	Year Promoted	School Experience	Location
Gail	F	elementary	Primary Specialist	8	1999	large urban	Southern Ontario
Grant	M	elementary	Phys. Ed., Spec. Ed.	7 ½	2005	large urban	Southern Ontario
Helen	F	secondary	English	13	1995	small urban	Southern Ontario
Mary	F	secondary	Library	10 + leave	2004	rural, small urban	Southern Ontario
Rachel	F	elementary	History	27	2008	rural, small town	Southern Ontario
Theresa	F	secondary	English, Math, French	10	1991	small urban	Central Ontario
Tim	M	elementary	Phys. Ed., English	10	2002	large urban	Southern Ontario
Todd	M	elementary	Phys. Ed., Spec. Ed.	19	2005	rural, small town	Southern Ontario
Will	M	elementary	Music	7	1994	small town, small urban	Southern Ontario

*Note.* This chart includes only time spent as a principal.

Table 4  
*Teacher Demographics*

Name	Gender	Panel	Teaching Specialty	Grades Taught	Department Head	School Experience	Location
Brenda	F	elementary	French Immersion	1-3, 6-8	no	small urban	Southern Ontario
Cory	F	secondary	Business	9-12	yes	rural, small town	Southern Ontario
Denise	F	elementary	Core French, Immersion	K-8	no	small urban	Southern Ontario
Dina	F	elementary	Music	K-8	no	rural, small town	Southern Ontario
Doug	M	secondary	English	9-12	yes	small urban	Southern Ontario
Fiona	F	elementary	English, History	7-8	no	rural, small town	Southern Ontario
Harry	M	secondary	English	9-12	no	small urban	Southern Ontario
Les	M	secondary	English	9-12	yes	small urban	Southern Ontario

*Note.* Chart continues on next page.

Name	Gender	Panel	Teaching Specialty	Grades Taught	Department Head	School Experience	Location
Lisa	F	secondary	Phys. Ed., Spec. Ed.	9-12	yes	rural, small town	Southern Ontario
Lydia	F	elementary	Spec. Ed.	K-8	no	small urban	Northern Ontario
Mike	M	elementary, secondary	History, English	3-12	no	rural, small town	Southern Ontario
Pam	F	elementary, secondary	Core French, Immersion	1-12	no	small urban	Northern Ontario
Paula	F	elementary	Core French, English	1-8	no	small urban	Northern Ontario
Susan	F	elementary	Music, Spec. Ed.	5-8	no	rural, small town	Southern Ontario
Wendy	F	secondary	English	9-12	yes	small urban	Southern Ontario
Whitney	F	elementary, secondary	Guidance	6-8, 9-12	yes	rural, small town	Southern Ontario

*Interviews.*

Research into data saturation suggests that an appropriate sample size depends on the purpose of the study and the complexity of the experiences being documented (Francis, Johnston, Robertson, Glidewell, Entwistle, Eccles, & Grimshaw, 2010), but Guest, Bunce, and Johnson (2006) conclude that “for most research enterprises, however, in which the aim is to understand common perceptions and experiences among a group of relatively homogeneous individuals, twelve interviews should suffice” (p. 79). The research sample size meets the criteria for data saturation, and addresses my interest in “seeking (rich, complex, concrete) descriptions of and prescriptions for practice” that offer “standards of verisimilitude (plausibility to practitioners) and utility (usefulness to practitioners)” (Hirschkorn & Geelan, 2008, p. 11).

Reinharz (1992) observes that semi-structured interviews have become central to feminist research and the ideal of actively involving participants in co-constructing data, while Brenner (2006) notes that “a semi-structured protocol has the advantage of asking all informants the same core questions with the freedom to ask follow-up questions that build on the responses received” (p. 362). The interview thus focused on drawing out the personal views and experiences of the participants based on a limited number of open-ended questions. All of the participants were interviewed using the teacher interview protocol, and those participants who were principals as well also underwent an additional principal interview protocol. See Appendix N. The interview questions for the teacher participants focused on eliciting their understandings of the teacher evaluation process and the characteristics and qualities of professionalism that seemed to be encoded in the evaluation documents. The questions also sought to identify the influence the evaluation experience had on their adoption of characteristics and practices associated with teacher professionalism as exemplified in the documents throughout the 1990 to



2010 time period. Teachers were asked questions such as: Do you think being evaluated caused you to teach differently? What was the purpose of being evaluated as a teacher? How did you feel about the evaluation process? The interview questions for the principal participants focused on eliciting their understandings of the characteristics and qualities of professionalism that were encoded in the evaluation documents and the ways that these characteristics and practices were to be recognized, encouraged, and developed in teachers through the teacher evaluation process. Principals were asked questions such as: To what extent did you expect teachers to adapt to performance appraisal criteria and change their classroom practices? Do you think the evaluation process contributed to improved teaching practice? How were your early experiences of doing performance appraisals with teachers different from your later experiences?

The interviews were 1 to 1½ hours in length and took place in a number of locations that were chosen based on their convenience for the participant: classrooms, resource rooms, staff rooms, principals' offices, public libraries, a friend's home, and my home. The interviews were digitally recorded and transcribed in their entirety by a professional transcriber who is often employed by the university. Once the transcriptions were complete, the digital file of each participant's transcribed interview was returned to the participant for member checking (Brenner, 2006), and the participant was invited to revise, correct, or add information to the interview if necessary. The participants were also permitted to withhold or delete information, or to withdraw the interview from the research if they chose. For those participants who wished to make changes, a two week period was allowed to respond. Of the 25 participants, 5 chose to correct spelling or add clarification; none chose to delete content or withdraw their interview from the research. See Appendix O for the Ethics Approval form.

A respect for these experienced educators influences the kind of consideration that was given to editing the interview data for grammar and fluency. Transcripts of interviews are artificial constructions that attempt to translate the syntax, repetitions, and unfinished sentences of human speech into a coherent written form. Teachers, when quoted, deserve to be represented by language patterns that are clear while recognizing that any editing must remain minimal and never change or interfere with the participant's intended meaning. The intent was to allow teachers' words to represent them as thoughtful, articulate, and human without the distractions of verbal tics or repetitions that are often used to maintain the rhythm of a conversation without adding new meaning.

### **Triangulation**

By drawing on three data sources (documents, teacher interviews, principal interviews), I was able to create a triangulation that enhances the validity of the study. Cohen et al. (2007) confirm that triangulation is a powerful indicator for validity in qualitative research, and Yin (2006) states that establishing converging lines of evidence drawn from several data sources serves to make the research findings robust. In addition, the finished draft of the thesis was released to a team of four outside readers, one of whom was a retired principal while another was a retired teacher. This external audit by capable readers with no connection to the study was used to confirm that the findings, interpretations, and conclusions were supported by the data (Cresswell, 1998).

The tale of teacher evaluation during the 1990 to 2010 period as thrice told (Denzin & Lincoln, 2005) through the documents' indicators, the teachers' experiences, and the principals' practices offers a multi-sourced approach to understanding how specific traits considered to be representative of teacher professionalism were expected, shaped, practiced, or rejected in the

complex life of classroom and school. Lupton (1995) writes: “The point is not to seek a certain ‘truth’, but to uncover varieties of truth that operate, to highlight the nature of truth as transitory and political and the position of subjects as fragmentary and contradictory” (pp. 160-161). The result was a coalescing of data around particular themes that emerged out of this shared experience of teacher evaluation practices.

## **Data Analysis**

### **Documents.**

The teacher evaluation documents dating from 1990 to 1999 were first grouped chronologically to allow for broad comparison among the school boards in terms of evaluation criteria, reporting format, and use of a teacher ranking scale during a common time period. In addition to the comparison across school boards, the documents were also examined for the ways they reflected research on teacher evaluation that was current at that particular time.

Subsequently, where a sequence of teacher evaluation documents for a particular school board existed, those particular documents were examined for changes in language, criteria, and format between 1990 and 2010.

Discourse analysis was central to identifying how ideas of professional practice were presented in the teacher evaluation documents. Such an analysis is an iterative process that works and reworks documents looking for changes in wording and subtle shifts in meaning as well as key words that signal particular political or ideological content (Fairclough, 2006, 2010; Peräkylä, 2005). Discourse analysis also attends to the silences, that is, what is not considered for inclusion in the document. The documents were compared over time and across geographic spaces. Locating these documents in the social and political context of their writing therefore became very important. By uncovering how discourses are shaped by expert opinion, key

understandings, privileged research, localized global forces, and community needs and requirements, it is possible to understand how these discourses in turn shape the discussion of what is possible, necessary, or required. Such discourses can become understood as common sense that mobilizes everyday practice or invites resistance depending upon how the listener is situated in relation to them. From a Foucauldian perspective, discourse analysis in this research was interested in shifts in language, changes in evaluation criteria, particularities and transformations in formatting, possibilities for teacher ranking, and provisions for teacher input that enacted a particular understanding of teaching and teachers' work. Foucault (1978/1991b) writes: "The question which I ask is not about codes but about events: the law of *existence* of statements, that which rendered them possible – them and none other in their place" (emphasis in original, p. 59). This is an analytic technique well-suited to tracing the evolution of policy language in teacher evaluation documents and to contextualizing the documents themselves within the ongoing project of education reform.

### **Interviews.**

Each of the 25 interview transcripts was carefully reviewed and compared to the digital recording for accuracy. The analysis of the transcripts became a process of reading and re-reading that sought to identify emergent themes among the similarities, discontinuities, and silences in the participants' responses (Creswell, 1998). This inductive process allowed codes for organizing selections of text to emerge from the data as part of the analysis (Creswell, 2009). While the limited number and controlled content of the teacher evaluation documents facilitated hand coding, the 25 transcripts containing the interviews with teachers and principals were coded using a software program called **MAXQDA** (Version 11). This software program allowed me to

replace highlighters, sticky notes, and many typewritten pages with multiple windows, colours, and codes on a computer screen.

I decided to separate out the data from the 9 interviews with the principals first. Because their career path had taken them out of the classroom and into school administration, I suspected that in addition to their shortened teaching experience, their relationship to the teacher evaluation process as both a teacher and later an administrator might differ from the career teachers who remained in the classroom. Using the software program, the raw data from these interviews was first read simply to highlight passages that seemed significant. This data was re-read multiple times as themes emerged and codes were consolidated.

The data from the 16 teacher interviews underwent the same kind of analysis with multiple re-readings. When I was satisfied that the possibilities for new codes to emerge from the teacher interview data were exhausted, I returned to the principal interview data to re-examine the themes that had emerged when the principals discussed their early teaching experience. These themes from the principals' teaching experience duplicated the themes that had been generated by the larger teacher data set and were easily merged into them to provide a coherent, thematic understanding of teacher evaluation as experienced by 25 teachers in all.

### **Ethics**

This research adheres to the ethical guidelines of the University of Western Ontario. Participants received a letter of information for their personal file and signed a consent form that gave them permission to change or withhold data from the interview, or even withdraw from the research at any time. See Appendix P. All of the participants were assigned a pseudonym in the interview transcripts, and participant names and contact information were stored separately and apart from the transcripts in a secure location. Any information that had the potential to disclose

personal identity was withheld. Each participant received the transcript of his or her interview and was provided with the opportunity to correct, add, or delete information, or even withdraw the interview from the research data. Open, cordial relationships were maintained with all of the participants at all times throughout the research process, and a mailing list has been established for those participants who are interested in receiving the research findings.

### **Limitations**

Qualitative research aims to provide the rich descriptive detail that highlights nuance, context, and complexity in the research question in ways that quantitative research cannot. The goal of qualitative research is not, therefore, to generalize findings, but to particularize them. Even so, while not generalizable, the findings in this study still offer a high degree of verisimilitude that makes them credible and trustworthy and able to be considered relevant in similar situations elsewhere.

The insider position that I claim as a researcher is both a boon and a bane. My position as a teacher in Ontario for over 30 years assisted me in recruiting participants for this study because I was able initially to draw upon my past connections with teachers and principals. As noted above, none of these teachers and principals had been close colleagues of mine. A number of these initial participants then recommended their own colleagues and acquaintances as participants for the study. In terms of data collection, my past teaching experience was fundamental in the overall conceptualization of this study, and informed the methodology for it in particular. My familiarity with the educational discourse in Ontario certainly helped me in developing the question protocols for the interviews as well as in analyzing the data that I collected.

The teacher experiences that I am investigating are to a certain extent my own; however, I left the classroom in 2005, and I never experienced the TPA process. From my perspective at the time, except for the new fee that was required, the OCT was an easy institution to ignore. Even though I am no longer legally required to do so, I have continued to maintain my registration with the OCT voluntarily out of a certain pride in being a teacher.

### **Conclusion**

This chapter has explained the methodology that informs the research and outlined the research design and the methods used for data collection and analysis. The use of a qualitative research design permits a focus on the meanings that teachers ascribe to the teacher evaluation process. This approach is constructivist, starting from the assumption that individuals seek to understand the world in which they live, and interpretivist, whereby behaviour is understood as having future-oriented meaning rather than simple response to stimulus value. The three data sources—teacher evaluation documents, teacher interviews, and principal interviews—are appropriate for triangulation. Analysis has been a cyclical process that moves from documents to interviews and back again, and codes and themes have been generated inductively in this iterative process. The following chapter describes the research findings.

## Chapter 5

### Findings

This chapter considers the findings as they pertain to each of the four sub-questions that inform the research (see Chapter 1). Broadly these questions concern themselves with teacher evaluation documents from 1990 to 2010, semi-structured interviews with principals who were required to use the documents, semi-structured interviews with teachers who experienced the evaluation practices, and the effects of the reform of teacher governance and evaluation on teachers' sense of themselves as professionals. Each of the four sub-questions will be taken up separately in this chapter as follows.

#### **How were teachers in Ontario evaluated in the decade before the establishment of the OCT and in the decade after?**

The two decades from 1990 to 2010 were remarkable for their intense focus on education reform through government legislation. I have collected 19 teacher evaluation reports ranging in date from 1990 to 2009 that are sourced from 10 different school boards, some of which no longer exist due to amalgamation. These teacher evaluation records vary from hand-written comments on mimeographed forms to comments generated by computer templates. The documents can be separated into three time periods: pre-OCT policy period (1990-1996), policy transition period (1997-2002), and new policy period (2003-2010).

#### **Pre-OCT Policy Period (1990-1996)**

The early documents I collected represent 7 different school boards. I have chosen to highlight documents from five of these school boards because of their distinctiveness as forms of summative teacher evaluation. The documents from this early period are characterized by the



wide variety in their formats allowing for a range of discretion for principals when evaluating teachers. To consider two documents that represent the most divergent points on this spectrum, the summative evaluation report from the former Middlesex County Board of Education consists of one blank page titled “Comments” and involves no teacher rating, while the summative evaluation report from the former Elgin County Board of Education focuses on a two page checklist of 32 teaching behaviours with room for comments on the behaviours and a teacher rating scale of *Satisfactory* or *Unsatisfactory*.

### **The Elgin County Board of Education.**

The summative evaluation report used by the former Elgin County Board of Education is an example of a highly prescriptive document. See Appendix B. It organizes 32 teaching behaviours into five sections under the headings “Planning and Organization,” “Instructional Techniques and Evaluation,” “Management and Motivation,” “Relationships,” and “Personal and Professional Development.” Each of the 32 behaviours in the checklist begins with a verb that attempts to convey clear, observable action, such as “Uses written lesson plans,” although some of the statements are decidedly less easily determined, such as “Demonstrates intellectual curiosity, initiative, loyalty, punctuality, flexibility, and a positive professional image.” The behaviours described in the checklist are to be identified as *Satisfactory* or *Not Satisfactory* throughout the checklist, and five boxes to the right of the checklist, one for each grouping of behaviours, provides space for additional writing under the heading “Comments” to personalize the different categories found in the evaluation. An earlier form of the evaluation (typewritten and mimeographed) provides one additional box for writing a combination of “Summary statements/Recommendations” that takes up about one third of the second page, while a later version of this same document (computer-generated) separates this last box into two separate

boxes titled “Recommendations” and “Summary Comments.” An overall evaluation of *Satisfactory* or *Unsatisfactory* is required before signing off on the evaluation.

To be considered appropriately professional, the teacher employed by the Elgin County Board of Education therefore needed to demonstrate competence in five broad areas. Under “Planning and Organization,” he or she wrote lesson plans, sequenced skills, planned for individual differences, adjusted the classroom to facilitate learning, organized materials, and ensured pupil health and safety. Under “Instructional Techniques and Evaluation,” this teacher communicated lesson objectives, gave clear directions, used a variety of techniques and materials, encouraged creativity and problem-solving, summarized lessons, evaluated appropriately, provided practice, and monitored student progress. Under “Management and Motivation,” the Elgin County teacher promoted self-discipline, used management techniques, set expectations, generated enthusiasm, stimulated interest, established relevance, used non-verbal communication, maximized time on task, and treated students fairly. Under “Relationships,” this teacher conferenced with parents, co-operated with staff, promoted community relations, and participated in extra-curricular activities and system activities. Finally, under “Personal and Professional Development,” such a teacher in Elgin County demonstrated content area proficiency, professional commitment, and “intellectual curiosity, initiative, loyalty, punctuality, flexibility, and a positive professional image.” Experienced teachers were to be evaluated against these criteria once every three years.

The teacher employed by the Elgin County School Board who demonstrated professionalism was an eclectic mix of specific teaching skills and personality traits such as curiosity, loyalty, and flexibility that were considerably harder to objectively determine: one principal’s teacher with initiative could be another principal’s troublemaker. Certain personal

qualities that were considered a mark of professionalism for the teacher, such as “loyalty,” were clearly problematic: loyal to whom? Nonetheless, it was a positive attempt to specifically identify particular desirable teaching behaviours in a fair way.

During this period, a probationary teacher with the Elgin County School Board had to receive one lesson evaluation in each term. See Appendix E. The lesson evaluation could even be completed by the department head, but by year end, this teacher had to have received at least one summative evaluation report completed by the principal. The supervisory officer was also expected to complete a summative evaluation report in each year of probation. The lesson evaluation was an interesting modification in the teacher evaluation process that pre-dated and anticipated the two track teacher evaluation system recommended by Danielson and McGreal (2000) that eventually became the New Teacher Induction Plan (NTIP) in 2010.

The lesson evaluation for beginning teachers in Elgin County reduced the behavioural descriptors from the 32 found in the summative report for experienced teacher to just 22, and organized them under four headings: “Planning and Organization,” “Instructional Techniques,” “Management,” and “Evaluation.” Two columns beside the behavioural descriptors allowed for a rating of *Satisfactory* or *Not Satisfactory*.

The forms for the lesson evaluation of probationary teachers underwent changes in formatting similar to the summative evaluation for experienced teachers. The older lesson evaluation document was a single page, typewritten and mimeographed with the teacher behaviour checklist on the far left side of the paper and the two columns for rating each behaviour as *Satisfactory* or *Not Satisfactory* to the right of it. The entire right hand side of the page on this older document was ruled for comments under the title “Summary Statements/Recommendations.” The newer version of the document was a two page, computer-

generated document where the right hand side of the first page was left blank under the title “Comments,” and almost two-thirds of the second page was left open for “Recommendations.”

The beginning teacher in Elgin County demonstrated “Planning and Organization” in a written lesson plan that included outcomes, resources, strategies, and evaluation procedures. The focus was on “Instructional techniques,” which had to relate the lesson to previous work, accommodate individual needs, demonstrate high expectations, adjust the classroom for the lesson, state the lesson outcomes, focus on skills, encourage active participation, remediate learning deficiencies, and provide practice while the teacher demonstrated enthusiasm and acted as a role model. For “Management,” the beginning teacher used appropriate techniques, maximized time on task, created a supportive learning environment, and showed concern. Finally, under “Evaluation,” the beginning teacher monitored performance, provided positive feedback, and used appropriate techniques. At the end of the evaluation the lesson as a whole was rated *Satisfactory* or *Not Satisfactory*.

Unlike the later NTIP (2010), these behaviours were not simply selected from the existing behavioural skill set that experienced teachers were expected to demonstrate, but were re-written so that they would be more appropriate for beginning teachers. In sum, in addition to demonstrating enthusiasm and acting as a role model, a beginning teacher in Elgin County before 2000, as a novice professional, was expected to show familiarity with the range of basic teaching skills that enabled a classroom of students to function smoothly.

### **The Board of Education for the City of London.**

The former Board of Education for the City of London took a different approach in its teacher evaluation forms during the pre-OCT policy period. See Appendix A. One page was divided into four equal sections under the headings: “Teaching Performance (e.g. strategies,

planning, quality of teaching, student evaluation strategies, preparation, timing, overall effectiveness),” “Personal Qualities (e.g. warmth, understanding, sense of responsibility, enthusiasm, creativity, ability to communicate),” “General Contribution to School (e.g. extracurricular, leadership, professional development, involvement with students),” and “General Remarks (include basic strengths, suggestions for improvement and further growth, if applicable).” This anecdotal reporting is followed by a “General Assessment” to be checked off as *Satisfactory* or *Unsatisfactory*.

While there are hints at the areas of teacher practice that the Board of Education for the City of London considered to be important as a mark of teacher professionalism, only the requisite personal qualities are spelled out explicitly. The extent to which personality traits such as warmth and understanding could be determined in a single classroom visit is unclear.

#### **The Peel Board of Education.**

The summative evaluation report for the Peel Board of Education was flexibly organized (i.e., no preset reporting boxes) over two pages under the headings “Introduction,” “Program Planning and Organization,” “Teaching Strategies,” “Personal Contributions,” and “Personal Goals.” See Appendix C. There is no provision for a *Satisfactory* or *Unsatisfactory* rating at the end of this document, although there is a box for “Contract and Certificate Recommendations.” While there must be some minimum expectations for teaching skills, the qualities that identified teacher professionalism were indeterminate, and for the purposes of this report were essentially whatever the reporting principal decided they were.

#### **The Wellington County Board of Education.**

The former Wellington County Board of Education had the most sophisticated summative report document in the set of evaluation documents I collected. See Appendix D.

Wellington County used a series of individually numbered templates, each referred to as an “instrument.” The “Summative Report ‘F’” included five such instruments in total: the cover page (Instrument F -3) plus a “Planning Stage Form” (Instrument F - 4), “Pre-Visit Conference Form” (optional) (Instrument F -5), “Evaluator’s Observations” (Instrument F -6), and “Summary Report” (Instrument F -7). The “Planning Stage” alone included four headings and another four sub-headings: “1. Review of ongoing supervision;” “2. Mandatory Categories: (1) Curriculum Development and Program Planning, (2) Learning Environment, (3) Teaching Techniques and Strategies, (4) Evaluation and Reporting Techniques;” “3. One or more Optional Categories;” and “4. Proposed Timelines.” The “Planning Stage” form (Instrument F -4) simply provided a record of the other “instruments” that would be used to provide information under these categories. The “Pre-Visit Conference” (Instrument F -5) confirmed the circumstances of the planned visits as bullet points. The “Evaluator’s Observations” (Instrument F -6) documented the dates of post-visit conferences and confirmed that the notes from all classroom visit observations were given to the teacher and discussed at that time.

The actual “Summary Report for Evaluation Cycle” (Instrument F -7) extended over seven pages at the end of the eleven page document. Comments had to be made under the headings “Curriculum Development and Program Planning,” “Learning Environment,” “Teaching Techniques and Strategies,” and “Evaluation and Reporting Techniques” that were listed on the “Planning Stage” form (Instrument F -4) at the beginning of the evaluation package. These comments were bulleted and each of the four headings also included a “Recommendation for Growth” section at the end that provided a numbered list of suggestions for improvement. An additional “Optional Category” had to be provided for evaluation and reporting. The final page of the document offered a “Summary” and provided three lines for teacher comments at the

bottom of the page before signing off. There was no provision in this document for rating the teacher as *Satisfactory* or *Unsatisfactory*.

The requisite qualities of the professional teacher in Wellington County were hard to identify indeed. Key areas of teachers' work such as the curriculum, the classroom environment, teaching and evaluation techniques had to be considered as part of the evaluation process, but the highly anecdotal observations could shrink or expand to take whatever space they needed on the form, and the teacher observations were so personal that the only claim that could be made was the extent to which *this* particular teacher demonstrated *this kind* of professionalism.

### **Teacher evaluation as professional development.**

Despite the centrality of teachers' work in the school system, individual school boards had difficulty accounting for what they expected teachers to do. The summative evaluation reports from the pre-OCT policy period ranged from a focus on legality (e.g., using "instruments") and meeting the requirements of specific board regulations to a focus on defining minimal expectations in explicit terms and verifying that these expectations had been met (with a 32 item checklist). The positioning of the teacher in the evaluation process, whether providing an opportunity for conferencing both before and after the classroom observation and allowing a space for a direct, written response for the record on the evaluation form was an interesting reflection of how the administrative bureaucracy of the school board viewed the teachers in the organization, the kind of agency they wished to give teachers in the evaluation process, and whether or not teacher evaluation was viewed as a part of useful professional development for teachers. By the end of the 1990s, however, even the Middlesex County Board of Education had added a small box at the bottom of its single page teacher evaluation document to allow for teacher comments about the evaluation process as well.

**Policy Transition Period (1997-2002)**

The three summative teacher evaluation reports that I received during the policy transition period, first from the Board of Education for the City of London and then from the Thames Valley District School Board, demonstrate a new direction in teacher evaluation for this school board at least. There is a clear trend in these documents toward teacher evaluation as professional development and a move away from a specific competency assessment of teachers. Although I had taken up a position as Department Head for Modern Languages at the school, I was still evaluated using the forms intended for “Permanent Employees.” See Appendix F.

The single page summative evaluation forms used by the Board of Education for the City of London in 1997 and 2000 were divided into three boxes, titled “Summary of Goals Set and Indicators of Progress Since Last Report,” “Personal Qualities and General Contribution to the School,” and “Summary Comments.” In the 1997 report, the goals were simply transposed from the goal setting form I had completed for the school year 1996-1997. These goals included three personal professional goals and two goals for the Modern Languages Department for which I was responsible as the department head. In addition, I added a concluding statement of other achievements that were not in the yearly goal setting form but contributed to either the accomplishment of my goals in the classroom as a teacher or broader departmental goals that had been set collectively by the teachers in the department. This box took up over half the available area for comments. It is interesting to note that there was no specific focus on professional qualities and skills in this form. The principal used the “Personal Qualities and General Contribution to the School” box for a wide-ranging anecdotal account of my personal qualities and efforts in the classroom and as a school leader. The “Summary Comments” briefly reiterated the value of my leadership role to the school.



The second teacher evaluation document was completed in 2000 and maintained the same format as the prior summative report. The six goals of the first report were reduced to three goals in this second report, and the words were no longer my own in the first section of the report but those of the vice-principal who was responsible for completing the teacher evaluation. By 2000, however, the government had removed principals and vice-principals from the teacher federations and their collegial role had become managerial instead.

For the 2002-2003 school year, the performance appraisal document was completed on behalf of the Thames Valley District School Board. This newly constituted district school board represented an amalgamation of the Board of Education for the City of London, the Elgin County Board of Education, the Middlesex County Board of Education, and the Oxford County Board of Education. The new report for the district school board included two pages that distinguished “Five Areas of Expectation,” namely “Planning and Preparation,” “Classroom Environment,” “Assessment and Evaluation,” “Instruction,” and “Ongoing Professional Leadership and Learning.” A total of 35 performance indicators was distributed across the five areas to support them. The result was that one third to one half of the available space in the comment box was taken up by pre-printed performance indicators. The result was also a loss of the kind of detail that only an anecdotal report can provide. In two pages of documentation, this final report from the policy transition period had a total of twenty sentences written by the principal, considerably fewer than in the two preceding documents, and all of which were so generic that they seemed to have originated in a comment bank. The “Summary Comment,” for example, has been reduced to “Jan is an effective teacher. She is able to engage students who are studying at the Academic and Applied levels.”

**New Policy Period (2003-2010)**

In 1997 the government passed the *Fewer School Boards Act*, and by 2001 all of the school boards represented in the sample of teacher evaluation documents I collected had effectively disappeared except for one as they were incorporated into larger district school boards. The creation of the OCT was the culmination of an ongoing discussion about teacher education and standards for the profession that had begun in 1950 with the *Report of the Royal Commission on Education in Ontario* known as the Hope Commission (Ontario Ministry of Education and Training, 1995, p. 6). The initial mandate of the OCT included developing standards of practice for the teaching profession, and these were formally approved by the governing council of the OCT in 1999 with the caveat that “the standards are not intended to be the criteria for the ongoing performance appraisal of individual members of the College” (Ontario College of Teachers, 2004, p. 9). Despite the disclaimer for the *Standards of Practice for the Teaching Profession* (1999) as a vehicle for teacher evaluation, the *Quality in the Classroom Act* in 2001 was used to legislate the five teaching domains from the *Standards of Practice for the Teaching Profession* (1999) along with sixteen teacher competencies developed by the Ministry of Education into the *Education Act* as the basis of performance appraisal for teachers in Ontario. The idea of teacher professionalism was now captured in a standardized performance of teaching practices that would be uniform across the province. These professional ideals found in the *Education Act: Ontario Regulation 99/02* include:

**Commitment to pupils and pupil learning**

Teachers:

- (a) demonstrate commitment to the well-being and development of all pupils,
- (b) are dedicated in their efforts to teach and support pupil learning and achievement,

- (c) treat all pupils equitably and with respect,
- (d) provide an environment for learning that encourages pupils to be problem-solvers, decision-makers, life-long learners and contributing members of a changing society,

### **Professional knowledge**

Teachers:

- (e) know their subject matter, the Ontario curriculum and education-related legislation,
- (f) know a variety of effective teaching and assessment practices,
- (g) know a variety of effective classroom management strategies,
- (h) know how pupils learn and factors that influence pupil learning and achievement,

### **Teaching practice**

Teachers:

- (i) use their professional knowledge and understanding of pupils, curriculum, legislation, teaching practices and classroom management strategies to promote the learning and achievement of their pupils,
- (j) communicate effectively with pupils, parents and colleagues,
- (k) conduct ongoing assessment of their pupils' progress, evaluate their achievement and report results to pupils and parents regularly,
- (l) adapt and refine their teaching practices through continuous learning and reflection, using a variety of sources and resources,
- (m) use appropriate technology in their teaching practices and related professional responsibilities,

### **Leadership and community**

Teachers:

- (n) collaborate with other teachers and school colleagues to create and sustain learning communities in their classrooms and in their schools,
- (o) work with other professionals, parents and members of the community to enhance pupil learning, pupil achievement and school programs,

### **Ongoing professional learning**

Teachers:

- (p) engage in ongoing professional learning and apply it to improve their teaching practices.

Translated into the first TPA documents released by the Ministry of Education in 2002, the five teaching domains taken from the OCT *Standards of Practice for the Teaching Profession* (1999) and the sixteen competency statements generated by the Ministry of Education were reproduced on an official six page summative evaluation form. See Appendix G. Each competency statement had to be commented upon individually. The final page of the summative report form began with a four point rating scale that ranged from *Exemplary* to *Good* to *Satisfactory* to *Unsatisfactory* before allowing space for optional comments on the evaluation by the principal and by the teacher.

The documentation for the TPA process, *Supporting Teacher Excellence: Teacher Performance Appraisal Manual* (2002), offered 77 pages of rationale, instructions, and forms to guide principals and inform teachers and the general public. The manual was written in clear, accessible language, and it was made widely available both in print and through the Ministry of Education website while this version of the manual was in use. The change in terminology in this

document from *evaluation* to *performance appraisal* represented an important shift in thinking about evaluating teacher practice that linked evidence of student learning to successful teacher practice. It was no longer enough to present an interesting, clearly delivered lesson; the merit of a teaching practice was now determined by the demonstrable effect it had on student achievement. In keeping with the public interest mandate that had been established with the creation of the OCT, this manual marked the beginning of a new focus on making Ministry of Education policy documents available to the public. What teachers were expected to know and be able to do was being made increasingly transparent.

The TPA (2002) was supplemented with 133 performance indicators also known as “Look-Fors” (Ontario Ministry of Education, p. 48). See Appendix L. The 133 performance indicators (or Look-Fors) were linked to the sixteen competency statements that supported the five teaching domains in the summative report form, and all of the performance indicators had to be taken into consideration when evaluating a teacher’s practice. The Look-Fors wedded together such disparate behaviours as “models and promotes the joy of learning” and “seeks and effectively applies approaches for helping students’ cognitive, affective and social development” (along with nine other performance indicators) to determine the extent to which “teachers demonstrate commitment to the well-being and development of all pupils” (Ontario Ministry of Education, 2002, p. 61).

The new district school boards were allowed time to transition in implementing the TPA (2002), and by the 2003-2004 school year the remaining teacher evaluations in my sample (4 documents from 3 district school boards) were all in compliance with Ministry of Education requirements. A revised TPA manual, *Performance Appraisal of Experienced Teachers: Technical Requirements Manual*, was released in 2007. See Appendix H. The mandatory 133

performance indicators were reduced to 95 and became an optional “Log of Teaching Practice” in this version of the TPA (Ontario Ministry of Education, 2007, p. 58). The rating scale for teacher performance was reduced to *Satisfactory* or *Unsatisfactory*. The sixteen competency statements were grouped appropriately under one of the five teaching domains on the summative report form, and the form was reorganized into five sections for comments, one for each teaching domain. Two of the teaching domains were renamed in keeping with revisions to the OCT *Standards of Practice for the Teaching Profession* (1999) in 2006: “Teaching Practice” was renamed “Professional Practice” (p. 46), and “Leadership and Community” was renamed “Leadership in Learning Communities” (Ontario Ministry of Education, p. 47). Despite these cosmetic changes to the TPA (2002) process, the 2007 document remained almost as long as the original document at 77 pages, and continued to appeal to a public readership through its wide availability in print and on the Ministry of Education website.

The revision of the *Standards of Practice for the Teaching Profession* (1999) by the OCT will be considered more specifically in Chapter 6. See Appendix K. The motion to revisit the professional standards in five years in order to review and revise them was a onetime event in 2006 that raises interesting questions about the enduring qualities of the professional standards and the role of the OCT as a professional entity. This will be discussed further in the following chapter.

The most recent TPA (2010) manual makes minimal changes to the evaluation process for experienced teachers. Only the two teaching domains that were renamed in 2007 have been changed, reverting back to their original domain titles. See Appendix I. While the principal must consider all of the sixteen competency statements in completing the assessment, he or she is no longer required to comment on all of them, and the two point teacher rating scale of *Satisfactory*

or *Unsatisfactory* remains. The TPA (2010) document currently in use, *Teacher Performance Appraisal: Technical Requirements Manual*, is 103 pages long and continues the tradition of education policy that is made widely available and easily accessible to the public through the Ministry of Education website.

### **The Professional Teacher in Teacher Evaluation Documents (1990-2010)**

Certain technical skills are essential to a trade or a profession. Beyond the mastery of those basic skills, it becomes a question of how well and how creatively those skills will be put to use. To the extent that the school boards in the province shared a common vision of the qualities of professional teaching between 1990 and 2000, this vision was based on these technical skills that keep a classroom functioning smoothly, students moving forward through the curriculum, and parents satisfied that they are being given the information they need to support their children. While there was an awareness of the relationship between teacher and students that can make the learning experience in a classroom extraordinary, this was very hard to capture in simple competency statements or performance indicators. The school boards that came closest to bringing this aspect of teachers' practice into the evaluation process were those school boards that left their forms undetermined to the greatest extent possible. For example, the former Middlesex County Board of Education used a summative teacher evaluation report that consisted of a single page of "Comments," and the former Wellington County Board of Education, despite the use of "instruments," nonetheless allowed for a totally unstructured summative evaluation report to be written under four mandatory and one optional headings. Between 1990 and 2000, the teacher who was recognized as a professional in Ontario was expected to be competent in instructional techniques, classroom management, curriculum knowledge, and parent communications. However, the specific qualities that make a teacher truly

remarkable, cannot be captured as a standardized performance in these evaluation documents, depending as these qualities do on the particular context that brings together a certain teacher and a distinct group of students. Because of this, the teacher evaluation documents between 1990 and 2000 were able to offer only a partial and inadequate understanding of the qualities that were expected to be demonstrated by the professional teacher. Those school boards whose teacher evaluation documents structured the principal's observations the least offered the greatest possibility to recognize individual teachers as outstanding.

The policy reforms attached to teacher evaluation that were enacted between 2000 and 2010 eliminated the creative variation in teacher evaluation that had existed and instead entrenched a standardized, performative approach to teacher evaluation throughout the province. In the TPA (2002) policy, the 133 mandatory performance indicators captured the focus of the evaluating principal who then had to account for them in sixteen individual competency statements. Although the TPA (2007) reduced the number of performance indicators to 95 and relaxed the expectation that they would all be addressed in the summative report, it continued to be mandatory that the sixteen competency statements must be addressed. The TPA (2010) relaxed the expectation that all of the competency statements would be addressed in the final report, however, the teaching domains identified in the TPA (2002, 2007, 2010) summative report and the competency statements attached to them continue to frame the discussion of teachers' practice. In essence, the TPA (2010) process offers up a teacher who is able to demonstrate that he or she has mastered a selection of the performance indicators and competency statements found in the pages of the TPA reports.



**How did supervisory personnel understand the processes of evaluating teachers in the decade before the establishment of the OCT and in the decade after?**

Of the nine principals who were interviewed for this research, only two share a common predecessor school board; in other words, these principals represent an initial selection of eight different school boards before amalgamation. There was also some movement between the elementary and secondary teaching panels with three of the male administrators having trained or begun their careers as secondary school teachers before accepting a position in the elementary panel, and one female principal who began her career as an elementary school teacher before moving to the secondary panel later in her career. Although male secondary school principals were contacted personally and invited to consider participating in the research, none of them pursued the opportunity. Principal demographics are outlined in Table 3 on page 56.

To place the interviews with the principals in context invites a problematization of the taken-for-granted nature of classroom space. “Our epoch is one in which space takes for us the form of relations among sites,” Foucault (1986) writes, and the problem becomes that of “knowing what relations of propinquity, what type of storage, circulation, marking, and classification of human elements should be adopted in a given situation in order to achieve a given end” (p. 23). Thus each classroom can be understood as a site or point in a network of relations that together shape a particular school for which the principal is considered to be responsible. Not only this, but to take up Foucault’s (1986) term, each classroom can also be understood as a sort of *heterotopia* whose access is both isolated and penetrable, and where a space of “compensation” is created that is “as perfect, as meticulous, as well arranged as ours is messy, ill constructed, and jumbled” (p. 27). This real space that is other is entirely vested with society’s hopes and dreams for future success through the children and all of the enduring social

struggles from racism to poverty to economic competitiveness are to be resolved through the heterotopia that is the classroom. Under the principal's watchful eye the teacher evaluation process centres on these "relations of propinquity" (Foucault, 1986, p. 23) that the principal is able to establish with the classroom teacher.

### **The Political Context of the Interviews**

The provincial politics during the fall of 2012 when these interviews were being conducted added an extra layer of complexity to the principal's task of managing professional relationships with the teachers on staff. After almost a decade of labour peace in education, the Ontario Liberal government suddenly found itself facing a fifteen billion dollar deficit that it sought to address by controlling public sector wages (Hammer, 2012). Concerned about pending contract negotiations that would increase teacher salaries across the province, the government recalled the legislature at the end of August to introduce Bill 115, the *Putting Students First Act*, in order to force a two year contract settlement that would freeze teachers' wages ("Critics Question," 2012). The teachers' response to the legislation carried on throughout the fall, beginning with an immediate withdrawal of voluntary services like coaching and supervising clubs (Hammer, Kauri & Alphonso, 2012) and culminating in a series of one day rotating strikes across the province ("Half of Public," 2012). Although Bill 115 was repealed early in 2013 in what the government described as a goodwill gesture toward teachers, the Bill had served its purpose and all of the contract effects remained in place (Rushowy & Ferguson, 2013). The principals, having been removed from the teacher federations nearly fifteen years earlier as part of the rush of reforms to education that were undertaken by the previous Conservative government, suddenly found themselves in a kind of managerial wasteland that fall. Of the nine principals I interviewed, eight were still working in schools, and no matter how subtle the shift in

the relations between the principal and the teachers in the school might have been, the work-to-rule actions and the specific exclusion of the principal from federation business made the idea of collegiality more problematic when the school now suddenly seemed divided on the basis of opposing affiliations.

### **Principal Reflections on Teacher Evaluation (1990-2000)**

The shaping of a principal begins with the principal's own experiences of having been a teacher. In Ontario, all principals must have a range of experience as classroom teachers first before they can be considered for promotion as administrators. Being evaluated as a highly competent teacher is key to moving forward in a leadership position. Each of these educators came to the principalship with a bank of memories of their own experiences of being evaluated as a teacher. Rachel, Todd, and Mary all had early memories of being evaluated as a beginning teacher by the superintendent in addition to the principal. There was a general sense of loss that the school boards had become too big and that superintendents had become too busy with other matters that were considered more important than the evaluation of new teachers. The presence of the superintendent, were that possible, is no longer unsettling to a principal who is grateful to have another set of evaluative eyes to draw upon.

In the absence of formal training, the personal experience of having been evaluated as a teacher oneself becomes the baseline against which subsequent learning is measured. For the early teacher evaluations they did as vice-principals in the pre-OCT policy period, there was no consistent formal training for these principals. Mary confirms this lack of training or preparation for her role in evaluating teachers as a vice-principal:

You just kind of jump in. . . . I think they do much better training now for administrators to prepare them for all aspects of the job, but back then it was just kind of throw you in the deep end and see if you make it. And watch out for sharks.

Much depended on the attitude and leadership style of the principal to whom they were assigned as young administrators. Will, on the other hand, had moved from the secondary panel to take a vice-principal position at an elementary school, and his principal took a more active role in providing him with opportunities to learn:

When I was doing report cards he gave me some of the real seasoned veterans to read, just so I got some sense [of them] because they were so different from what I had done, and with respect to teacher performance appraisal, he gave me a rookie. We had a brand new grade four teacher, and so no baggage there, none of that kind of stuff, a chance for me to see a beginner and all that kind of thing. So that made sense, but that was the only one I did that very first year.

Likewise, Gail was assigned a new teacher for her first evaluation, and she recalls:

I was given the form. . . . There was no guidebook. . . . Chris [the principal] just said, “Have fun.” (I had a great principal the whole time.) “You can do this one, it’ll be good for you.”

The earlier vocational-style learning by doing as a form of apprenticeship that had formed the basis of their practical experience in the schools as student teachers continued to dominate their induction into the role of the principal.

Principal responsibility for teacher evaluation and the idea of teacher evaluation as an accountability exercise is not new. Will notes:

We had three purposes: you supervised the teacher to improve instruction, for the teacher's PD [professional development], and to assure the taxpayer that the dollars are being well-spent.

He continues:

I've never really met anybody who's captained performance appraisal, but certainly in those days [before the Harris government] I remember it as being much more gentle, that culture of nice, [a sense of] we're all in this together, and here's some ideas.

Will concludes:

It really struck me, maybe it was because I was there in those hard years [of the Harris government], it struck me as punitive [toward teachers]. It struck me as another way of saying the system was just not up to snuff, and it was those teachers, you know, and we were going to nail them and nail them hard.

Reflecting on those earlier teacher evaluation reports, before the education reform initiatives of the conservative Harris government, Grant observes:

There's something to be said about looking at a 1970 teacher evaluation versus a 2011 teacher evaluation. You know, 1970s, half a piece of 8 ½ by 11 paper, two paragraphs, beautifully written, sometimes hand-written, that gave you more information on an individual teacher than what twelve pages of a TPA and sixteen competencies would say.

### **Principal Reflections on Teacher Evaluation (2000-2010)**

Popham (2013) argues that the terms *evaluation* and *appraisal* are interchangeable, but the change in terminology in Ontario from teacher evaluation to teacher performance appraisal adds a political meaning that matters. Teaching in itself is no longer sufficient; the question is, did the students learn? When student learning becomes the evaluative criteria for good teaching,

the acceptable categories of evidence to arrive at a fair appraisal must change. Darling-Hammond (2013) argues that as pressures for student achievement have intensified, supporting student learning must be rooted in a system that develops greater teaching competence.

However, Grant observes:

I think there's too much paper, and when there's too much paper I think there is a tendency to lose sight of what are the main things that you're trying to accomplish with the evaluation. . . . I think what's happened is the TPA is trying to do too many things, and so it's saying a lot of things, and some people might say in saying a lot of things it's really saying nothing.

Similarly Will states:

I used to always find ways of saying it in my own way, but there was just so much I had to report on. So in my mind it became useless because it was too much.

Todd explains:

I feel as though they're asking for the things that you can put on paper. I don't know if there's ever any document or checklist that can measure how much someone loves learning, or cares about children, or goes out of their way to do whatever they can within reason to make sure kids get a good education, or sits down with parents who are struggling with money and talks about how they can help their kids. I don't think there's ever any way that you can measure that kind of stuff on paper.

In other words, teacher evaluation processes are able to measure many superficial sorts of things that teachers do, but they are not able to measure what really counts. In addition, principals have lost professional autonomy: they no longer have the kind of discretion that allows them to say what needs to be said in their own way.

The principals saw the TPA in itself as largely ineffective in improving teachers' practice. Individual teachers will change their practice on the basis of the relationship they have developed with the principal, which means, as Rachel observes, "The only way I can get through is to develop that rapport with the teacher and make some suggestions, and if they value my opinion enough, they might try it." Grant sees the ways that teachers choose to take up new practices as a part of their professional identity:

I'm not sure their performance appraisal is what's driving them. I actually think they care about their kids and are constantly looking for ways to improve their practice, and it has nothing to do with their TPA. It has to do with who they are: professional people and they want to do a better job.

The principals largely understood the TPA process as a poor and inefficient use of time that neither reflected teachers' true practice nor offered enough substance to successfully remove incompetent teachers.

If change was occurring, it was not so much because of the TPA process but in spite of it. Significant change was possible, but as an effect of a whole school culture that depended on neither the principal's charisma nor the threat of job loss. Instead, it was the response to an invitation to join with other teachers across a family of schools to begin to think differently about student learning. Will notes that the staff at his school have begun a very successful transition:

What I do see is I think I've been very successful in changing teacher practice in a building that was very comfortable, please and thank you, but not through performance appraisal at all. . . . By spraying lateral capacity into the family of schools [that is, by meeting with other teachers beyond our home school as professional learning

communities] it's been absolutely awesome. And my staff has especially bought into that, not universally, but wow. So the teaching and learning that is going on now I think is substantially changed. Part of it has been a mind shift where we're no longer focusing on teaching, we're focusing on learning, and that's a huge one, I think. But it has nothing to do with the bureaucracy of teacher performance appraisal.

Reflecting on the changes in teacher evaluation over the length of his career, Todd concludes:

It's funny, because I was comparing the documentation that I did, first of all, that I received in my career prior to becoming an administrator, and then that I actually completed as an administrator for staff who worked with me . . . It was interesting, the topics they deal with in many ways are the same sorts of topics that you would deal with in today's evaluations, but there wasn't the plethora of look-fors, and there wasn't the checklists. At one point in time, *Unsatisfactory*, *Satisfactory*, *Good*, *Exemplary*, that existed. It was an anecdotal report [and] you can see here there's communication with parents, there's evidence of teacher evaluation [of student work], and the lessons were observed, daily plans, and based on several classroom visits, both formal and informal, and that's exactly what I recall happening.

In other words, despite the changing forms and the expanded teacher evaluation practices, the skills and attributes that define teacher professionalism remain unchanged.

The administrator's role, as these principals described it, was shifting and uncertain. Rachel and Ted found that superintendents did not adequately support the work of removing incompetent teachers. Gail found that the teacher federations worked to enforce their little remaining contractual power at the principal's expense. Will found that the OCT entertained "frivolous" complaints that deeply wounded the teaching staff in the name of parent



accountability. The principal, standing alone as the administrator of the school, often appeared to be the most vulnerable member of the school staff.

Furthermore, the principals understood that the TPA process was simply an accountability exercise, but they also saw the teacher evaluation process as an opportunity for them, as experienced educators, to provide useful feedback to the teachers whose lessons they observed. Whether the suggestions they offered were incorporated into a particular teacher's practices depended largely on what they saw as the teacher's own sense of professionalism.

**How did teachers understand the processes of evaluating teachers in the decade before the establishment of the OCT and in the decade after?**

Prior to the early 1970s, the majority of elementary school teachers completed grade 13, attended a one year program at a Teachers' College, and received an interim teaching certificate that was renewable annually for up to five years (Van Nuland, 1998). On the recommendation of the superintendent, after two years of successful teaching most teachers received a permanent certificate from the Ministry of Education that qualified them to teach up to and including grade ten. By the end of the 1970s, however, the transition to the current practice for teacher education was complete and an undergraduate degree was required prior to acceptance to a teacher education program. Teacher education was now the responsibility of a School or Faculty of Education at the university level, and on graduation students received a Bachelor of Education and could apply for an Ontario Teachers' Certificate awarded by the Ministry of Education on the recommendation of the university. Depending upon when they began their teaching career, the educators in my research sample experienced some aspect of this teacher preparation model. Teacher demographics are outlined in Table 4 on pages 57 and 58.

### **Teacher Reflections on Teacher Evaluation (1990-2000)**

The veteran educators in my interview sample clearly remembered being evaluated by the superintendent as beginning teachers. Those teachers who went on to become principals were especially impressed by this visit from a senior administrator. Because they stood out from the norm, these classroom visits by the superintendent were memorable in their own right, even if the actual details of the evaluation were forgotten. As a beginning teacher in 1982, Rachel observes, “I remember very much the superintendent visit. The principal, I mean, I was scared enough with the principal coming in, terrified. First year teacher and the superintendent’s coming to evaluate you.” However, the classroom visits by the superintendent were generally seen as providing helpful feedback and useful advice to these educators as new young teachers, and some of the suggestions they received they continued to use throughout the remainder of their careers. Todd recalls:

I would say that the things that happened early in those career years I’ve carried with me all the while. . . . As recently as last night I was signing student work with my initials and date so there would be no question about why I looked at it and who looked at it, and that’s something I learned at [name of school withheld] in 1988.

Among the educators who chose to become principals later in their careers, there was almost a sense of nostalgia for the early days of their experience when “it wasn’t a done deal,” as Rachel says, “you had to earn your stripes for those two years.” Successful evaluation by a superintendent could be understood in this way as a mark of achievement that signaled the transition from inexperienced novice to capable classroom teacher. The evaluation process for those teachers who were expected to complete two successful years of teaching before being granted a permanent certificate acted as a gatekeeper. Much like the transition from a beginner’s

permit to a permanent driver's license, successful completion of the sequence of teacher evaluations secured permanent status as a properly certified teacher. If advice or suggestions on how to better manage the class or structure lessons and activities effectively were part of that process, so much the better.

The early teacher evaluations reflected a mixed bag of experiences. Sometimes they were helpful; unfortunately, too often they were not. The teachers understood the evaluation process as a standard procedure that in many ways had little to do with them personally. The intention was to satisfy board requirements, assure a certain level of comportment and curriculum competence in the classroom, and guarantee a teacher professionalism that was organized and orderly. Teachers did not necessarily expect to find professional validation in the performance appraisal report, as Susan states:

I knew I was a good teacher, parents told me I was a good teacher, and kids told me I was a good teacher, and that was the only evaluations that I needed. I didn't need the principal to pop in my room for half an hour to see what I'm doing.

Some of the early visits by superintendents were unnerving to the teachers, not because the superintendents were so focused on evaluative due diligence, but because the superintendents took the evaluation they were completing so lightly that they attempted to take advantage of the situation as an opportunity to double task, doing things like window inspections (Susan) and committee report writing (Fiona) while ostensibly evaluating a new teacher. Principals, too, were able to manipulate the circumstances of a teacher evaluation visit and use events like directing concert rehearsals (Dina) and chairing meetings (Grant) to produce a teacher evaluation report. Because the evaluation was seen as an administrative task that had little to do with them, and because these evaluations were both easier for the teacher to undergo and the resulting report

was remembered as a positive one, the teachers who experienced these kinds of evaluations were satisfied, if not relieved, to be off the hook for another couple of years.

### **Teacher Reflections on Teacher Evaluation (2000-2010)**

Ontario is not ready to consider eliminating formal teacher evaluation as Finland has done (Sahlberg, 2011), rather, teacher evaluation is understood to be inevitable, “a job [principals] have to do” (Paula), or an “exercise [that] has to be done” (Pam). Close to a quarter of the teachers interviewed (6 out of 25) reported that at some point in their career they had been asked by a principal to simply write up their own performance appraisal and it would be signed. None of the participants found this to be particularly shocking.

From the teachers’ perspective, the credibility of a performance appraisal generally rested on three factors: the age and teaching experience of the teacher, the age and teaching experience of the principal who was evaluating, and the perceived motivation of the principal as a supervisor. The teachers in the interview sample were very aware that the principals “used to be in [the] union, now that’s gone, and that changed a lot of things” (Denise), so there was a sense that “there are some administrators out there that they’re there because they’re going to correct teachers, not for the benefit of kids, but it’s more punitive” (Mike).

The elementary teachers in the interview sample were prepared to be more forgiving about subject knowledge, even when they were teaching a subject area that required special certification, like music or French, because they believed that “[the principal] could tell what you were doing was real rich stuff” (Dina). The secondary teachers were considerably less generous in their assessment of principal competence in terms of subject-specific evaluation, as Wendy reports:

And again, with the administrators, sometimes they can have absolutely no

understanding of a subject area, and has that not become problematic? If I'm going to go in and evaluate, if I'm asked to evaluate a physics teacher in grade 12 physics, I might not be able to do a very good job because I don't know anything about that subject. So then what exactly are we evaluating? The qualities of a generic teacher?

Ultimately, as a professional development strategy for experienced teachers, the performance appraisal was viewed as offering too little substance much too late. Pam states, "Maybe for younger teachers and teachers with less experience, they will get more that will help them with improvement with their teaching, but I think it's come too late in my career to really turn me around too much." In addition, Mike suspects that the current form of performance appraisal was never really intended to improve teacher practice but instead to serve as a means "to push teachers into changing their practice . . . [so they] are using more recommended teaching practices [that the Ministry of Education wants]."

The weight of a principal's assessment of a teacher's performance is in fact unassailable. Doug observes, "There really is no appeal to an administrator's evaluation of a teacher. . . . You can question it [or] you can refuse to sign it, which might have its own consequences, but ultimately, I think teachers understand that the evaluation is not appealable." Whether or not particular comments are amended or edited out after discussion with the teacher remains highly discretionary on the part of the principal. Similarly, determination of rankings by the principal beyond *Satisfactory* or *Unsatisfactory* run the risk of appearing arbitrary and unfair. Dina sums it up best when she says, "I think I've been very fortunate with having really good principals except for maybe one, maybe two." The idea of a "bad" principal is an awkward notion that is difficult to bring into the discourse that has captured education, and yet, the principal sets the tone and the direction for the school during his or her tenure there. Rachel notes, "I have seen in

my career as a teacher the difference a principal can make in the atmosphere in the school and we went from being a terrific school to having this principal come in and the morale and the—it was horrible.”

### **Cui Bono?**

Without assigning any deep personal meaning to the teacher evaluation process, the teachers I interviewed found meaning in it as they were able. Cory explains:

All the changes that we've had since year 2000 I disagreed with a lot, but ultimately I'm pragmatic, and the person who signs my pay cheque wants me to do this. They are smarter than me in a lot of ways, and I'm going to do what they say. And I'm not going to keep arguing about it forever. I'm going to see what I can learn from it and I have.

For the teachers who started their careers in 1990 and who were continually one step ahead of a pink slip terminating their teaching position due to declining enrollment, the teacher evaluation reports were important because, as Whitney says, “[The evaluation reports] gave me a lot of papers, it was useful in that, yes, I could prove what I could do. I could put my money where my mouth was when I was in an interview [for another position].” Similarly, Gail says that the evaluation documents were “useful in that for the promotion part of it, absolutely.” Wendy saw teacher evaluation as important for the school:

I think we need to know that we do have qualified, quality teachers, the best of the best, if possible, in our classrooms. What does that mean is a little more difficult because we're all very different and we have different approaches, and kids are different, so what they need is different, too, but we can't just—we need good, quality, qualified teachers in our classrooms, so absolutely there has to be some sort of evaluation process.

The issue, of course, is how best to determine what is meant by good, quality, qualified teachers.

The current TPA process does not necessarily address this task any better than the earlier documents used for teacher evaluation did. These new teacher appraisal documents are seen as “very scripted” (Dina) and “not a holistic discussion anymore” (Wendy). There is a sense that “the number of categories have defeated the purpose . . . . Are you doing this, this, this and this? Not how well are you doing it or why are you doing it, but are you doing it?” (Harry). Fiona sums up the teacher perspective best when she says:

I thought they were really highly detailed, and I’m not sure that they actually got to the essence of what a good teacher is. It’s too jargonish, too much legalese, so to speak, and not really how do you relate to your kids, how you make comments on their progress, what do you do to help kids to get from A to B, and how do you handle situations that come up, which is really what you want. I felt most of what was on those pages was far removed from that.

When teacher evaluation documents such as the TPA become centralized, standardized across the province, and reduced to competencies that can be observed and checked off, there is no longer any place for insight, creativity, or innovation in the classroom. Not only has the evaluator’s vision been narrowed and refocused so the new or novel go unremarked, but there is little space left on the form to record these kinds of observations beyond the parameters of the checklist should they be noticed.

As far as the purpose driving the teacher evaluation process, it was seen by the teachers to be a necessary part of early employment, first to secure a permanent contract, and then to comply with school board and Ministry of Education policy requirements. As the teachers gained experience, however, the credibility of the teacher evaluation process became increasingly strained. Lisa sums it up when she says, “I really don’t see the need, and at this point in my

career if I'm not doing a good job of teaching, somebody should have told me that a long time ago.”

### **What were the effects on teachers' sense of themselves as professionals and on their professional practices?**

The teacher evaluation criteria themselves did not significantly change over the two decade period between 1990 and 2010, only the way in which they were presented. The open-ended anecdotal format of the teacher evaluation had become the “plethora of Look-Fors” and “checklists” of the teacher performance appraisal (Todd). Despite the anecdotal format of the earlier forms, the topics covered the same range of teacher activities in the classroom from formal and informal lesson observations and classroom visits to daily lesson plans, assessment and evaluation of student work, and communication with parents (Todd). While the teaching competencies themselves did not change for teacher evaluation purposes, Todd recalls that “the process didn't feel as prescriptive as it does today. . . . it was a little bit more personal in that it was an anecdotal experience.” For the teachers in the interview sample, these changes in wording and format in teacher evaluation documents over the two decade period had little effect on either their professional identity or their classroom practice.

### **The Privilege of Professionalism**

In addition, the teachers' professional practices were not significantly influenced by the *Standards of Practice for the Teaching Profession* (1999) developed by the OCT. Les sums it up when he says that these standards fall under “the ‘well duh’ category” and asks, “Like what decent teacher wouldn't be doing all those things?” Wendy, too, sees the OCT standards as a simple affirmation of what she was already doing:



I'd like to think that I was always trying to meet what I thought were the standards of quality teaching. I was always conscious of that, I think. So when they brought in these formal standards of practice, I don't know if that really changed what I was doing in the classroom.

What did have a very real effect on the practices of the teachers I interviewed, however, was the new disciplinary system that was imposed on the teaching profession through the OCT as part of the package of education reforms.

### **Establishing a New Kind of Professionalism**

In addition to its role as the licensing body for the teaching profession, the OCT publishes a quarterly magazine called *Professionally Speaking* for its membership. Were it not for one small section of pale blue pages titled "Governing Ourselves," this magazine would be unremarkable; however, these pages that give detailed descriptions of current discipline hearings are perhaps the most effective disciplinary technology that the OCT has at its disposal. Although not a part of the formal teacher evaluation system which is the focus of this study, the participants I interviewed nonetheless talked a lot about the blue pages. Susan says, "All I ever do is read the blue pages and think how stupid can some of these teachers be to get themselves in that situation." Similarly, Dina says, "I very seldom read the magazine from the College of Teachers, but every now and then they're talking about stuff—'Did you look at those blue pages?'" Whitney, too, says, "The other part of it is the blue pages, it's the first place we turn." While some of the teachers in the discipline hearings can rightly be seen as "creeps that shouldn't be working with kids" (Whitney), there is also "the power of a seemingly innocent action" (Susan) that leaves the reader "sort of thinking why did they get reprimanded for that

[even when] you know it's more than that" (Dina). There is a chilling effect. Public confidence through the OCT has come at the expense of professional trust. Sahlberg (2011) writes:

The current culture of accountability in the public sector as it is employed in England, North America, and many other parts of the world often threatens school and community social capital; it damages trust rather than support [*sic*] it. . . . Although the pursuit of transparency and accountability provides parents and politicians with more information, it also builds suspicion, low morale, and professional cynicism. (p. 127)

In the public domain, the creation of the OCT has done little to inspire public confidence in the teaching profession: the purpose of the OCT remains unclear to the general public, and the credibility of the OCT continues to be conflicted (Jamieson, 2012; Ontario College of Teachers, 2014c).

### **Protecting the Public Interest**

The complaint process at the OCT has been opened up to the public very broadly, and seems to offer a way of publicly voicing concerns while at the same time avoiding a resolution that might be worked out more privately with the teacher or principal at the school level. To be sure, complaints that are inappropriate for hearing at the OCT level are referred back to the respective school and school board; however, Will observes:

I've been nominally involved with two complaints to the College of Teachers, and both in my mind were vexatious and frustrate me greatly, because if you want to allow them to appeal to the Pope, people will always go one court above, and so it just frustrated me that that mechanism existed for these kinds of frivolous and yet very hurtful cases. . . . One of them got me involved much more than the other, and both of them I resented immeasurably. It saddened me to see staff so hurt by it, but I guess when you have very

broad standards, sometimes they're open to interpretation.

If a teacher is wise, he or she will actively work to avoid any situation that might invite disciplinary intervention by the OCT for inappropriate behaviour. It might be as simple as remembering to “back away” and not “over touch” (Dina), or as Susan states:

I'm very, very aware of keeping windows clear, and not being in a room alone with students, and taking kids home, and I deal with them in the classroom, a certain decorum, so that's probably the biggest impact it's had on me. I think it's taken away some warmth that would have been more spontaneously given, but now you think I don't want to be accused of being inappropriate when all I want to do is give this child who's suffering a big hug. So it's had a big impact that way. I'm not sure that that's reflective really in the teacher appraisal, but it certainly impacts how I get involved in the students' lives now. Many years ago I wouldn't have thought about taking a student home if they missed their bus.

Understanding the importance of personal boundaries and carefully establishing and maintaining them has become an important new aspect of the work teachers do as professionals. The ethic of care that Ontario teachers are expected to model in the classroom carries an additional caveat: at your own risk.

### **Summary**

As a human practice, teaching can be influenced by technological advances, but it is primarily based on intellectual skills and qualities of character that remain largely unchanging due to the nature of the work. Despite the interesting variations among the teacher evaluation forms that I had available to analyze, the characteristics that identified the professional teacher remained remarkably consistent throughout the two decade period from 1990 to 2010. As a

professional, the teacher was enthusiastic, fair, and respectful, with a strong command of the subject matter and a thorough understanding of the principles of good pedagogy. What did change as the teacher evaluation forms evolved through school board amalgamations followed by processes of centralization and standardization at the level of the Ministry of Education was the way in which the requirements of professionalism for teachers were increasingly prescribed in minute, behavioural detail.

For the principals I interviewed who conducted these teacher evaluations, the process became increasingly rigid and controlled as the anecdotal style of the pre-OCT policy period was replaced by very specific behavioural indicators, competency statements, and scripted comment banks. The current TPA summative evaluation leaves only one small optional box at the end of the form, less than 1/5 of the page, for anecdotal observations by the principal. According to these principals, both the best teachers and the worst teachers remain poorly served by the TPA document which is unable to indicate anything but a minimum standard of competency.

The teachers in my interview sample understood the evaluation process as an accountability practice that was the responsibility of the principal. For these teachers, it was simply part of the job. The implementation of the TPA, however, reduced the complex task of teaching to a collection of behaviours that left no place for creativity and became increasingly meaningless as the teachers in the interview sample gained experience.

Neither the TPA process nor the *Standards of Practice for the Teaching Profession* (1999) developed by the OCT had any significant effect on the teachers' professional identity or practice. Nonetheless, the OCT has had a significant impact on the teachers' understanding of professional conduct. The ways that the teachers I interviewed manage personal boundaries with

students and avoid situations that might be considered inappropriate have become central to the official definition of what it means to be a professional teacher. In the following chapter, I discuss the data in the context of the Foucauldian concepts that were presented in the theoretical framework and consider the implications of this analysis for teachers' professionalism.

## Chapter 6 Discussion

This chapter applies the Foucauldian concepts from the theoretical framework for the research as a means to understand the research findings. As a genealogy in the Foucauldian sense, the analysis begins by situating education reform in Ontario within the broader context of education reform globally and then traces the policy iterations to their application by teachers in the classroom. The chapter examines the importance of governmentality as a technology of governance that allows the state to effectively steer policy from a distance without appearing to do so. It also considers the significance of panopticism as a disciplinary technology that provides the means for establishing intimate control over each teacher's behaviour by making each teacher continuously aware that his or her actions are under constant scrutiny and must therefore be carefully self-regulated.

### **Global Teacher Evaluation Policy**

A genealogy, Foucault (1997/2007b) states, is “something that attempts to restore the conditions for the appearance of a singularity born out of multiple determining elements of which it is not the product, but rather the effect” (p. 64). To be properly understood, the teachers of Ontario, and specifically the policy for teacher evaluation in Ontario, need to be situated within the broader education reform movement that is being shaped globally. Sahlberg (2011) refers to this as GERM, the Global Education Reform Movement. This global policyscape originates with and flows from large transnational nongovernmental agencies (Appadurai, 1996), and, Ball (2003) suggests, it is spreading across the globe so successfully thanks to powerful agents like the OECD. The OECD, organized under directorates such as education, forms a global policy research community dedicated to capturing, documenting, and disseminating best

practices on behalf of the wealthy nations of the world. Most notably since 2000, the OECD is responsible for establishing and implementing the Programme for International Student Assessment (PISA). The PISA data provide participating governments with a powerful tool for shaping policy. Even though it has no mandate to enforce any particular policy, the influence of the OECD on global opinion rests in its reputation for research-based statistical credibility.

The emerging form of transnational governance that is exemplified by the OECD is described by Mahon and McBride (2009) using Jacobsson's (2006) notion of *inquisitive* and *mediative* modes of regulation. Inquisitive regulation can be understood as a process of monitoring the actions of states and engaging in processes such as reviewing, benchmarking, and publicly ranking state practices, which the OECD actively does; however, the real strength of the OECD in Mahon and McBride's (2009) opinion may lie in the mediative function of the OECD through the extensive research capacity that enables it to identify problems and widely promote solutions presented as best practices. The background report for the 2013 International Summit on the Teaching Profession, *Teachers for the 21<sup>st</sup> Century: Using Evaluation to Improve Teaching*, that was hosted by the OECD exemplifies this latter process. As the publication that "underpins" the Summit "with available research about effective approaches to teacher appraisal," the document

looks at the governance of appraisal systems, including how standards for teacher appraisal are established and by whom; at approaches and procedures for teacher appraisal and developing capacity for implementing them; and at how appraisal results are used and the consequences that may follow. (OECD, 2013, p. 11)

From the global policy perspective of the OECD, teacher competencies should reflect the knowledge and skills that are required of teachers to help students achieve the learning objectives that have been defined by their schools (2013, p. 23).

The OECD draws on Danielson's *Enhancing Professional Practice: A Framework for Teaching* (1996), an extensive collection of behavioural rubrics collected under four general headings—planning and preparation, instruction, the classroom environment, professional responsibilities—that “has influenced a large number of teacher evaluation systems around the world” (2013, p. 26). Danielson's (1996) work on capturing teacher practices as discrete, identifiable behaviours began at Educational Testing Services (ETS), a large, multifaceted American edubusiness. The global direction that current teacher evaluation policy appears to be taking rests on two assumptions: first, that standardized tests demonstrate meaningful student learning (Cochran-Smith, 2003), and second, that teacher behaviours can be broken down into discrete, quantifiable actions that can be ranked in degrees of effectiveness for improving test results (Beck, Hart, & Kosnick, 2002; Hargreaves, 2000b; Ingvarson, 2002; Loudén, 2000; Sachs, 2003). The Danielson (1996) framework is explicit about the precise behaviour that must be observed in order to justify a ranking that ranges from *unsatisfactory* (level 1) through *basic* (level 2) and *proficient* (level 3) to *distinguished* (level 4). The behaviours that have been identified are not in themselves new to teachers' repertoires of practices; what is new is that they have been removed from their context, broken down into simple, identifiable acts, and codified into a behavioural system. Scanlon (2004) argues that the renewed interest in standards for teachers finds its origins in the accountability movement of the first half of the 20<sup>th</sup> century. This evaluative ideal now being promoted for teachers by the OECD has a long history already in place.



## Scientific Management

The idea of breaking down the task-oriented behaviour of workers into a sequence of discrete, observable actions originated in the factories early in the last century. Braverman (1974/1998) writes: “It is impossible to overestimate the importance of the scientific management movement in the shaping of the modern corporation and indeed all institutions of capitalist society which carry on labor processes” (p. 60). Taylor (1915) is considered the father of scientific management. Taylor’s principles are no longer studied, Braverman (1974/1998) suggests, because they have simply become naturalized in all work design. What was revolutionary about Taylor’s approach was his insistence on the “*absolute necessity for adequate management [through] the dictation to the worker of the precise manner in which work is to be performed*” (emphasis in original, Braverman, 1974/1998, p. 62): “His ‘system’ was simply a means for management to achieve control of the actual mode of performance of every labor activity, from the simplest to the most complicated” (p. 62).

The rise to prominence of the great industrial capitalists in the U.S. at the turn of the last century combined with the influence of the large network of magazines published at the time rapidly popularized the idea of the “one best method of doing any particular job” (Callahan, 1962, p. 24). In the schools an important focus of the effort to measure efficiency consisted of rating the teachers, and careful attention was initially paid to adhering to Taylor’s principles. Callahan (1962) notes that the *American School Board Journal* (1913, March) reports on the Superintendent at Park City, Tennessee, who rated his teachers on a scale out of 100 as follows:

Influence upon students — in study, in life goals, in nobler ideals etc.; teaching ability — methods, professional progress, tact and skill, enthusiasm, adaptability etc.; discipline; scholarship — accuracy in things taught, [*sic*] preparation of lessons — promptness etc.;

energy — snap, go, force in class work etc.; growth — improvement, professional zeal etc.; results measured by preparation of pupils; relations with other teachers, principal, and ways of cooperating with all that goes on in school; care of books, property etc. (p. 48, quoted p. 104)

This is not to say that such rating schemes were well-received by teachers, because although there was extensive use of rating scales for teachers by 1920, there was also widespread resentment (Callahan, 1962).

The current focus on breaking down the work of teaching into ever more precise behaviours for the purpose of observing and judging them appears to revisit this process that has drifted in and out of favour in the intervening years. Danielson's (1996) framework for teaching grew out of her work on the Praxis III criteria developed by Educational Testing Service (ETS) between 1987 and 1993 for the purpose of licensing new teachers. What is new about her current work and different from the work she did at ETS is the expansion of purpose that extends the teaching framework to a consideration of what all teachers do and not just what newly graduated young teachers must do to qualify for a teaching license. The teaching framework, Danielson (1996) insists, is based on a constructivist understanding of learning that has roots in "the writings of Dewey, Vygotsky, and Piaget" (p. 23) and rejects a "focus on skill-based instruction . . . assessed using a norm-referenced, standardized, multiple-choice test" (p. 127). Danielson's (1996) work has circulated widely at all levels of education policy from the global to the local. For example, an April 2000 policy document from the Thames Valley District School Board states that a copy of Danielson's (1996) book promoting the standards framework for teaching would be "available in each school" (p. 6). See Appendix F.

## **A Break with the Past**

Producing a provincial set of standards for the teaching profession was the first task the Ontario government assigned to the newly created OCT. While the establishment of the OCT was promoted as an acknowledgment of teacher professionalism, it was not an entity that teachers themselves had sought to put in place. The creation of the OCT instituted a radical break with past government practice in the licensing and oversight of teachers. For the first time, the regulatory control of the teaching profession was removed from the government and assigned to an external governing body that was intended to represent teachers as professionals. Legislated into existence by the government, its primary function appeared to be to have teachers absorb the cost of the bureaucracy of their licensing through the membership fees they were obliged to pay. A less obvious secondary function was the implementation of education policies concerning teachers, like the Professional Learning Program (more about this later), that did not originate with the OCT, but which the Ministry of Education intended the OCT to oversee.

The OCT provides the means for the Ministry of Education to steer an accountability agenda in education policy without seeming to do so (Ball, 1998). While the government has the right to establish the criteria for the licensing of teachers, the OCT has the right to set its own registration fees and to enforce both the fees and the government criteria before recognizing a teacher as a member of the OCT in good standing. This is a powerful form of governmentality since only teachers who are members of the OCT are allowed to teach in the public schools of Ontario.

Nonetheless, the launch of the OCT seemed auspicious as reported in the first issue of *Professionally Speaking: The Magazine of the Ontario College of Teachers* (1977, May): 250,000 teacher records dating as far back as the 1940s were transferred from the Ministry of

Education to the College, and the first election for the College Council had a 32% participation rate with 52,642 teachers mailing in a ballot to vote (“College Bulletin”). It quickly became apparent, however, that the government had no intention of consulting with the OCT about education policy that would affect teachers, whether proposing legislation to assign non-teachers to certain classroom positions (Kennedy, 1997, September), or announcing that every teacher would have to undergo mandatory re-certification (Kennedy, 1999, June). Mandatory re-certification would require each teacher to complete fourteen courses, seven of them core courses defined by legislation and seven of them elective courses to be established by the new OCT Professional Learning Committee (Atkinson, 2001, September). The OCT was named by the government as the implementing agency for the re-certification process officially known as the Professional Learning Program (Capstick, 2002, December). As the government continued to promote its agenda through the OCT, the College membership was becoming increasingly angry. In a letter to the editor, Murray (2002) wrote:

You just don't get it, Joe [Atkinson, OCT registrar]. We don't want to work with the Ontario College of Teachers. The government ignored most of the College's recommendations regarding ongoing professional development of teachers. You would have every right to expect that your recommendations would be received favourably. Instead, they dumped on you, and you took it, and rather than resign on principle, you remained as the government's apologists. Just don't expect teachers to support you.  
(September)

In the end, it was not the OCT that forced the Professional Learning Program to be rescinded by a new Liberal government, but the teachers themselves with a political action campaign that saw them refuse to participate (Cattani, 2007, March). Foucault (1997/2007b) understood that it was

not a question of escaping from a context dominated by relations of governmentality, but a question of seeking ways to engage those relations differently; that is, “the will not to be governed thusly, like that, by these people, at this price” (p. 75).

The release of the discussion paper, “Revitalizing the Ontario College of Teachers” (2004), by the new Liberal Minister of Education seemed to promise a more positive relationship between the government and the OCT. “With the passage of Bill 78 in June 2006, the College received a new governance model that features a majority of elected classroom teachers, a model similar to other regulatory bodies in this province – a model that should have been in place all along,” wrote the OCT council chair, Cattani (2007, “From the Chair”); however, Bill 78 also put in place an appointed Public Interest Committee to oversee the regulatory work of the OCT (Laframboise, 2006b, September). The Liberal government would continue to manage the OCT but with a far more subtle hand than the predecessor government.

Teacher participation in the OCT election in 2003 dropped to 4.4% with 6 acclamations out of 17 seats even though the elections were now managed online (Laframboise, 2006a, Special Edition). By 2009, the election results saw only 6 seats contested and 17 acclamations out of 23 seats (Salvatori, 2009, September). The refusal to participate had simply been extended to the OCT itself as one of the few forms of agency left for the average teacher with regard to the OCT. In her interview with me, Lisa is emphatic about her continuing rejection of the OCT:

I have a problem with the whole College of Teachers thing. I’m not registered to use their website. I will not. And when I get their publication I take the front page off and shred it because it has my name on it. . . . And I throw [the magazine] in the blue bin and I do not read it. This is just my little way of saying this is a waste of time and my money.

### **Introducing the *Standards of Practice for the Teaching Profession***

The release of the *Standards of Practice for the Teaching Profession* by the OCT in 1999 was significant. In her annual report, Kennedy (1999) wrote that “the College’s initiatives have placed Ontario at the forefront of the world-wide movement to develop standards-based systems to provide and promote quality assurance within the profession” (p. 3). From the OCT perspective, the *Standards of Practice for the Teaching Profession* (1999) “are not intended to be the criteria for the ongoing performance appraisal of individual members of the College,” since “performance appraisal remains the responsibility of the employer,” and “in publicly funded systems, these responsibilities are outlined in the *Education Act*” (Ontario College of Teachers, 1999, p. 4). The Ministry of Education, however, imported the five domain statements from the *Standards of Practice for the Teaching Profession* (1999) directly into the text of the *Education Act*. In this way, the domain statements are able to be used for teacher evaluation purposes while citing the validity of these statements for teacher performance appraisal as based in the *Standards of Practice for the Teaching Profession* (1999). These same domain statements—Commitment to Students and Student Learning, Professional Knowledge, Teaching Practice, Leadership and Community, Ongoing Professional Learning—become the headings in the TPA (2002) summative report as part of the *Supporting Teaching Excellence: Teacher Performance Appraisal Manual* (Ontario Ministry of Education). Thus the Ministry of Education ignored the recommendations of the OCT in order to use the OCT standards for its own purposes

### **The Teacher Performance Appraisal Policy (2002)**

The TPA (2002) policy includes sixteen competency statements to support the five domain statements taken from the *Standards of Practice for the Teaching Profession* (1999). In the TPA (2002) summative report these statements cover three pages that have been divided into

five and six sections so that each of the statements can be commented upon individually. The total length of the summative report now runs to six pages. In addition, all of the 133 performance indicators (also known as “Look-Fors”) must be taken into consideration when evaluating a teacher’s performance vis-à-vis the competency statements: “A classroom lesson will not necessarily reflect all of the suggested ‘look-fors’, but all of the ‘look-fors’ must be taken into account in the performance appraisal” (Ontario Ministry of Education, 2002, p.7).

While the *Standards of Practice for the Teaching Profession* (1999) use a small descriptive paragraph of several sentences to develop the sense of each domain, the sixteen competency statements consist of single sentences that describe the kinds of skills and knowledge required to demonstrate compliance with the domain. These TPA (2002) competency statements were written by the Ministry of Education in 2000 “with input from various stakeholders” (Ontario Ministry of Education, 2002, p. 5). Unfortunately, such an exclusive writing process reinforces the perception that the OCT is being used as a form of legitimation for preferred government policy rather than a resource to generate good policy for the Ontario education system.

Because the TPA (2002) document states that it draws on the *Standards of Practice for the Teaching Profession* (1999) created by the OCT for the teaching domains, the language used in both documents invites closer consideration (Ontario Ministry of Education, 2002, p. 5).

Although the competency statements in the TPA (2002) document are not duplicated verbatim from the descriptive paragraphs that support the *Standards of Practice for the Teaching Profession* (1999), they are often extremely close in wording and content; for example, “They treat students equitably and with respect” from the OCT standards becomes “[Teachers] treat all pupils equitably and with respect” in the TPA (2002) form. (Note that the word *pupil* is used

because this is the term used in the *Education Act*.) Descriptive statements for the standards generated by the OCT are taken up and re-purposed in the TPA (2002) form as well; for example, “They encourage students to grow as individuals and as contributing members of society. Members of the Ontario College of Teachers assist students to become lifelong learners” becomes “[Teachers] provide an environment for learning that encourages pupils to be problem-solvers, decision-makers, lifelong learners, and contributing members of a changing society” in the TPA (2002) version.

Where the OCT descriptions for the standards refer to practices that “support student learning” and “enhance . . . student learning,” the TPA (2002) form refers to practices that “support pupil learning and achievement,” “influence pupil learning and achievement,” “promote the learning and achievement of his or her pupils,” and “enhance pupil learning, pupil achievement.” In keeping with the new rigorous curriculum and the new EQAO standardized tests that were launched in early 2000, the consistent emphasis on achievement in addition to learning in these statements is not surprising; not only will teachers “conduct ongoing assessment of their pupils’ progress,” as the OCT standards state, but the TPA (2002) competency statement adds that they will “evaluate their achievement,” too.

In general, the sixteen competency statements used in the TPA (2002) form give the impression of having been rather hastily written; for example, although each of the two following competency statements is used to apply to a different teaching domain— “[Teachers] adapt and refine their teaching practices through continuous learning and reflection, using a variety of sources and resources” and “[Teachers] engage in ongoing professional learning and apply it to improve their teaching practices”—these statements are nonetheless essentially identical. This kind of repetition diminishes the credibility of the document as a valid



performance assessment instrument. Considered in their entirety, according to Ingvarson (2002), the TPA (2002) competency statements can be categorized as performance management standards: they emphasize student welfare and public safeguard, and they set minimum competency requirements for satisfactory performance of what the teacher was hired to do.

### **Standards of Accountability**

If the performance standards to which teachers are held accountable are taken to be the formal ideals of the teaching profession, Ontario teachers are in an unusual position. The OCT invested considerable time in pursuing an open, collegial process that engaged the teachers of the province in developing and confirming professional standards that represented them well. The OCT, however, has no mandate to enforce these professional standards. The Ministry of Education, on the other hand, appropriated the five broad domains that the OCT had established for its *Standards of Practice for the Teaching Profession* (1999), and wrote its own competency statements for them for the purposes of formal teacher evaluation purposes in the TPA (2002) document. Sometimes these TPA (2002) competency statements written by the Ministry of Education compliment the intent of the OCT teaching domain, but at other times, they contradict it. For example, members of the OCT are to “encourage students to grow as individuals and as contributing members of society” (p. 5), while at the same time the TPA (2002) expects teachers to “provide an environment for learning that encourages pupils to be problem-solvers, decision-makers, lifelong learners, and contributing members of a changing society.” Nonetheless, the competency statements on the TPA (2002) summative report form are the ones that are documented, and they represent the teaching standards for which teachers are held accountable through the school boards that employ them.

Two parallel sets of professional ideals—one richly developed through an inclusive process with the teachers of the province, the other the product of a bureaucratic process at the Ministry of Education—claim to set the standard for the teaching profession in Ontario. As discourses of professionalism, neither the standards established by the OCT nor the standards embedded in the TPA (2002) summative report have any power until individual teachers endorse them and bring them to life through their actions in schools and classrooms. Even the added weight of possible employment consequences cannot guarantee that the standards of the TPA (2002) will be enacted beyond what is necessary to demonstrate satisfactory compliance to appease an audit culture. In his interview with me, Doug admits that he chooses to simplify his program when he's being formally observed for evaluation:

I always considered myself a well-prepared teacher and a well-organized teacher, so I didn't feel that I was staging myself differently . . . but I was more aware of those visible signs that would allow me to facilitate that process and allow for those criteria to be observable. . . . It didn't discourage in any way my efforts to be innovative or explorative, but I probably would choose during that period of time I was being evaluated to find more of a middle ground, maybe more visible signs of organization, student purpose, that an evaluator could see very quickly. So I didn't look at it in any way as a comprehensive reflection of how I practice.

The TPA (2002) competency statements begin to shape a particular kind of teaching demonstration that while not exactly dishonest is no longer authentic either. Ball (2003) and Larsen (2009) take up this notion of the performative teacher who must display desired teaching behaviours to successfully satisfy the expectations of the teacher evaluation process and set aside other instructional choices however appropriate they might be for the students in the class.

### **The Revised OCT Standards (2006)**

The OCT understood when it drafted the *Standards of Practice for the Teaching Profession* in 1999 that the conditions of teaching and learning do not remain static, and therefore teaching standards need to remain flexible and responsive to the changing contexts of the profession (Ingvarson, 2002; Louden, 2000; Sachs, 2003). For this reason the OCT passed a motion at the time the *Standards of Practice for the Teaching Profession* were released to review them after five years (Ontario College of Teachers, 2014d). These revised *Standards of Practice for the Teaching Profession* were released in 2006.

Five years after the initial OCT standards, the revised *Standards of Practice for the Teaching Profession* (2006) reflect some interesting changes. While the noun *teacher* has never been used in the *Standards of Practice for the Teaching Profession* (1999, 2006), the verb *to teach* has also been removed from the language of the revised version. The implicit knowledge that is suggested in the original version of the OCT teaching standards is made more explicit in the detailed behavioural statements found in the revised version. In and of themselves, none of these statements reflect something that the vast majority of teachers do not already do on a daily basis. This spelling out of what it is that teachers do could be understood as part of an emphasis on the professionalization process that identifies the discrete skills and knowledge that distinguish a profession from the general population (Larson, 1977), or it could be understood as part of the mandate of the OCT to serve the public interest by providing specific information about what teachers are expected to do. In and of themselves, however, the *Standards of Practice for the Teaching Profession* (1999, 2006) have contributed little to the professionalism of the teachers in my interview sample. Les confirms this in his interview with me:

I suppose if I were an incompetent idiot, then having someone take me to task and set the

standards for what I should and should not be doing would be helpful, but fortunately I'm not, mainly because I really love my job and I love my students, so I'm wanting to do all those things . . . so honestly the existence of the College of Teachers only registers with me when my fees are deducted, and I mean that quite literally.

The OCT standards provide a confirmation and a rich description of the kind of work that teachers do, but little more.

The most notable change in the revised version of the *Standards of Practice for the Teaching Profession* (2006) is how the professional relationship between the teacher and the student has been redefined. Where members of the OCT were expected to “demonstrate care for and commitment to students” and remain “dedicated in their efforts to teach and to support student learning” in 1999, they are now only “dedicated in their care and commitment to students.” Likewise, the members of the OCT who were expected to “encourage students to grow as individuals and contributing members of society” and “assist students to become lifelong learners” in 1999, are now simply expected to “facilitate development of students as contributing citizens of Canadian society.” Members of the OCT who used to “know . . . the student” in 1999 now “understand and reflect on student development.” Similarly, where members of the OCT used to “apply professional knowledge and understanding of the student” in 1999, they now “apply professional knowledge and experience to promote student learning.” The relationship between teacher and student has become remarkably more utilitarian, and improved student learning, easily quantified and standardized as simple test results, has now become the mark of the professional teacher.

Hargreaves (2000b) condemns this rationalization of education reform and the neglect of the emotional dimension in teaching and learning: “By focusing only on cognitive standards

themselves, and the rational processes to achieve them, we may, ironically, be reinforcing structures and professional expectations that undermine the very emotional understanding that is foundational to achieving and sustaining those standards” (p. 825). Noddings (2003) argues that teaching is “thoroughly relational,” and that “most of the goods internal to teaching derive from or serve this first great good, the development of whole persons” (pp. 249-250). Similarly, Fenstermacher and Richardson (2005) view the simplified definition found in teaching standards as problematic: good teaching is only one of four necessary conditions to guarantee student learning, and the other three conditions—willingness and effort, a social surround that supports and values learning, and opportunity—must come from the student. At its simplest, in the classroom no one cares how much you know until they know how much you care (Roosevelt, n.d.). The beloved teachers of memory are not the ones who are appreciated for generating high standardized test scores, but the ones who are remembered for recognizing potential that no one else could see.

### **The Revised TPA Document (2007)**

The revision of the *Standards of Practice for the Teaching Profession* in 2006 had little effect on the content of the revised TPA document, *Performance Appraisal of Experienced Teachers: Technical Requirements Manual* (Ministry of Education) in 2007. Despite a new emphasis on learning communities in the manual, the sixteen competencies for assessment did not change in the TPA (2007) form to be used. Two of the domains in the TPA (2007) form were renamed to reflect the new domain titles in the revised *Standards of Practice for the Teaching Profession* (2006), so that “Teaching Practice” became “Professional Practice” and “Leadership and Community” became “Leadership in Learning Communities” in the revised TPA (2007) document. The TPA (2007) reporting form has been condensed in this version so that instead of

sixteen sections, or one for each competency, there are five boxes, or one for each domain, and the 133 mandatory “Look-Fors” from the 2002 TPA document have now become optional.

In this manual, a chapter describing “Learning Communities” immediately follows the “Introduction” and argues for learning communities as “fostering a growth-oriented performance appraisal context for experienced teachers” and “supporting the continuous growth and development of experienced teachers” (Ministry of Education, 2007, p. 8). Fullan (2005) states that such learning communities enable staff to “engage in disciplined inquiry and continuous improvement in order to ‘raise the bar’ and ‘close the gap’ of student learning and achievement” (p. 209, quoted by the Ontario Ministry of Education, 2007, p. 8). Raising the bar of student achievement in EQAO scores and closing the gap in these achievement scores between identified groups of students are well-publicized goals the Ministry of Education was promoting (Ontario Ministry of Education, 2008).

### **The Revised TPA Document (2010)**

The TPA manual currently in use, *Teacher Performance Appraisal: Technical Requirements Manual*, was released in 2010 (Ontario Ministry of Education). The endorsement of learning communities remains in this TPA (2010) policy, but the greater focus is on differentiating assessment between new and experienced teachers. In line with Danielson and McGreal’s (2000) recommendations that the different career locations of beginning and experienced teachers should be taken into account when evaluating teachers, the new TPA (2010) policy establishes a separate evaluation track for new teachers. The TPA (2010) document works in combination with the New Teacher Induction Program (2010) and increases the classroom observation schedule for new teachers but reduces the reporting requirements for the first two years of a new teacher’s career. Teachers in their first two years are held

accountable for eight of the competencies, while experienced teachers continue to be held accountable for all of them. The sixteen competencies from 2002 and 2007 remain unchanged, and the two teaching domain names that were changed in the 2007 document are changed back to the original names used in the 2002 TPA document. No explanation is given for this change, although by returning to the earlier TPA (2002) version, the domain names are once again in alignment with the *Education Act*. With the revision of the *Standards of Practice for the Teaching Profession* in 2006, only three of the five teaching domain names in the TPA (2010) summative report now reflect the OCT standards. No change has been made to the sixteen competencies that form the basis of the TPA (2010) summative report beyond reducing the number for which new teachers are responsible to eight reflecting dedication, equity, environment, subject knowledge, management, communication, and assessment. These are separated into eight individual sections on the TPA (2010) summative report form for new teachers. Except for the return to the 2002 teaching domains, the TPA (2010) summative report form for experienced teachers remains the same from 2007.

Unfortunately, such a narrow focus on sixteen competencies overall reduces the possibility that a broader range of teaching skills or a more divergent approach to promoting student learning and success might be considered. All that remains for this purpose is an optional small box for the “Principal’s Summary Comments on the Appraisal” at the end of the form. In his interview with me, Grant talks about the difficulty this poses for a principal:

That’s one of the reasons why when I do a TPA I really spend a lot of time on the optional box at the end, where the principal has the option to add supplementary kind of comments. . . . Again, a teacher can have all those things, but there are some intangible things that make a teacher that much better, that sometimes a TPA might not address.

That optional box to me is really important because it can give some really good feedback to an individual teacher.

It becomes difficult for a principal to remain connected to the individual humanity of a teacher in a situation where performance standards prevail in defining what will be considered professional teaching. There is no data bank for optional comments that come from the heart of one educator and intend to speak to the heart of another.

### **The Value of Revision**

If teaching standards are to be meaningful, they should reflect a living document that undergoes a cycle of continuous renewal. Revisiting and revising do not necessarily mean substantial changes must be made, rather the focus should be on an ongoing confirmation that teachers do indeed see their work in an evolving profession captured and described in the standards as they exist. If and where changes are required, they should be made. The competency statements used for the TPA (2010) summative report are over a decade old. Even the OCT *Standards of Practice for the Teaching Profession* (2006) are well beyond another five year review date. Indeed, the call to review the OCT standards as a one time only event in 2006 renders them suspicious, especially given the tense politics governing the relationship between the OCT and the Ministry of Education. The haphazard approach to revising one document, the *Standards of Practice for the Teaching Profession* (2006), to better reflect the changing nature of teachers' work, while ignoring the teaching standards contained in the other document, the TPA (2010), that have been in place since 2002, seems irresponsible on the part of the Ministry of Education. Ingvarson (2002) argues that this kind of laissez-faire policy making contributes to teacher cynicism and loss of morale.



The OCT *Standards of Practice for the Teaching Profession* (1999) appear to have been initially useful to establish a superficial credibility for the Ministry of Education in its teacher evaluation practices. The failure to consult with or involve the OCT in crafting the competency statements that were used to support the five teaching domains linked to the *Standards of Practice for the Teaching Profession* (1999) in the TPA (2002, 2007, 2010) documents was part of a pattern the government adopted towards the OCT despite the rhetoric of enhanced professional respect that was attached to the legislated creation of the OCT (see, for example, Kennedy, 1997, December, 1999, June, 2000, September; Ontario College of Teachers, 2000, September; Capstick, 2002, June; Laframboise, 2006a, Special Edition, 2006b, September). Ingvarson (2002), in discussing professional standards for teachers in Australia, makes an argument that is relevant for the Ontario context:

Governments do not venture into administering state or national tests of student achievement without ensuring that the necessary research and development had been conducted on the tests to ensure the . . . assessment standards were met, yet this happens regularly with teacher evaluation schemes, often with damaging results on morale or levels of cynicism. (p. 15)

It is hard to give professional credence to an evaluation process that despite its claims to inspiring professional growth remains wedded to a rigid accountability agenda.

### **Regulating Ontario Teachers**

The OCT has been very effective as a technique of governmentality that allows the Ministry of Education to govern teachers from a distance without seeming to do so. Despite the promise of self-governance that was offered through the OCT, teachers are now more regulated and therefore more controlled by the Ministry of Education than ever they were in the past. The

mandatory sixteen standard competencies on which teachers are evaluated allow the Ministry of Education to establish a uniform measure of teacher competency across the province. The shift from detailed anecdotal descriptions to narrowly defined specific indicators of competence in reporting teacher evaluations also serves to reduce any variation or individuality a particular principal might bring to the assessment task. Complete with a ready-made comment bank, the TPA (2002, 2007, 2010) summative report form effectively suggests, if not controls, what it is possible to say about teacher performance for each competency statement. In her interview with me, Gail puts it very bluntly:

I think that is a huge problem in the evaluation. . . . Nobody takes this stuff seriously.

They have a comment library. I don't even have to write it myself. Might as well have a checklist. And really, I add my own, but I do a lot of canned comments. It's much easier.

They're there. Why wouldn't I?

Teacher performance appraisal becomes a simple choreographed dance between principals and teachers to a tune set by the Ministry of Education.

### **Principals Caught in a Web of Governmentality**

The principal has very little direct personal power in terms of teacher evaluation in the management of his or her teaching staff. Foucault (1978/1995) has traced this shift in management from the body, through direct physical control and repression, to subjectivity, through indirect means that seek to influence the conduct of others. This indirect management, or governmentality, is key to persuading others to voluntarily adopt preferred behaviours and abandon other less desirable behaviours. The principal becomes the agent through which this form of governmentality is enacted, and the relationship between the principal and the teachers

in the school therefore becomes central to the effective exercise of this kind of power by the principal.

The four male principals I interviewed all spoke at length about the importance of establishing and maintaining positive relationships with the teachers at the school. These men, geographically diverse, came from different predecessor school boards, and ranged in assignment from rural to inner city schools. In his interview with me, Ted sums it up when he says, “I think that’s the biggest thing that the administrator can do is to work on that relationship and allow [teachers] to be risk takers and know that they’ve got a safety net . . . That’s the best thing that we can do.” Of the five female principals I interviewed, only Rachel appreciated the importance of good relationships. She explains:

I had the opportunity to make a difference to children when I taught. I’m hoping to make that difference with teachers. But if I’m making a difference, it’s only because of the relationship building thing. It’s not through power; it’s not through any of that.

The focus on cultivating and maintaining good relationships with the teaching staff that the men share seems like an inversion of the traditional expectation that assigns responsibility for relationship work to women. As a part of the technology of governmentality, however, the principal’s relationship with the teaching staff is crucial to any influence he or she might hope to have with them. Rachel is not entirely correct when she says that “it’s not through power,” because this is indeed a form of power, and this power to influence becomes increasingly important and even more difficult to refuse depending on the strength of the relationship the principal has been able to cultivate with the teachers in the school.

Even though Rachel understands how important it is to develop a strong relationship with her staff, unlike the male principals who simply expect to have a good relationship, she believes that she has to justify the value she has to offer her teachers:

I do find because I taught for 27 years before I went into admin, not that I have all the answers, but I do find that that has helped immensely in my credibility with staff when I'm doing the appraisals, because they know I've taught, they know I've been in the classroom, I've been in the trenches and I understand, rather than having been a learning coordinator all the time.

For two other female principals, the links to the teachers' federation that they have developed are used to bolster a sovereign power with the teaching staff, although not necessarily in a positive way. Helen says simply, "My street cred with [the federation] is still very, very high. . . . I can count on [the federation]," meaning that if push came to shove, her word would not be questioned in a dispute with a teacher. Similarly, Theresa, who had developed a reputation for successfully removing poor teachers through unsatisfactory performance evaluations, recalls that "in the end [she] had the teachers' federation referring principals to [her]" for support with the negative assessment process. Gail, however, seems to be almost cornered by a staff that uses the union against her whenever it can. She explains: "I think our collective agreements don't make it helpful. . . . And principals, our hands are tied." For the principals in my interview sample, hierarchical power has been destabilized in the 21<sup>st</sup> century, and the power of position as principal in itself no longer carries sufficient weight to inspire either fear or compliance from the teachers in the school.

### **The Principal as School Leader**

Although it is beyond the scope of this thesis, the important role of a strong, positive relationship between the principal and the teachers in his or her school clearly invites more research. The data in this study seem to suggest that this aspect of leadership may need to be examined and developed more deliberately with female administrators. While no generalizations are possible, it is worth noting that three of the male principals were physical education majors, and the fourth principal majored in music; in other words, all of the male principals in past practice were accustomed to bringing together a team or a band and coaching or directing them as a recognized leader. None of the female principals shared this experience; however, the answer is certainly not to restrict educational leadership to those who come from subject areas that pre-develop particular team building skills.

None of the principals openly regretted the loss of connection to the teachers' federation that came with accepting the promotion into administration, but the importance of accrued merit for a past relationship with the federation and of earning recognition from the federation for valuable skills despite no longer being a member were very important to two of the female principals at the secondary level. The Ontario Principals' Council was mentioned only once in passing in the interviews, and this was not in the context of offering any kind of affiliative support. This raises the question of whether there might still be a need for a separate organization that promotes women's leadership development in administration and whether these female principals might see themselves as having a place in it. The political context at the time these interviews were recorded certainly exacerbated the sense of isolation the female principals at the elementary level were experiencing. Information was not shared openly with the principal, and

yet it was the principal, as out of the information loop as she might be, who was responsible for managing the safety of students on behalf of the school board and accounting to the public.

Hargreaves and Shirley (2009) note that “leadership is the afterthought of educational change” (p. 95), and yet they warn that without good leadership, change is unsustainable. Skilled leaders know how to build social capital and develop a broad leadership base by drawing on the human resources already around them. Such leadership “draws change *from* the everyday knowledge and capacities of staff rather than driving reforms *through* them” (emphasis in original, Hargreaves & Shirley, 2009, p. 96). If teaching standards are considered worthy, and if principals are expected to be change agents in implementing them, the development of strong, capable leadership at the school level must become a priority. Such principals understand the importance of creating a school culture that is respectful of the professionalism of teachers and safe for the kind of risk-taking that allows teachers to explore and develop new forms of pedagogy that improve learning and achievement for their students. Teachers in a school culture that nurtures their professionalism in this way exemplify the ideal of the teacher as a skilled and knowledgeable educator capable of making informed instructional decisions that reflect the best interests of their students. When principals are able to offer opportunities for teachers to share their insights and strategies and reflect on them with other teachers on a regular basis, the school creates its own virtuous circle of both student and teacher learning practices.

### **Teachers’ Performative Practices**

While the principals reasoned that they were able to offer useful advice to teachers about their teaching practices through the conversations they had as part of the TPA process, the teachers understood the TPA as a simple exercise in accountability. In an audit culture, the onus might be on the principal to manage the cyclical evaluation of staff, but the responsibility to co-

operate with the process rests with the teacher. The standardized documents and procedures that make up the TPA demand a kind of performativity from teachers, that is, a visible demonstration of techniques in action that represent the teaching competencies expected by the Ministry of Education. This is a scripted performance of the sixteen competency statements found in the TPA (2002, 2007, 2010) summative report, and as Susan observes in her interview with me, “We’ve all become robots.”

Even though the office of the provincial inspectorate in Toronto may have been disbanded over forty years ago, the Ministry of Education is still firmly in control and the principals in the schools have been secured as the local managerial equivalent of the former provincial inspector. The narrow range of teaching behaviours that make visible the specific competencies that the government wishes to establish enforce compliance with Ministry of Education policy even at a distance. The extent to which this governmentality ensures particular teaching behaviours that will endure beyond the specified time allotted for the TPA (2002, 2007, 2010) process is uncertain, as Gail reports in her interview with me:

You can do a show. I had a teacher last year who’s not a particularly gifted teacher at all, but for the one lesson did great. She found the Marian Small [a popular education writer] book, she did a great math lesson, and she said, “I’m going to keep doing this.” I said, “Great!” Haven’t seen her since. Back to the textbook. It’s easier. And even the kids said, “Oh, I love it when we do math this way.” She got the best feedback from the kids, and it still didn’t change performance. For the lesson to show me she did great, which is really too bad, because you can’t give her an unsatisfactory, right?

It would seem the only requirement is to demonstrate the expected competencies during the principal's formal observation period in order to be allowed to continue to teach undisturbed until the next round of teacher evaluations.

The problem with the TPA as Gail sees it is “too many wishy-washies in that checklist.” It is the challenge of attempting to create a hybrid, dual-purpose teacher evaluation process that both tries to account for teachers' competence and encourage teacher development. The introduction to the TPA (2010) manual clearly states that the system is “designed” to “promote teacher development; provide meaningful appraisals of teachers' performance that encourage professional learning and growth; identify opportunities for additional support where required; and provide a measure of accountability to the public” (p. 5). The choice of language such as “promote,” “encourage,” and “opportunities” suggests a teacher-friendly document where public accountability has been reduced to “a measure.” This language expects a teacher who exemplifies the ideal of the teacher as a skilled and knowledgeable professional who is self-directed and autonomous, and committed to lifelong professional learning and improvement. The language also expects an ideal principal who is able to support and sustain the professionalism of the teacher both personally and through a school culture that values professional independence for teachers. Such a school situation, however, cannot be mandated or even assured. The principal who must promote, encourage, and identify opportunities for teacher development has little coercive power to influence any teacher's choices as long as the teacher maintains a satisfactory rating based on the one class the principal formally observed. If the strength of the collegial relationship that has been developed between the principal and the teacher is not strong enough to invite and sustain change in professional practices, it will not happen. A limited claim to some kind of personal power for the principal can be made through an appeal to a former



attachment to a teacher federation or a recognition by the teacher federation of a certain kind of expertise, but in the end, teachers' hearts and minds are not going to be won by a school principal who attempts to co-opt their teacher federation.

None of the competency statements in the TPA summative report have changed since the launch of the document in 2002. The introductions to the TPA (2002, 2007, 2010) manuals, however, show the ideological shift that has taken place over the decade. By comparison to the 2010 version, the TPA (2007) manual states that it was "designed" to "foster teacher development, provide meaningful appraisals that encourage professional learning and growth, and identify opportunities for additional support where required" (p. 5). Public accountability is absent from this document. The TPA (2002) manual, however, states bluntly that its purposes are "to ensure that students receive the benefit of an education system staffed by teachers who are performing their duties satisfactorily[;] to provide for fair, effective, and consistent teacher evaluation in every school[; and] to promote professional growth" (p. 3). There has been a shift in the focus and intent of teacher evaluation between 2002 and 2007, away from students' rights and teachers' responsibilities to a concern with teachers' learning and professional development. Only the 2002 TPA manual actually claims "purposes" (p. 3) or relates these purposes to students, and in the subsequent TPA (2007, 2010) manuals any reference to students as part of the purpose of teacher evaluation has been dropped.

Policies that promote performativity, such as the TPA, use the "calculated deployment of techniques and artifacts to organize human forces and capabilities into functioning networks of power" by capitalizing on "strategies of motivation and mechanisms of reform" (Ball, 2003, p. 216). Summative reports on teaching practice that are tightly controlled by a narrow list of competency indicators and by prepared comment banks both reproduce particular understandings

of teachers' practices and exclude others. In the TPA process principals are turned into "technicians of behaviour" (Foucault, 1978/1995, p. 294), and, ironically, teachers are de-professionalized as they no longer need to concern themselves with the meaningfulness of their practice, but only with the teaching behaviours that fulfill the competency indicators on the TPA summative report form.

Under neoliberalism, education reform is captured in three interrelated policy technologies that serve to create a performative system, namely, an audit culture of targets and performance indicators, a regulatory system that delivers both rewards and punishments, and a competitive market environment that promotes consumer choice (Tang, 2011; Wilkins, 2011). Thus, performativity focuses on demonstrating what is presented as normal within a discourse that links accountability to judgments about outcomes and performance, and that renders teachers both agents and subjects of measurement (Perryman, 2006). Codd (2005) argues that this performative system erodes trust and degrades teaching as a profession, while Avis (2003) calls it "a context of conditional trust" (p. 329), suggesting that "the latest form of teacher professionalism operates within a model of trust that sees the teacher as a trusted servant rather than an empowered professional" (p. 329). These teacher performances, Ball (2000) writes, are "fabrications" (p. 9) produced purposefully in response to policy conditions that expect accountability, and while they are not outside the truth, neither do they offer a simple, direct representation of teacher practices: "Within the framework of performativity, academics and teachers are represented and encouraged to think about themselves as individuals who calculate about themselves, 'add value' to themselves, improve their productivity, live an existence of calculation" (p. 18).

### **The College of Teachers as Panopticon**

In the past, professions like teaching tended to exemplify responsible behaviour that upheld social values and represented an ethical code that inspired trust. Under neoliberalism, however, the competitive market society has replaced professional trust with contracts and surveillance, and the widespread adoption of the internet and the availability of inexpensive digital technology has made online reporting very easy. Thus the modern panopticon is not a piece of architecture, but a computer network that allows anyone anywhere to report on anything at any time. The OCT has capitalized on the public accessibility of the internet with a well-developed website and quick email links. In fact, the College receives about 1,500 expressions of concern annually, although fewer than 20% become formal, signed complaints (Cattani, 2007, March), and fewer still are taken up in discipline hearings.

Since the inception of the College, the OCT membership has responded consistently with letters to the editor of *Professionally Speaking* about the publication of discipline hearings that include “crude details” (Jilks, 2001, September) and issues that serve to create a “Workplace of Fear, where teachers must constantly second-guess all of their actions” (Ryan, 2008, March).

Cook (1999) addresses these concerns in detail:

The article “Gender Gap Widening Among Ontario Teachers,” in the June 1999 issue suggests that one reason men may not be entering the teaching profession, especially at primary levels, is the “fear of being seen as a child abuser or pervert.” All 18 disciplinary cases reported from September 1998 to June 1999 in *Professionally Speaking* [*sic*] are about men. Seventeen involve sexual misconduct, 16 of which are criminal.

Appropriately, discipline panels revoked, suspended or cancelled all 17 teaching certificates. . . . We cannot control the news media’s reaction to disturbing reports from

the Ontario College of Teachers. . . . But the College of Teachers should not underestimate its contribution to the development of a negative stereotype for male teachers. (December)

It is difficult to highlight stories about the best of the teaching profession in a world where sexual scandal tends to dominate the popular press. Most certainly, tales of good teaching will not sell newspapers or draw viewers to the evening newscast. Unfortunately, however uncomfortable it may be, the publication of tawdry details of criminal activity is not a new development, but a rather old one that has been reanimated for the purposes of the OCT (Foucault, 1978/1995). In fact, Foucault (1978/1995) notes:

The penalty must have its most intense effects on those who have not committed the crime; to carry the argument to its limit, if one could be sure that the criminal could not repeat the crime, it would be enough to make others believe that he [*sic*] had been punished. (p. 95)

In other words, the intended effect of the publication of hearings against teachers in *Professionally Speaking* is not to inform the membership about the regulatory work of the OCT, but rather to dissuade the membership from undertaking these kinds of behaviours or activities themselves.

As the interview questions I had prepared for my research participants indicate, I was expecting to investigate changes in pedagogy and teaching practice during a time of rapid education reform. Only one question, asking about the influence of the *Standards of Practice for the Teaching Profession*, addressed the OCT at all; however, this mention of the OCT triggered unexpected conversations with a number of my research participants about significant changes they had made in the ways they interact with students because of the OCT and the distinctive

blue pages that present the outcomes of the most recent disciplinary hearings. While I had had a long career as a teacher myself, I had failed to anticipate in designing my research that this was where the change in teaching practice would be found.

In Ontario, the issue of professional misconduct became the unavoidable focus of widespread public concern in response to the highly publicized trial of a Sault Ste. Marie teacher who had been allowed to sexually abuse his students with seeming impunity over a 20 year period. As a result, the Honourable Justice Sydney Robins was asked by the provincial government to undertake a review of professional misconduct in the teaching profession. The final report, *Protecting Our Students: A Review to Identify and Prevent Sexual Misconduct in Ontario Schools*, was completed in 2000, and the OCT response to it was published in *Professionally Speaking* in March, 2001. The subsequent advisory, *Professional Misconduct Related to Sexual Abuse and Sexual Misconduct* (Ontario College of Teachers, 2002), was the first professional advisory released by the OCT (Ontario College of Teachers, 2014b).

Despite the lack of precise statistics on the extent of sexual misconduct by teachers, Robins (2000) argues that a review of criminal cases, discipline and labour arbitration board decisions, and media accounts clearly demonstrates that a number of teachers have engaged in sexual misconduct and suggests in addition that many other incidents have occurred. Robins (2000) coined the broader term *sexual misconduct* to designate “offensive conduct of a sexual nature which may affect the personal integrity or security of any student or the school environment” (p. 202). Not only do teachers have a duty to avoid sexual misconduct themselves, along with any activities in general that might raise concern, they also have a duty to report the behaviour of other teachers if they suspect that it could lead to sexual misconduct. If this means that “there will be cases reported to a children’s aid society that ultimately, after investigation,

will not warrant criminal or disciplinary proceedings,” Robins (2000) sees this as “inevitable,” and a small price to pay for children’s safety (pp. 182-183). While it might be inevitable, is it acceptable to put teachers in the position of “defending their actions and having their lives turned upside down” (Ryan, 2008, March) in this way?

### **The Teacher At Risk**

Foucault (2007a) argues that “we are in a world of indefinite regulation, of permanent, continually renewed, and increasingly detailed regulation” (p. 340). The Robins Report (2000) contains 101 recommendations for change specifically targeting teacher-student sexual misconduct in elementary and secondary schools. What is problematic about the new, inclusive term *sexual misconduct* as coined by Robins (2000) to designate the full range of potentially sexually transgressive activities by teachers, is that an action does not require specific intent of a sexual nature to be deemed sexual misconduct. In other words, a teacher can be found guilty for an act that is interpreted as inappropriate by others, even if it can be demonstrated that there was no criminal or sexual motivation behind that act on the teacher’s part. As a result, the OCT warns that “even though an action or event may seem to be in a student’s best interest, members need to consider thoroughly the implications and appearance of the action or event beforehand” (Ontario College of Teachers, 2002, p. 3). To be written up and put on public display as the next discipline case in the blue pages of *Professionally Speaking* is second only to time in prison as every teacher’s worst nightmare.

The teacher who understands that working with other people’s children has become a socially dangerous activity is careful and cautious about interactions with students, and attempts to anticipate situations with students that might risk being perceived as inappropriate in order to avoid them. This teacher has internalized the outsider’s gaze and self-consciously focuses on

maintaining proper professional boundaries with students at all times. Even so, such a teacher can never be fully assured that there is no possibility for misapprehension on the part of a student.

The increased social awareness of risk and growing concerns about risk management have created a paradoxical situation: both teacher and child are at risk. Ekberg (2007) notes that the emergent risks of the risk society are not only theorized as constructs of competing social, political and commercial powers, they are also understood as perceived risks rather than actual risks. This means the risks may be real or imaginary, but people believe the threats are real whether or not they actually exist. (p. 350)

The risks as such to students and teachers are real. While the statistical probability of such an occurrence is hard to calculate, compared to a car accident, for example, wide media coverage of allegations of sexual abuse by a teacher is assured. The retraction of such an allegation will receive far less media attention, and the penalty to a student who makes such a false accusation is none. Whether accused and guilty or accused and innocent, a teacher's professional life is never the same.

### **The Safe Teacher**

The discourse of the "deviant" teacher circulates outside the realm of formal education policy, and the necessary competencies for the "safe" teacher will not be found in any teacher evaluation documents. There are no competency standards or performance outcomes included in the TPA to assess the degree to which an individual teacher has understood and implemented "safe practice" protocols as advised by the OCT or the teacher federations (see, for example, Ontario College of Teachers, 2002). Nonetheless, Jones (2004) argues that the teacher who understands teacher professionalism as including safe practice to mitigate the risk of accusations

of abuse represents a new professional subject. In fact, McWilliam and Jones (2005) argue that it is impossible for a teacher who is a professional to ignore the rules about touching children appropriately or to not actively work against being in a situation where he or she is alone and unsupervised with a child. Thus the concerns that had long marked the professionalism of gay male teachers were suddenly universalized to all teachers. Given the social conditions that have made documents outlining child protection policies and protocols in schools necessary, these documents not only serve to provide guidelines for teacher conduct, but they also serve as prescriptive texts that make individual teachers more risk-conscious and therefore more professional (McWilliam & Jones, 2005). Ironically, surveillance is the most important characteristic of the safe school or classroom, and risk-aware teachers actively seek to be visible with students at all times; however, in an era fixated on child abuse, observations by outsiders to the situation still hold the possibility of misinterpretation and wrongful accusation. The result is an inversion of the commonly held notion of the vulnerable child, to see the child as potentially threatening instead. Surveillance becomes less about assuring the innocence of the teacher and more about protection against the accusing child (Jones, 2004). McWilliam and Jones (2005) conclude that “while male teachers may seem to be the most likely targets of accusations, given the evidence we have about the perpetrators of child abuse, it is clear that all teachers have to perform the identity work commensurate with the ‘safe’ teacher” (p. 115).

More than any other technology of governmentality, the Robins Report (2000) shifted teacher practice in ways that have little to do with improved pedagogy and more to do with crafting a teacher subjectivity that is always vigilant to avoid impropriety and dangerous accusations. The constant visibility that teachers are required to maintain is a double-edged sword that both guarantees witnesses and also threatens misunderstandings when outsiders



observe situations to which they are not a party. Regardless, the OCT, defender of the public interest, is ever ready to receive allegations of professional misconduct.

### **Neoliberalism and Teacher Professionalism**

The international focus on education reform that seeks to reshape the teacher through technologies of performance in order to meet the needs of a global economy is well-documented (Maguire, 2010), but there is still little critical literature that examines the effects of these reforms on teachers at the level of the classroom (Robertson, 2000). For the performative neoliberal teacher, the list of competencies in the teacher evaluation documents have become their own self-justification; it is no longer necessary to have any kind of pedagogical rationale that grows out of specific student needs. In terms of the importance of professionalism in shaping an identity for teachers, Luke (2004) goes so far as to argue that the traditional circumstances on which the concept of professionalism was based have been “destabilized and historically superseded” (p. 1436) so that a vision of teaching as “cosmopolitan” in relation to the “contexts and consequences of cultural and economic globalisation” (p. 1429) is more appropriate; in other words, Luke sees the attempt to defend a system of schooling and a version of the teacher that has been deeply tied to industrialism as simplistic. Nonetheless, the idea of professionalism as an ideal for teachers continues to be an important ideological means by which the state strives to assert control over teacher identity and the work that teachers do (Kennedy, 2007; Mockler, 2005).

Foucault (1997) was particularly interested in the ways that individuals are constituted as subjects who are governed by others while simultaneously capable of governing themselves. As a subject, the individual is captured within the ongoing possibilities and limitations of the practices of his or her social world. Within the dance of power relations that Foucault (1997) saw

as foundational to a shared social world, this must include the potential for resistance: “In power relations there is necessarily the possibility of resistance because if there were no possibility of resistance (of violent resistance, flight, deception, strategies capable of reversing the situation), there would be no power relations at all” (p. 292). Thus Foucault offers a way of thinking about freedom, choice, and resistance at the level of the individual subject and what is possible in the circumstances of that subject’s life in this moment without recourse to grand narratives (Ball & Olmedo, 2013). The teacher as subject represents this doubled process of both constitution by others and self-constitution in response to a range of practices of power and educational games of truth in a time when neoliberalism has placed its highest value on competition as the underlying logic of exchange. Thus Ball and Olmedo (2013) write:

Resistance to dominant discourses(s) and the technologies in which they are shaped, implies that we must change our understanding of what being a teacher is all about. All of this involves constant and organised work on the self, that is, the “establishment of a certain objectivity, the development of a politics and a government of the self, and an elaboration of an ethics and practice in regard to oneself.” (Foucault, 1997, p. 117 quoted p. 93)

Teachers, Ball and Olmedo (2013) suggest, should take up locally enacted practices of “concrete liberty” (p. 94) that are created through individual acts of resistance and a reclaimed self-definition.

Sachs (2003) aims her critique of education under neoliberalism at a higher level of policy: whose interests are served by professional teaching standards? She notes that a common sense understanding of teacher professional standards presents an uncritical view that makes the creation of a regulatory framework to provide for quality seems sensible, even if that quality is

largely undefined. However, she continues: “It is questionable that the publication and implementation of professional teaching standards will somehow transform the public’s perception of teachers and the value that is placed on teachers” (p. 181). This is certainly true in the case of Ontario teachers who have seen little positive effect with the general public since the publication of the first set of *Professional Standards for the Teaching Profession* by the OCT in 1999. Hargreaves (2000a) notes:

One of the key initiatives here for teachers’ professional effectiveness and public credibility is for them *to set and meet an exacting set of professional standards of practice*. Although there is increasing support across the world for this idea, these standards are often viewed as things that other people set for teachers (as with the Teacher Training Agency in England), as something that an elite of appointed teachers sets for a minority of their colleagues who voluntarily commit to them (as with the National Board of Professional Teaching Standards in the United States, or as something that teacher representatives of a unionist tradition use to describe and justify existing levels of practice instead of trying to raise them to a higher level (Ontario College of Teachers). . . . Until such commitment is made, teaching will continue to lack professional credibility in the public’s eyes. (emphasis in original, p. 171)

Nonetheless, Sachs (2003) argues that the development and oversight of professional standards must be the purview of practising teachers, and any attempt by government to impose professional standards on teachers as a regulatory framework should be resisted (see also Ingvarson, 1998).

Whitty (2000), Locke (2001), and Goodson (2000) all call for a process of reclamation of teacher professionalism. Noting that Foucault identified the trade unions and political parties that

developed in the 19<sup>th</sup> century as new forms of association that were able to provide a counter-balance to the power of the state, Whitty (2000) suggests that modern versions of these types of associations might counter the neoliberal state and the power of the market. At the level of the individual teacher, Locke (2001) explains that for such a renewal of teacher professionalism to take place members of the profession need to establish a common understanding of what professionalism means, create a shared vision, develop supportive networks, engage public sympathy, and earn public trust. However, Goodson (2000) argues that renewed teacher professionalism should be founded on a concern for care because “teaching is, above all, a moral and ethical vocation, and a new professionalism needs to reinstate this as the guiding principle” (p. 188). In sum, the idea of teacher professionalism has become clouded and the solutions offered for mobilizing a renewed teacher professionalism are divergent enough that it raises the question of whether the terms *professional* and *professionalism* are still applicable to teachers under neoliberalism or whether these terms should be abandoned as meaningless in the context of global education reform. It is worth reconsidering Etzioni’s (1969) designation of teaching as a semi-profession and the limitations that are imposed on a teacher agency that remains less than fully autonomous.

Among those who write about the future of public education as a public good that serves democratic ends, there is concern that teachers must confront the new educational discourse of “effectiveness, efficiency, ‘bottom line improvements’, [and] measurability and accountability to a narrow set of standards and expectations” (Mockler, 2005, p. 733). The new moral claim for teachers under neoliberalism focuses on individualized benefit to particular students over expertise that might benefit all students as a collective. Against such a vision of teaching, qualities like active trust (Mockler, 2005; Sachs, 2000), risk-taking (Mockler, 2005), and a

generative politics (Sachs, 2000) are proposed to open up the teaching profession to the formation of broad-based networks and associations that include not only teachers but also parents, university researchers, and members of the community (see also Hargreaves & Shirley, 2009) who share a passion for education that is based in social justice, fairness, and equality (Kennedy, 2007). Hargreaves (2000a) writes:

When the arteries of communication to government are blocked—as they are where governments remain under the sway of neo-liberal market ideologies, and have minimal commitment to public education and public life—then teachers must build a by-pass around governments, and capture the public imagination about education and teaching today, on which governments and their electability ultimately depend. (p. 175)

This expanded vision of public education is one that the teachers I interviewed have yet to embrace.

## **Conclusion**

The ideal of teacher professionalism in Ontario as found in the formal documents that govern teacher evaluation has not changed as a result of the education reforms enacted between 1990 and 2010. In fact, if only the documents are taken into consideration, it would appear that beyond superficial changes in formatting and computer-scripted semantics, the qualities that have always defined teacher professionalism continue to hold. In other words, changes in expected teacher practices will not be found in the documents that are used to evaluate teachers.

Instead, another understanding of the professional teacher circulates in tandem with the ideal of the skilled practitioner, and this understanding has been shaped by the recommendations from the investigation into teacher sexual misconduct undertaken by Robins (2000). While sexual misconduct by teachers has always been a criminal offense in Ontario, in the past it was

seen as a rare occurrence perpetrated by a social deviant. The role of the OCT as a second disciplinary technology specifically directed at teachers is a new development since 1996. Through its power to hold hearings, impose penalties, and both grant and revoke teaching licenses, the OCT has become the perfect disciplinary technology for the teaching profession. The blue pages in *Professionally Speaking*, the OCT magazine, are recognized by every teacher in the province as a form of name and shame that presents professional misconduct as a cautionary tale for the OCT membership. These pages have come to stand for the disciplinary power of the OCT, and the distinctive blue colour ensures that no time is wasted in searching for this section of the magazine. For most teachers, the ultimate professional humiliation would be to find oneself the subject of a discipline report distributed to the teachers of the province in the blue pages of *Professionally Speaking*. Rose (1999) observes that

when the nineteenth century constitutional doctrines of liberty, rights, and the rule of law proclaimed limits upon the use of state power to intervene into the lives of citizens, they presupposed an individual endowed with personal responsibilities for the social consequences of their acts and propensities for the self-regulation of conduct. . . . One should, of course, not underestimate the use of coercive powers to enforce morality.

(p. 227)

For those teachers who fail to learn by example, the full weight of the disciplinary apparatus of the OCT will be brought into play.

As long as the OCT sustains and feeds the discourse of the teacher-as-potential-pedophile, it will continue to be impossible to encourage greater numbers of men to consider a career as teachers. In addition, as long as teachers fear the accusation of inappropriate touch because of this discourse-of-deviance, the warm relationship that children ought to enjoy with

their teachers will always be compromised. The role of teachers as shapers and managers of children's behaviour has always been conflicted, but it needs to be remembered that not so long ago, strapping a child for misbehaviour at school was considered perfectly normal. Foucault (1978/1995) observes that "we are neither in the amphitheatre, nor on the stage, but in the panoptic machine, invested by its effects of power, which we bring to ourselves since we are part of its mechanism" (p. 217). Teachers have become both the watchers and the watched.

## Chapter 7

### Concluding Summary

This research study focused on the professional skills and attributes that were identified as qualities of the professional teacher in teacher evaluation documents used between 1990 and 2010. The OCT released its original *Standards of Practice for the Teaching Profession* in 1999, and provided the first explicit description of what Ontario teachers are expected to know and be able to do. This statement of good teaching practices was never intended to be the basis of a teacher evaluation program; however, one of the claims that the Ministry of Education made for the legitimacy of its new TPA document in 2002 was that it was based on the *Standards of Practice for the Teaching Profession* written by the OCT.

To summarize the OCT document: as professionals, teachers are fair and respectful as well as caring and committed. They are dedicated and encourage students to grow as individuals, lifelong learners, and contributing members of society. Teachers as professionals know the curriculum, the subject matter, the student, teaching practice, and legislation related to education. They communicate effectively and they are flexible. Teachers as professionals apply professional knowledge, evaluate student progress, and reflect on their practice. They are both leaders and collaborators in the school community, and they are lifelong learners themselves.

Although the documents I studied ranged from completely anecdotal summative evaluations to summative evaluations that were highly structured with behavioural indicators and competency statements, the essential skills and aptitudes that identified the teacher as a professional all came back to a variation of the statements noted above.



## **The Study**

This qualitative study undertook an investigation into teacher professionalism by examining the influence of education reform on the role of teacher evaluation in establishing the ideals of teacher professionalism. The study examined teacher evaluation documents over a two decade period, 1990-2010, that was marked by an intense focus on reforming education policy and practice in Ontario. In addition to tracing the changes in language and teacher evaluation practices in the policy documents, the study brought into the foreground the voices of principals and teachers who were required to work with these documents throughout the two decade period in Ontario public schools. Semi-structured interviews with these educators who were responsible for both implementing and undergoing the teacher evaluation practices highlighted the policy effects at the point of their active realization in the schools with practising teachers. The centrepiece of this two decade period, however, was the legislated creation of the Ontario College of Teachers in 1996 which completely reformed the professional governance of teachers in the province of Ontario. Suddenly teacher evaluation across the province was brought into a mandated compliance with a centralized bureaucracy that had the power to grant or withhold the licensing required to be employed as a teacher in the public schools of the province.

Drawing on key conceptual tools developed by Foucault, such as discourse (1972/2010), subjectivity (1984c), power (1980), governmentality (1978/1995), and panopticism (1978/1995), the data from the documents and the interviews was analyzed to understand how a particular discourse of teacher professionalism was taken up in teacher evaluation policy and enacted in teacher evaluation practices that were eventually enforced province wide. More importantly, how the principals and teachers who worked with these documents understood and implemented them

and with what effects becomes central to understanding how new practices that are mobilized by education reform become integrated into teachers' professional practices.

### **The Findings**

The broad, descriptive sweeps of the anecdotal teacher evaluation reports gave way to teacher appraisals based on specific, observable, generic performance indicators. Both the outstanding teacher and the truly awful teacher were unaccounted for in a managerial approach to assuring the adequate teacher. The principals I interviewed, nonetheless, remained hopeful that the dialogue surrounding the classroom observation of an individual teacher would give them the opportunity as experienced educators to offer useful advice to help a teacher improve his or her practice on an individual basis. The teachers I interviewed, on the other hand, saw the evaluation process as simply another part of their job that had to be done. They were careful not to take risks in their teaching during the class that was being observed, and to make sure that the teaching behaviours targeted by the performance indicators were easily visible for the observing principal. Beyond a respect for the quality of the relationship a teacher might share with an individual principal, there was no guarantee that the teacher's practice would change as a result of the teacher performance appraisal.

One education reform, however, did cause significant change in the ways teachers shaped their professionalism. The OCT, which had been created by the provincial government to assume the responsibility for regulating the teaching profession in the public interest, was seen initially as a benign presence in the professional lives of most Ontario teachers. This changed dramatically with the release of the Robins Report on sexual misconduct by teachers in 2000. A new professional identity was introduced: the safe teacher. The safe teacher is hyper-vigilant that his or her interactions with students do not have the potential to lead to accusations of sexual

misconduct. In this discourse, the professional teacher also demonstrates that he or she is a safe teacher who avoids touching students, never works with a student alone, and is always visible. These teaching competencies will not be found in a TPA summative report, but they are central to understanding how the ideal of the teacher as a professional has shifted.

### **The Research Questions**

The research question that guided this study was: How has the reform of professional governance through the creation of the OCT, as part of an ensemble of broad neoliberal education reform policies enacted between 1990 and 2010, changed the official discourse of teacher professionalism and with what effects? To answer this overarching question, four sub-questions also had to be considered:

1. How were teachers in Ontario evaluated in the decade before the establishment of the OCT and in the decade after?
2. How did supervisory personnel understand the processes of evaluating teachers in the decade before the establishment of the OCT and in the decade after?
3. How did teachers understand the processes of evaluating teachers in the decade before the establishment of the OCT and in the decade after?
4. What were the effects on teachers' sense of themselves as professionals and on their professional practices?

The first sub-question considered the teacher evaluation documents before and after the creation of the OCT. The professional qualities that were considered essential for the teacher did not change over the time period from 1990 to 2010. These qualities were formally recorded by the OCT in 1999 as the *Standards of Practice for the Teaching Profession*, but this document had little impact. What did change was the way these qualities were reported. The holistic style

of the free flowing early anecdotal reports that were able to consider how an individual teacher wove together multiple factors to create a quality learning experience for all students gave way later to a technocratic list of bulleted performance indicators that teachers were expected to demonstrate as proof of their competence. By emphasizing generic indicators of performance, the later documents left little room to report on what made an individual teacher truly outstanding. In addition, the advances in technology that brought in word processing and computer templates as tools for reporting on teacher evaluation also brought in scripted, generic comment banks for principals to use. In these final summative reports little was left of the unique individuality of the teacher at all.

The second sub-question considered the role of the principal and his or her understanding of the professional qualities contained in the teacher evaluation documents that were implemented between 1990 and 2010. The principals I interviewed did not see that the qualities of the professional teacher changed perceptibly during the two decade period under investigation, only the complexity of the reporting task that they were required to accomplish. In many ways, despite the obligation to be more creative, the anecdotal-style reports were far more satisfying to write. The addition of 133 mandatory performance indicators that dominated the initial attempt at establishing a teacher performance appraisal system in Ontario was daunting for both the principals and the teachers I interviewed. Although subsequent versions of the TPA (2007, 2010) document reduced this reporting requirement, the sixteen competencies that form the focus of the TPA (2002, 2007, 2010) summative report preclude any broader discussion of innovative practices or novel approaches in teaching. Current summative reports distinguish only minimum levels of teaching competency and say nothing about the qualities that make an individual teacher exceptional.

The third sub-question considered the teachers' understandings of the professional qualities that were highlighted in the teacher evaluation documents. Only the early teacher evaluations completed by the superintendent in the days of the Teachers Colleges inspired a certain nervous fear because of the high stakes attached to teacher certification: an interim teaching certificate required two successful years of teaching in order to become permanent. The later teacher evaluation process which became part of the principals' assignment was viewed as a necessary inconvenience that came with the job, but essentially said little to the teachers I interviewed about who they were as teachers. The validation of their role as successful teachers did not come from the TPA summative report, but from the students and the parents in the broader school community.

The fourth sub-question considered the effects of the changes in governance generally and evaluation specifically on teachers' sense of themselves as professionals. Beyond the annual membership fee that now had to be paid, the OCT had little formal impact on teachers. Teachers and the government both tended to disregard the OCT, neither consulting with it about intended education legislation as a government nor cooperating with it in the implementation of the Professional Learning Plan as teachers. Increasingly viewed as an adversary, the OCT saw teacher participation drop precipitously. The claim that the TPA (2002) document was linked to the OCT *Standards of Practice for the Teaching Profession* (1999) did little to generate widespread acceptance for it. Not even the OCT could provide legitimacy for the teacher evaluation agenda implemented by the Ministry of Education in the TPA policy. In the interview sample, the teachers' sense of themselves as professionals remained unaffected by either the OCT in its official role or the TPA practices. Perhaps because they saw so little professional

value in the OCT or the TPA, the teachers I interviewed continued to find their sense of themselves as professionals in the classroom.

The four sub-questions point to the main research question that formed the basis of this study, namely, how the creation of the OCT changed the ideal of the professional teacher and with what effects. In essence, the ideal of the professional teacher found in teacher evaluation documents changed very little over the two decade period. How the qualities of the teacher as a professional were reported, however, became increasingly technocratic after the creation of the OCT and the launch of the TPA (2002) process. The precision with which specific teaching behaviours were defined as performance indicators narrowed the scope of teacher evaluation to serve the needs of school board accountability. Meanwhile, the disciplinary mandate of the OCT as a regulator in the public interest quickly overshadowed other aspects of its role in teacher licensing and program accreditation. With the release of the Robins Report (2000) on sexual misconduct by teachers, the idea of any teacher as a potential sexual offender was suddenly popularized. Thus the professional teacher was now also required to be a safe teacher who knew how to guard against any suspicion of sexual impropriety with students. The fear of being reported to and disciplined by the OCT was sufficient to change teachers' behaviour with students in important ways that minimized touching and maximized self-surveillance. The OCT, as panopticon, had become the new, supervisory presence *in absentia* that would oversee teachers' actions and ferret out sexual misconduct.

### **Significance**

This study is significant because little research has been done to investigate the range of effects of education reform on Ontario teachers over time. The organizational restructuring of the school boards in Ontario and the subsequent rewriting of teacher evaluation documents as part of

a process to standardize and centralize teacher evaluation across the province changed a diverse system of rich anecdotal reporting on teacher competence to a narrow focus on specific teaching competencies and identified performance indicators. This refocusing of teacher evaluation as observable teaching behaviours follows a pattern in teacher evaluation that has been advocated globally (see, for example, OECD, 2013).

The role of the OCT has also received relatively little attention. With the dissolution of the College of Teachers in British Columbia, the OCT remains the only such institution in Canada (Ontario College of Teachers, 2011). The OCT allows the provincial government to carry out policy at a distance without seeming to do so; in other words, it functions as a panopticon and is clearly an instrument of governmentality. The disciplinary effects of the OCT on Ontario teachers' behaviour with students in classrooms and schools more broadly have been significant. There has been a chilling effect on teachers that recommends caution before intervening with students in any way that has the potential to be deemed inappropriate.

Ontario teachers are also tightly caught in a web of provincial legislation designed to defend against sexual misconduct by those who work in schools. Above all, in a climate of concern about child safety, the professional teacher must openly demonstrate safe practices with children. The social mistrust of teachers and their sexuality is not unique to Ontario, and this study adds to the growing body of literature that examines sexual misconduct and professional safety globally among those who work with children (see, for example, Jones, 2004; McWilliam & Jones, 2005).

### **Further Research**

This inquiry into education reform and the changing ideals of the good teacher opens up several interesting possibilities for further research. First, the declining number of men who

choose to make teaching a career should not be surprising given the general mistrust of teachers' sexuality and the specific suspicion that men who wish to work with young children have questionable motives. This discourse of distrust needs to be investigated and problematized. How might men be truly welcomed into the teaching profession, particularly as teachers of young children?

Second, the adversarial role of the OCT vis-à-vis teachers needs to be examined. The OCT was intended to be the professional voice of Ontario teachers; however, the province's teachers are now largely disaffected as the declining rates of participation in the OCT elections demonstrate. As the professional body representing teachers, is the OCT facing a crisis of disengagement by the teaching profession it is deemed to represent? What would be required to truly revitalize the OCT?

Third, new directions for teacher evaluation in Ontario need to be explored. The current TPA summative report has not been reviewed in over a decade. A nation like Finland, for example, with its highly successful education system has no formal teacher evaluation policy at all (Sahlberg, 2011). What might a progressive agenda for teacher development look like?

## **Conclusion**

Ultimately it might be said that the professional skills and qualities that identify the professional teacher can be distilled into two words—knowledge and practice—regardless of how competency statements are edited or behavioural indicators are grouped. However, knowledge without experience is insufficient, and experience without knowledge is shallow indeed: there is a chemistry in good teaching that requires a shifting mix of both. This shifting mix of knowledge applied to practice is almost impossible to capture in a collection of competency statements on static teacher appraisal forms no matter how many performance



indicators are attached to them. It becomes especially difficult for an experienced teacher to find any professional merit in such a superficial evaluation of teaching practice. Fortunately for the teacher, as long as the evaluation is deemed to be satisfactory, the consequences of such an evaluation are minimal.

The professional teacher, however, is also a safe teacher. This teacher who is risk savvy with students is found in a discourse generated by the OCT, not education policy, and yet there are real and serious consequences through the OCT for any teacher who fails to take appropriate precautions and maintain what are perceived to be adequate professional boundaries with students. The change in teachers' practices that has resulted from the education reforms between 1990 and 2010 is not at the lofty level of instruction and pedagogy, but at the mundane level of managing children's bodies on a day to day basis to avoid any situation that might be deemed inappropriate. The OCT as panopticon is always ready to receive and investigate charges and punish sexual misconduct.

This new, self-protective professional identity does little to enrich the experiences of children in the classroom, and it adds a nervous edge, a sense of constantly looking over one's shoulder, to the work that teachers do. However, the ideal of the safe teacher is not unique to Ontario teachers, but has also been described in research by scholars writing in New Zealand and Australia. To the extent that the qualities of the safe teacher appear to suggest a new, global identity for teachers, an interesting sequel to this research would be a comparative study of the conditions of education reform across a sampling of countries to investigate the ways in which this ideal is being incorporated into the discursive concept of the professional teacher more broadly.

Foucault (1984b), who did not see his role as being one of fixing things but rather as one of problematizing them, observes:

It is true that my attitude isn't a result of the form of critique that claims to be a methodical examination in order to reject all possible solutions except for the valid one. It is more on the order of "problematization"—which is to say, the development of a domain of acts, practices, and thoughts that seem to me to pose problems for politics. (p. 384).

The creation of the OCT and the implementation of the TPA were both political solutions to the problem of assuring teacher quality as part of an education reform agenda. For teachers, they were not, however, the only possible solutions, nor were they even necessarily the best solutions. Similarly, the discursive development of the safe teacher as an additional professional ideal for teachers appears to be another solution to the problem of regulating teacher behaviour in Ontario. Of course teachers should not be indecently assaulting students, and by far the vast majority of them are not, so this becomes one solution among a number of possible solutions to the problem of controlling this single aspect of professional behaviour among a population of teachers. Foucault (1984b) argues that "it is a question of a movement of critical analysis in which one tries to see how the different solutions to a problem have been constructed; but also how these different solutions result from a specific form of problematization" (p. 389). When the historically situated, socially constructed, changing nature of particular problems and their solutions is made evident, it becomes possible to think differently about both the perceived problems and the solutions that have been enacted: it becomes possible to think otherwise. A number of scholars have called for an engaged teacher professionalism, whether postmodern (Hargreaves, 2000), activist (Sachs, 2000), principled (Goodson, 2000), critical (Locke, 2001),

transformative (Mockler, 2005), or democratic (Kennedy, 2007). Such teacher professionalism commits to broad-based, inclusive communities of practice; to an ethical code of practice; to care; to the moral and social purposes of what is taught; to continuous learning; and to a generative politics. Teachers can, should, and must reclaim this educational territory.

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## Appendix A



The Board of Education for the City of London

### TEACHER OR DEPARTMENT ASSISTANT EVALUATION

FORM A

TEACHER Janice Pennycook SCHOOL Clarke Road Secondary School

SUBJECT OR GRADE French DATE 90 06 21  
yy mm dd

Total Experience in London 9 Years Outside London \_\_\_\_\_ Years

**TEACHING PERFORMANCE** (e.g. strategies, planning, quality of teaching, student evaluation strategies, preparation, timing, overall effectiveness)

Jan's classroom provides an environment which reflects the teaching of modern languages and is conducive to it. Care is taken to direct the students to actively participate in listening and speaking in French as well as maintaining notebooks. The students are comfortable in taking risks and co-operate actively with Jan and each other. Jan's class management and organization results in a good learning environment. She uses effective strategies appropriate to the teaching of French.

**PERSONAL QUALITIES** (e.g. warmth, understanding, sense of responsibility, enthusiasm, creativity, ability to communicate)

Jan has the respect of her students and a good working relationship with them. She has high expectations of her students and is able to convey her interest in the subject to them. She looks after her classes and her assigned duties responsibly. She has good communication skills with a larger audience as well as on a one-to-one basis.

**GENERAL CONTRIBUTION TO SCHOOL** (e.g. extracurricular, leadership, professional development, involvement with students)

Jan has carried out her assigned duties in the school in a responsible manner. She is a member of the Moderns Council and will be on French Transition Years team. She attended the OMLTA conference this year and took over as school communication rep for the OSSTF.

She is on the teacher advocacy team, the co-operative learning group, and assisted with the yearbook.

**GENERAL REMARKS** (include basic strengths, suggestions for improvement and further growth, if applicable)

Jan is an effective teacher of Modern languages. She has a good learning atmosphere in her classroom and a good rapport with her students.

Jan has supported the extracurricular life on the school in past years and her participation next year would be appreciated. She is going to reactivate the Animation Francais Club.

GENERAL ASSESSMENT (check one)  SATISFACTORY  UNSATISFACTORY

Person evaluated may comment on an attached sheet, if desired.

Janice Pennycook  
 Teacher Signature  
 Acknowledging Receipt of Report

\_\_\_\_\_  
 Evaluator's Signature



**TEACHER OR DEPARTMENT ASSISTANT EVALUATION**

**FORM A**

The Board of Education for the City of London

TEACHER Jan Pennycook SCHOOL Clarke Road Secondary School  
 SUBJECT OR GRADE French FSF1G, FSF2A DATE 92 06 24  
yy mm dd  
 Total Experience in London 11 Years Outside London 7 Years

**TEACHING PERFORMANCE** (e.g. strategies, planning, quality of teaching, student evaluation strategies, preparation, timing, overall effectiveness)

Ms. Jan Pennycook's teaching reveals good planning which includes the use of a variety of techniques and strategies. She includes much interaction with students, audio-visual aids, student-prepared materials, and collaborative group activities. Overall, Ms. Pennycook is a very effective teacher.

**PERSONAL QUALITIES** (e.g. warmth, understanding, sense of responsibility, enthusiasm, creativity, ability to communicate)

Jan Pennycook demonstrates a sensitivity to the needs of her classes as groups and to the individuals in them. Her personal interests are included freely; her communication is thorough, clear, enthusiastic, and very well articulated. Ms. Pennycook retains an effective flexibility on which she calls as necessary in response to the variety of events and student responses which occur.

**GENERAL CONTRIBUTION TO SCHOOL** (e.g. extracurricular, leadership, professional development, involvement with students)

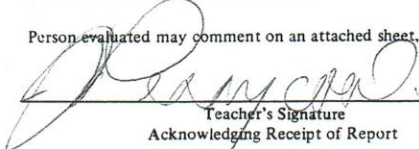
Ms. Pennycook's contributions are made to all levels of our system. She is active within the Moderns Department in special projects such as their Quebec ski trip. At the school level she is on the TAG Team steering committee for Grade 9 students and initiated the Gender Issues Committee to help coordinate student activities in this area. Projects have included a school display, a self defense program and liaison with the sex assault centre. Ms. Pennycook co-authored a Board document - The Pregnancy/Parental Leave Booklet and supports OSSTF work as a co-editor of Four Front.

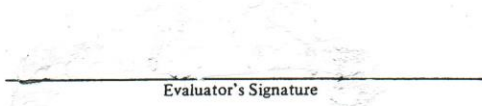
**GENERAL REMARKS** (include basic strengths, suggestions for improvement and further growth, if applicable)

Jan Pennycook's personal interest in broadly inclusive aspects of education, her sensitive approach to planning and managing in the classroom and her enthusiasm and energy combine to make her a valuable member of our school staff.

GENERAL ASSESSMENT (check one)  SATISFACTORY  UNSATISFACTORY

Person evaluated may comment on an attached sheet, if desired

  
 Teacher's Signature  
 Acknowledging Receipt of Report

  
 Evaluator's Signature

## Appendix B



**THE ELGIN COUNTY BOARD OF EDUCATION  
TEACHER SUMMATIVE EVALUATION FORM**

Teacher's Name \_\_\_\_\_ Contract: Perm \_\_\_\_\_  
 Prob \_\_\_\_\_  
 School \_\_\_\_\_  
 Lesson Evaluations Attached: Yes \_\_\_\_\_ No \_\_\_\_\_

		SAT.	NOT SAT.	COMMENTS
<b>PLANNING AND ORGANIZATION</b>				
1. Uses written lesson plans.				
2. Sequences skills and concepts appropriately.				
3. Plans for individual differences and needs.				
4. Adjusts physical environment to accommodate learning activities.				
5. Organizes materials.				
6. Ensures health and safety of pupils.				
<b>INSTRUCTIONAL TECHNIQUES AND EVALUATION</b>				
1. Communicates lesson objectives to students.				
Gives clear directions and assignments.				
Uses a variety of presentation techniques.				
Uses a variety of materials, equipment, and technology.				
5. Encourages divergent points of view, originality and creativity.				
6. Provides activities that encourage thinking, problem-solving, and decision making.				
7. Summarizes lessons.				
8. Uses appropriate evaluation techniques.				
9. Provides appropriate guided and independent practice.				
10. Monitors student progress to improve instruction.				
<b>MANAGEMENT AND MOTIVATION</b>				
1. Promotes self-discipline, responsibility, respect for others, and positive self-worth				
2. Uses appropriate management techniques.				
3. Sets expectations commensurate with student abilities.				
4. Generates enthusiasm.				
5. Stimulates interest.				
6. Establishes the relevance of learning.				
7. Uses non-verbal communication effectively.				
Maximizes student time on task.				
Works with students in a fair and consistent manner.				

	SAT.	NOT SAT.	COMMENTS
<b>RELATIONSHIPS</b>			
1. Conferences with parents effectively.			
2. Communicates and co-operates with staff.			
3. Assists in promoting positive parent and school-community relations.			
4. Participates in extra-curricular activities.			
5. Participates in system activities.			
<b>PERSONAL AND PROFESSIONAL DEVELOPMENT</b>			
1. Demonstrates proficiency in content areas, basic skills, oral and written communications.			
2. Demonstrates professional commitment.			
3. Demonstrates intellectual curiosity, initiative, loyalty, punctuality, flexibility, and a positive professional image			

SUMMARY STATEMENTS/RECOMMENDATIONS

Overall Evaluation:      Satisfactory       Unsatisfactory

\_\_\_\_\_  
Date

\_\_\_\_\_  
Evaluator

\_\_\_\_\_  
Teacher Signature (indicating receipt)

- Original Copy to Teacher
- Copy to School Office
- Copy to Board Office

B.2.3



THE ELGIN COUNTY BOARD OF EDUCATION  
TEACHER SUMMATIVE EVALUATION FORM

Permanent: 1 per 3 years  
Probationary: 1 per year

Teacher's Name \_\_\_\_\_ Contract: Perm \_\_\_\_\_ Prob \_\_\_\_\_

School \_\_\_\_\_ Lesson Evaluations Attached: Yes \_\_\_\_\_ No \_\_\_\_\_

	Sat.	Not Sat.	COMMENTS
<b>PLANNING AND ORGANIZATION</b>			
1. Uses written lesson plans.			
2. Sequences skills and concepts appropriately.			
3. Plans for individual differences and needs.			
4. Adjusts physical environment to accommodate learning activities.			
5. Organizes materials.			
6. Ensures health and safety of pupils.			
<b>INSTRUCTIONAL TECHNIQUES AND EVALUATION</b>			
1. Communicates lesson outcomes to students.			
2. Gives clear directions and assignments.			
3. Uses a variety of presentation techniques.			
4. Uses a variety of materials, equipment, and technology.			
5. Encourages divergent points of view, originality and creativity.			
6. Provides activities that encourage thinking, problem-solving, decision making, and technology.			
7. Summarizes lessons.			
8. Uses appropriate evaluation techniques.			
9. Provides appropriate guided and independent practice.			
10. Monitors student progress to improve instruction.			
<b>MANAGEMENT AND MOTIVATION</b>			
1. Promotes self-discipline, responsibility, respect for others, and positive self-worth.			
2. Uses appropriate management techniques.			
3. Sets expectations commensurate with student abilities.			
4. Generates enthusiasm.			
5. Stimulates interest.			
6. Establishes the relevance of learning.			
7. Uses non-verbal communication effectively.			
8. Maximizes student time on task.			
9. Works with students in a fair and consistent manner.			

<b>RELATIONSHIPS</b>	Sat.	Not -Sat.	COMMENTS
1. Conferences with parents effectively.			
2. Communicates and cooperates with staff.			
3. Assists in promoting positive parent and school-community relations.			
4. Participates in extra-curricular activities.			
<b>PERSONAL AND PROFESSIONAL DEVELOPMENT</b>			
1. Demonstrates proficiency in content areas, basic skills, oral and written communications.			
2. Demonstrates professional commitment.			
3. Demonstrates intellectual curiosity, initiative, loyalty, punctuality, flexibility, and a positive professional image.			
<b>RECOMMENDATIONS:</b>			
<b>SUMMARY COMMENTS:</b>			

OVERALL EVALUATION:    Satisfactory     Unsatisfactory

\_\_\_\_\_  
Evaluator

\_\_\_\_\_  
Date

\_\_\_\_\_  
Teacher's Signature (indicating receipt)

For use by:    Principal/Vice-Principal

Original Copy to Teacher     Copy to School Office     Copy to Board Office

A:Forms1\sumeval.fm

**NOTICE OF COLLECTION**

In accordance with Section 29(2) of The Municipal Freedom of Information and Protection of Privacy Act 1989, this is to advise you that the information you have provided is collected under the legal authority of Section 60 of The Education Act, R.S.O. 1989, and The Employment Standards Act, R.S.O., 1980 and will be used as necessary for all of the following administrative purposes related to: the Board operations, payroll, personnel procedures. If you have any questions, please contact the Freedom of Information Coordinator.

**THE ELGIN COUNTY BOARD OF EDUCATION**



**TEACHER EVALUATION  
GUIDE**

**Revised January 1997**



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## INTRODUCTION

We believe the quality of education in the Elgin County Public System is directly reflected by the preparation, skills, and attitude of its entire staff.

We believe the purposes of evaluation are to improve teaching and learning; to identify areas for personal and professional growth; to recognize excellence; and to make people aware of, and accountable for, the legitimate expectations of the system, at all levels of responsibility.

We believe evaluation must be professional, systematic, and based on valid criteria that are clear to the evaluator and to the person being evaluated.

To that end, this guide has been developed to address the procedures to be followed in evaluation, and to specify the frequency of evaluations. The guidelines enclosed are specifically designed for the implementation and use of the lesson evaluation and teacher summative evaluation forms.

*Respectively submitted by the following  
members of the Elgin County Elementary  
School Principals' Association -  
D. Broadhead, B. Daugharty,  
P. Lovelock, R. Murray,  
T. Simpson, and C. Watson*

*Revised January 30, 1997  
M. Sereda, R. Chantler,  
K. Schaffer, and S. Westaway*

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**PREAMBLE**

A sound program of supervision will enable an evaluator to:

- 1.0 Provide every assistance for pupils' progress by securing for them the most favourable conditions for growth and achievement by securing for teachers the most desirable conditions for teaching;
- 2.0 Assess instruction, and to recognize areas of strength and weakness so that teachers may be given proper direction for professional development;
- 3.0 Foster participation in personal professional development by creating a supportive atmosphere;
- 4.0 Report in a clear and professional manner on the work of the staff.

**FREQUENCY**

Each probationary teacher must receive a minimum of one lesson evaluation in each term conducted by the principal, vice-principal or department head. By year end, at least one summative is to be completed by the principal. The appropriate supervisory officer is required to do one evaluation in each year of probation.

Teachers on permanent contract must receive a minimum of one summative every three years.

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**A PLANNING AND ORGANIZATION**

- a) Lesson Outcomes  
Does the teacher have well defined, measurable objectives to suit the lesson outcomes? Is there evidence of cross-curricular planning?
- b) Resources  
Does the teacher list resources which support the lesson purpose?
- c) Strategies  
Are the teacher's strategies realistic for the students and do they fit logically into the overall plan of the lesson?
- d) Evaluation Procedures  
Has the teacher selected procedures appropriate for the evaluation of the lesson outcomes?

**B INSTRUCTIONAL TECHNIQUES**

- B.1 Related lesson to previous day's work or pretest  
Has the teacher pretested new lessons verbally or in written form?
- B.2 Accommodated individual need, differences  
Does the teacher accommodate the individual differences within the class?
- B.3 Demonstrated high expectations for class  
Does the teacher challenge the varying abilities within the class?
- B.4 Adjusted physical environment to suit lesson  
Is the physical arrangement of the class conducive to the type of lesson being taught?
- B.5 Informed students of lesson outcomes  
Are the students aware of the expected outcomes of the lessons and activities?
- B.6 Focussed on skills inherent in content material  
Does the content enhance the concepts and skills outlined in the objectives?

- 
- B.7 Encouraged active student participation  
Does the teacher's approach encourage active student participation?
  - B.8 Remediated learning deficiencies  
Does the teacher account for different learning styles and abilities within the class?
  - B.9 Demonstrated enthusiasm  
Does the teacher demonstrate enthusiasm?
  - B.10 Provided an appropriate role model for students  
Does the teacher reflect a high degree of professionalism?
  - B.11 Provided appropriate guided and/or independent practice  
Does the teacher provide guided and/or independent practice appropriate to the objectives?

**C MANAGEMENT**

- C.1 Used appropriate management techniques  
Are the students demonstrating responsible and respectful behaviour?
- C.2 Maximized student time on task  
Are the students using their time effectively, appropriate to the lesson outcomes?
- C.3 Created a supportive learning environment  
Does the student demonstrate an interest/enthusiasm for learning?
- C.4 Showed concern and respect for students  
Are the students treated in a kind, firm, and judicious manner?

---

**D EVALUATION**

- D.1 Monitored student performance  
Are the students' activities monitored efficiently and regularly?
- D.2 Provided positive individual feedback  
Are individual students provided with encouragement?
- D.3 Used appropriate evaluation techniques  
Do the evaluation techniques give an accurate/valid assessment of the lesson outcomes?

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**PLANNING AND ORGANIZATION**

1. Are the outcomes, resources, strategies and applications of lessons clear?
2. Is there a logical flow to the skills and concepts developed?
3. Is there evidence that the teacher takes into account individual differences within the class when planning?
4. Does the teacher arrange the room in a variety of ways to accommodate the learning activities?
5. Are the classroom activities and materials ready in advance of lessons?
6. Has the teacher given attention to matters of safety and comfort in the classroom?

**INSTRUCTIONAL TECHNIQUES AND EVALUATION**

1. Does the teacher make the outcome(s) of lessons clear?
2. Does the teacher ensure students clearly understand the task?
3. Does the teacher vary the lesson presentations?
4. Does the teacher use a variety of materials and aides?
5. Does the teacher accept answers other than expected?
6. Do teacher strategies and evaluation procedures encourage thinking, problem-solving, decision making and use of technology?
7. Does the teacher highlight main points of the lesson prior to the assignment or at the conclusion of the activity?
8. Does the teacher select applications appropriate for the evaluation of lesson outcomes, and cross-curricular outcomes including the use of provincial standards and the tracking of outcomes?
9. Does the teacher provide appropriate student activities - both guided and independent?
10. Does the teacher actively supervise practice activities and provide assistance?

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**MANAGEMENT AND MOTIVATION**

1. Does the teacher effectively make the classroom a friendly place where courtesy, self-control, and regard for others prevail?
2. Does the teacher deal effectively with disturbances in a manner that is not disruptive to the whole class?
3. Has the teacher differentiated assignments based on individual differences within the class?
4. Does the teacher demonstrate enthusiasm?
5. Does the teacher arouse and maintain the interest of the students?
6. Does the teacher establish the practical outcomes of lessons?
7. Does the teacher successfully use non-verbal cues?
8. Does the teacher ensure students are using their time effectively?
9. Does the teacher show consistency in expectations for all students?

**RELATIONSHIPS**

1. Does the teacher communicate with parents in an honest, friendly, and consistent manner?
2. Does the teacher work harmoniously with fellow staff?
3. Does the teacher participate in activities that foster a positive school-community relationship?
4. Does the teacher take responsibility for out of class student activities?
5. Does the teacher show voluntary support for system initiatives and participate in system workshops, seminars and meetings?

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**PERSONAL AND PROFESSIONAL GROWTH**

1. Does the teacher present an appropriate role model in both scholarship, and spoken and written communication?
2. Does the teacher demonstrate a serious commitment to professional responsibilities?
3. Does the teacher, by his/her actions, demonstrate a positive professional image in relation to his/her responsibilities as a teacher?



## Appendix C

<b>THE PEEL BOARD OF EDUCATION</b>		<b>TEACHER:</b>	
<b>TEACHER EVALUATION REPORT</b>		<b>SCHOOL: EDENWOOD SENIOR PUBLIC SCHOOL</b>	
		Special Education - Contact Program	
		7 & 8	
As of Sept. this School Year 1995/96	Total Tchg. Exp.	0	Date of Last Report
	Yr(s) in Peel	0	Teaching Contract Agreement (circle one)
	Yr(s) at Edenwood	0	
		Short Term	Prob. 1/1: <u>1/2</u> 2/2 Probationary
Current Position of Responsibility Special Education - Contact Program			Teaching Certificates (highest in category only) O.T.C.
			Date Issued June 1992

Introduction

Program Planning and Organization

Teaching Strategies

[Faint, illegible handwriting in a large rectangular box]

Personal Contributions

[Faint, illegible handwriting in a large rectangular box]

Personal Goals

[Faint, illegible handwriting in a large rectangular box]

Superintendent's Signature:	Principal's Signature:	Date: November 1995
V. Principal's Signature:		
This is to certify that I have read this report and have received a copy. I have attached comments. [ ] Teacher's Signature:		A copy of the teacher's comments be attached to each T.E.R. copy. Date: <i>Dec. 18, 1995.</i>

# Appendix D

Instrument F - 3



## SUMMATIVE REPORT "F" CLASSROOM TEACHER

**Includes:**    **Planning Stage Form**  
                   **Pre-Visit Conference Form (optional)**  
                   **Evaluator's Observations**  
                   **Summary Report**

School Year ... 1995 - 96 ..... Date ... June 25, 1996 .....

TEACHER .....

EVALUATOR ..... Position of Evaluator ... Principal .....

SCHOOL ... Arthur Public School .....

Grade/Position .. Grade 4/5 ..... Contract Type ... Permanent .....

Teaching experience: in this school ..... 6.0 .....

                  in this position/grade ..... 1.0 .....

**TOTAL years of experience** ..... 8.0 .....

The legal authority for this information collection is the EDUCATION ACT and the Board's PERFORMANCE APPRAISAL POLICY 4014. This information will be used and retained pursuant to Policy 4014. Enquiries may be directed to the principal/supervisor.

Instrument F -4



**PLANNING STAGE**

**1. Review of ongoing supervision**

Included as part of first and second 'post-visit' conferences.

**2. Mandatory Categories: (from '94/4014 -77 & 78)**

**(1) Curriculum Development and Program Planning**

As per Instrument F-1

**(2) Learning Environment**

As per Instrument F-1

**(3) Teaching Techniques and Strategies**

As per Instrument F-1

**(4) Evaluation and Reporting Techniques**

As per Instrument F-1

**3. One or more Optional Categories: (from '94/4014 -78)**

(6) Student/Staff/Parent Relationships  
-as per F-2

(7) Contribution to School/System  
-as per F-2

**4. Proposed Timelines**

**DATE(S) OF OBSERVATIONS**

April 16, 1996  
April 17, 1996  
April 18, 1996

**DATE(S) OF REPORT(S)**

Classroom Observation:  
April 17, April 22, 1996  
Summary Report: June 25, 1996

.....  
Signature of Evaluator

*June 27/96*  
Date

.....  
Signature of Teacher  
(indicates receipt only)

Original to Teacher  
Copy - Employee's HO1 File(s) (see 7.0)



### PRE-VISIT CONFERENCE

**Pre-visit discussions** will establish the context and the purpose of the class and lesson within the overall unit/course/year. This sheet may be used for pre-visit discussion before a formal observation visit.

- long range plans provided
- timing of visits on three successive days will allow for continuation of language lesson started on day 1 and also opportunity to view a different component of this program on day 2
- lesson plans provided for each day as well as information concerning the format of classes, timing (after gym class) etc.
- originals of pre-conference forms (F-5) retained on file

.....  
*Signature of Evaluator*

*June 27, 196*  
.....  
Date

.....  
*Signature of Teacher*  
(indicates receipt only)

Original to Teacher  
Copy - Employee's HO1 File(s) (see 7.0)

Instrument F -6



### EVALUATOR'S OBSERVATIONS

The evaluator will use an observation page for notes during an observation visit. The evaluator may use this form or an adaptation. The evaluator will give a copy of these notes to the teacher during the debriefing, following a formal observation visit.

- Post visit conferences held April 17 and 22, 1996
- Observations were discussed with \_\_\_\_\_ and copies of observation notes from all three classroom visits were provided to \_\_\_\_\_ at that time

.....  
Signature of Evaluator

June 27/96  
Date

.....  
Signature of Teacher  
(indicates receipt only)

Original to Teacher  
Copy - Employee's HO1 File(s) (see 7.0)



### SUMMARY REPORT FOR EVALUATION CYCLE

Under the categories of evaluation, comments will consist of:

1. summary of teacher's work;
2. areas of good performance;
3. recommendations for growth/improvement (optional).

(The allocated space can be modified as necessary)

#### (1) CURRICULUM DEVELOPMENT AND PROGRAM PLANNING

- [Faint, illegible text]
- [Faint, illegible text]
- [Faint, illegible text]
- [Faint, illegible text]
- [Faint, illegible text]
- [Faint, illegible text]

#### Recommendation for Growth

1. [Faint, illegible text]

Original to Teacher:  
Copy - Employee's HO1 File(s) (see 7.0)

The Formal Evaluation is completed when all the SUMMATIVE REPORT FORMS have been signed by both parties and copies sent to Human Resources.





Recommendation for Growth

1.

2.

(3) **TEACHING TECHNIQUES AND STRATEGIES**

•

•

•

•

Recommendation for Growth

1. 

... student development ...  
... new teacher ...  
...  
...  
...
2. 

...  
...  
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...

(4) EVALUATION AND REPORTING TECHNIQUES

- ...  
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Recommendations for Growth

1. 

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2. 

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3. 

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...

(5) **STUDENT/STAFF/PARENT RELATIONSHIPS**

- [Faint, illegible text]
- [Faint, illegible text]
- [Faint, illegible text]
- [Faint, illegible text]

Recommendation for Growth

1. [Faint, illegible text]

(6) CONTRIBUTION TO SCHOOL/SYSTEM

- [Faint, illegible text]
- [Faint, illegible text]
- [Faint, illegible text]
- [Faint, illegible text]

Recommendations for Growth

1. [Faint, illegible text]
2. [Faint, illegible text]



SUMMARY REPORT FOR EVALUATION CYCLE

SUMMARY

Teacher's comments .....

The employee has ten working days from receipt of the report to submit a written statement of disagreement (5.3.3.d).

Signature of Evaluator

Date

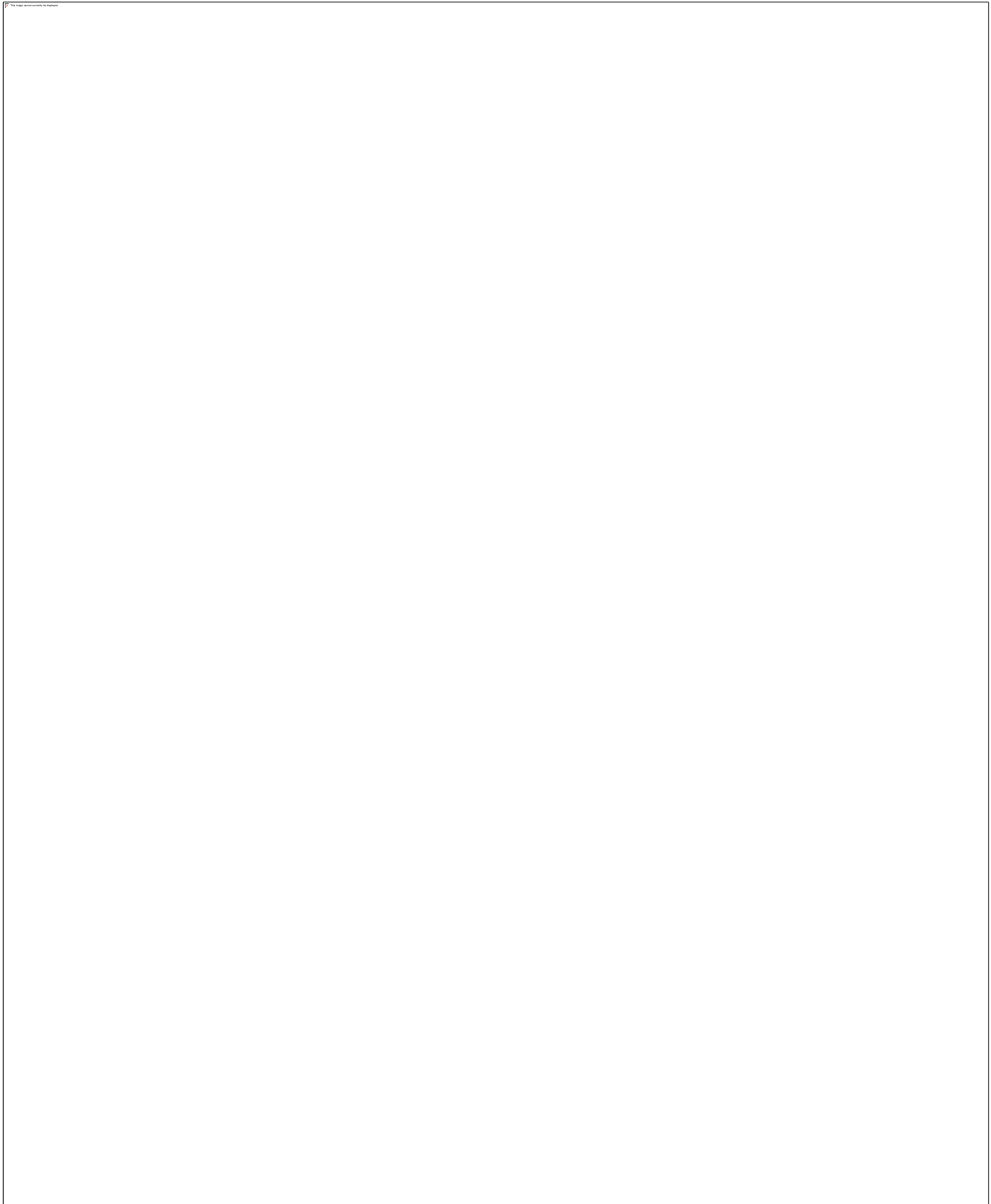
Signature of Teacher  
(indicates receipt only)

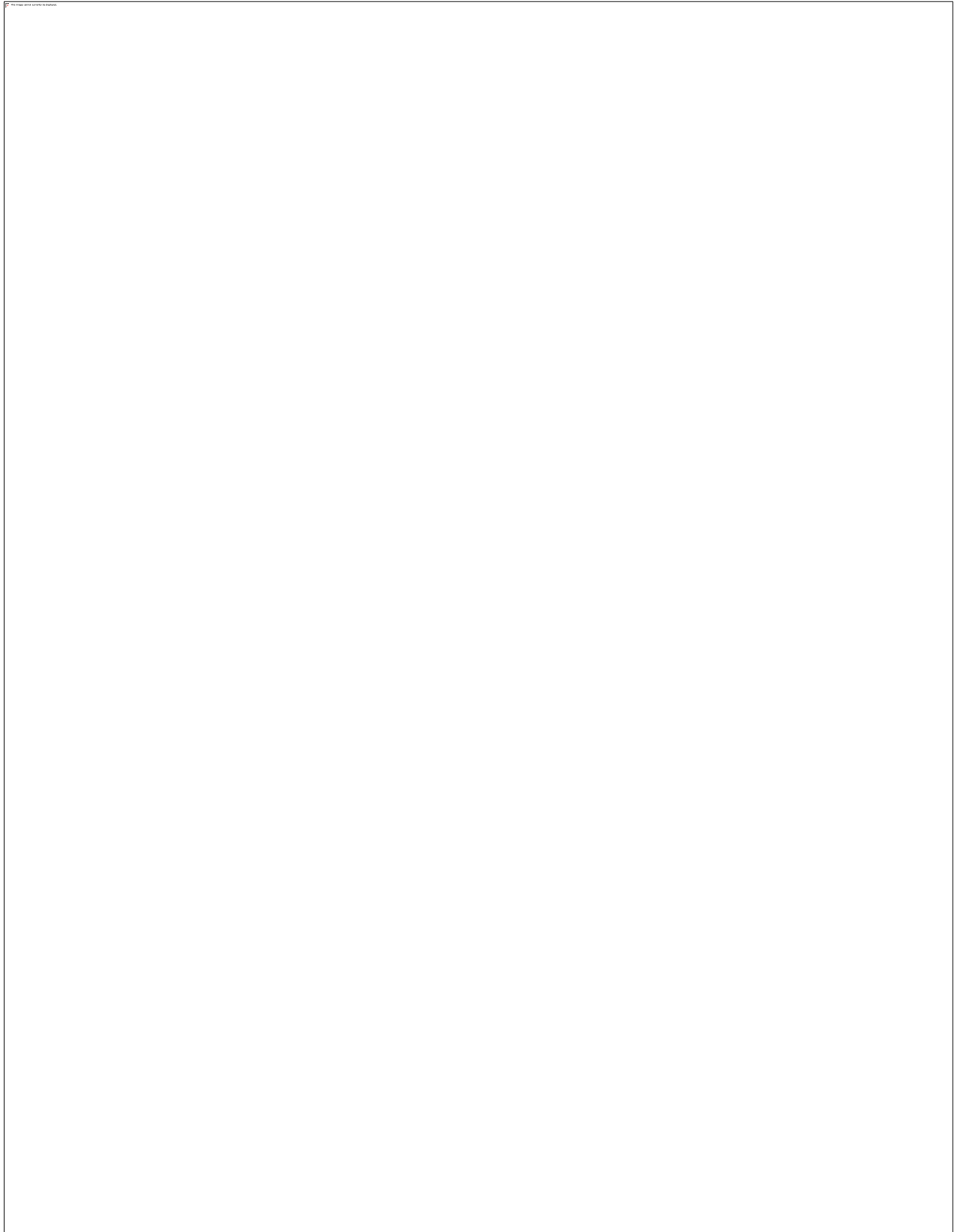
Original to Teacher

Copy - Employee's HOI File(s) (see 7.0)

The Formal Evaluation is completed when all the SUMMATIVE REPORT FORMS have been signed by both parties and copies sent to Human Resources.

## Appendix E





Lesson Satisfactory

Lesson Not Satisfactory

Date \_\_\_\_\_

Evaluator \_\_\_\_\_

Teacher's Signature (Indicates Receipt) \_\_\_\_\_

Recommendations:

**NOTICE OF COLLECTION**

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- Original Copy to Teacher
- Copy to School Office
- Copy to Board Office

For Use by: Principal/Vice-Principal/Superintendent



# Appendix F



The Board of Education for the City of London

Personal

Summative Evaluation -  
Permanent Employees


(To be completed every three years)

Name: Janice Pennycook School: Westminster Secondary School  
 Position: Department Head - Moderns Date of Previous Evaluation: 1994 June  
 Date of this Evaluation: 1997 June

<p><b>Summary of Goals Set and Indicators of Progress Since Last Report</b></p>	<p><b>Goals 1996-1997</b></p> <ul style="list-style-type: none"> <li>-to promote language studies and language opportunities</li> <li>-designed language certificates for both OAC courses and grade 12 general level French (to be distributed at commencement)</li> <li>-toured grade nine classes with presentation by senior language students promoting post-secondary and career opportunities in French and German (and increased department registration grade 10 general level French and grade 10 German)</li> <li>-to continue to refine the <i>Destinations</i> program</li> <li>-grade 9 (Transition Years) course of study writing completed</li> <li>-to continue to develop leadership skills and experience by serving as Branch President, OSSTF</li> <li>-organized February awareness campaign with placard demonstration at Bob Wood's office culminating in Bob Wood's tour of the school</li> </ul> <p><b>Department Goals 1996-1997</b></p> <ul style="list-style-type: none"> <li>-to initiate communication and program continuity among Transition Years French teachers</li> <li>-met with Princess Elizabeth, Woodland Heights and White Oaks teachers to share course of study and discuss program resources, student needs, etc.</li> <li>-initiated referrals for exceptional students to register in grade 10 advanced French course as their credit equivalency (Woodland Heights and White Oaks will be taking advantage of this)</li> <li>-hosted Woodland Heights grade 8 candidates for this program in computer lab for 3 classes</li> <li>-to address issues of staff morale and support a positive staff culture</li> <li>-reorganized the staff room, added posters</li> <li>-maintained regular communication with regard to Federation, educational restructuring</li> <li>-served on organizing committee for staff session addressing school climate</li> </ul> <p><b>Since Last Evaluation ...</b></p> <ul style="list-style-type: none"> <li>-leadership development ...</li> <li>-completed "Leadership Awareness", "The Seven Habits of Highly Effective People", "Principle-Centred Leadership" and "First Things First" courses</li> <li>-subject expertise ...</li> <li>-served on summer writing team for Transition Years Parent Guide (summer/95)</li> <li>-equity ...</li> <li>-attended Toronto Board of Education Summer Equity Institute (second week of July/95)</li> <li>-collaborated with Laurier to produce successful assembly for Black History Month</li> </ul> <p>Since the last report, I have successfully implemented the grade 12 general level English Media course, and the department has successfully implemented the <i>Destinations</i> program from Transition Years through O.A.C. with grade 10 and 11 the only courses of study still to be rewritten (next year's goal). I also attended the York Equity Conference (1995), the Ontario Modern Language Teachers Association Conference (1996), and the London Multicultural Youth Association Conference (1997).</p>
<p><b>Personal Qualities and General Contribution to School</b></p>	<p>In the classroom, Ms. Pennycook delivers a solid program of studies in both Moderns and Media English. She has well planned, meaningful lessons and is very organized. Class time is well used. Evaluation is regular and ongoing. She is continuously searching out resources which support the program. She has a friendly yet professional rapport with students. Her flexibility is appreciated and is essential for successful teaching at Westminster. She leads a department which is supportive of the administration. Deadlines are met and regular department meetings take place. As the resource person for equity and other social issues, Jan is a valuable asset to the school. She is determined to pursue professional development opportunities such as Leadership Awareness and Covey training courses. Her sincerity, honesty and reliability are reflected in her leadership as OSSTF Branch President. From her involvement with Althouse College to the interface with feeder schools, Jan's work makes a difference.</p>
<p><b>Summary Comments</b></p>	<p>Jan Pennycook has developed into a key leader at Westminster S. S. She has had a positive impact on the Moderns department and on school life in general. She is proactive in her approach and has a strong desire to make Westminster a better place to work and learn. Her initiatives and interests are varied and vital to improvement of school climate and student success.</p>

General Assessment is in regard to teaching competence and is not a reflection on the goals.

General Assessment: (check one)  Satisfactory  Unsatisfactory

 \_\_\_\_\_  
**Staff Acknowledgement** **Supervisor's Signature**

(Acknowledging receipt of report)  
(Staff are invited to comment on reverse of this form)

Copy 1 - Executive Superintendent of Human Resources Copy 2 - Supervisory Officer Copy 3 - Immediate Supervisor Copy 4 - Employee



The Board of Education for the City of London

**Summative Evaluation -  
Permanent Employees**

*(To be completed every three years)*

Name: Janice Pennycook School: Westminster Secondary School

Position: Department Head - Moderns Date of Previous Evaluation: 1997 June

Date of this Evaluation: 2000 January

<p><b>Summary of Goals Set and Indicators of Progress Since Last Report</b></p>	<p>To effectively implement the new grade nine curriculum while acknowledging the limitations in course development, resources and support materials: Ms. Pennycook actively participated in all Moderns Council meetings; achieved 100% student success rate in all applied grade nine classes (only one failure at the applied level in the department); all teachers in the department were well-satisfied with teaching strategies chosen, resources developed as a department and general implementation process at the end of the first semester.</p> <p>To begin to implement on a limited basis the use of rubrics in all classes: learning skills rubric for grade nine report card developed by department and effectively implemented at mid semester and end of semester; rubric developed for O.A.C. reading responses and used as part of evaluation process for all assignments (rubric shared with North Middlesex in Parkhill).</p> <p>To balance professional and personal life accommodating the increased teaching load/loss of administrative time: Ms. Pennycook has chosen to take a facilitative role as opposed to a leadership role in regard to co-curricular activities (eg. organizing dance supervision schedules, facilitating the student leadership workshop reading); taking recreational (as opposed to education-related) courses (eg. yoga, calligraphy) for personal development.</p>
<p><b>Personal Qualities and General Contribution to School</b></p>	<p>Ms. Pennycook is an experienced teacher who demonstrates extensive content knowledge of her subject area. Her lessons are well-planned and organized with clearly defined goals and high expectations for her students are clearly articulated. She is also aware of her individual students' levels of ability and varies her approaches to accommodate them. Her students readily participate in the variety of planned activities. Ms. Pennycook's assessments are congruent with her instructional goals. Jan Pennycook utilizes her strong belief in equity in creating a classroom where students are expected to exhibit respect for all. Classroom behaviour expectations are well established, clearly communicated and administered equitably.</p> <p>Ms. Pennycook makes a significant contribution to Westminster's co-curricular activities. She is the staff coordinator for school dance supervision and dance supervisor, is a member of Westminster's R.O.O.T.S. (Reaching out to other teens socially) Committee and has chaired Westminster's Student Relations Committee for several years until it was suspended for this year. Ms. Pennycook is also a member of the Secondary School Reform Implementation Team. Her professional development activities include membership on the Moderns Council, O.S.S.T.F. Human Rights Committee and Phi Delta Kappa. Ms. Pennycook has also served on the Essay and Poetry Writing Competition Committee of the London Multicultural Youth Association.</p>
<p><b>Summary Comments</b></p>	<p>Janice Pennycook participates in a myriad of activities in the school, system and community. Her goal for the Westminster School community is to promote a climate of excellence, equity and respect for all, which she pursues with conviction.</p>

General Assessment is in regard to teaching competence and is not a reflection on the goals.

General Assessment: (check one)  Satisfactory  Unsatisfactory

Staff Acknowledgement

Supervisor's Signature

(Acknowledging receipt of report)  
(Staff are invited to comment on reverse of this form)

Copy 1 - Executive Superintendent of Human Resources Copy 2 - Supervisory Officer Copy 3 - Immediate Supervisor Copy 4 - Employee



## Performance Appraisal Report For Teachers

Name Jan Pennycook School Westminster S.S.

Assignments since last performance appraisal FSF1P/1D,2D,3U,4U ENG1P

Date of Previous Appraisal Report January 2000 Date of Present Report April 2003

### Five Areas of Expectation

- 1. Planning and Preparation** • planning reflects knowledge of subject matter • planning reflects current courses of study or curriculum/policy statements • planning includes a variety of approaches that address various learning styles and abilities • planning addresses issues of equity and diversity • planning includes considerations for safety of students • materials and resources selected support instructional expectations • evidence shows that the teacher uses assessment results to plan for individuals and groups • planning allows for students to refine and extend the curriculum expectations

Lessons observed were well planned. Daily lesson planning is developed from a solid understanding of the appropriate Ministry documents. Specific and general curricular expectations are planned for and linked to assessment and evaluation plans.

This planning allows for efficient use of class time and as a result students move from one learning activity to the next in a smooth manner.

This planning also helps to keep the students engaged and supports a positive classroom environment.

- 2. Classroom Environment** • the learning environment is safe for all students • teacher demonstrates caring and respect for students • teacher promotes student interactions which are polite and respectful • teacher promotes the value of learning • teacher establishes an environment which maximizes learning • routines and duties are well organized and occur smoothly to maximize instructional time • teacher maintains standards of conduct which are clear and consistent with the school's code of behaviour • teacher responses to student behaviour are consistent, appropriate, and respect students' dignity

The classes observed occurred in an environment that is safe, positive and conducive for learning to occur. Students are respectful of each other and to the teacher. This respect is a mutual respect between teacher and students.

The classroom is nicely appointed with various posters and flyers that promote literacy, languages, the diversity of cultures and school policy. This practice demonstrates the serious, consistent message that Jan provides her students with. The message is supportive and consistent with school initiatives.

- 3. Assessment and Evaluation** • teacher assesses and evaluates student learning, student approaches to learning and the achievement of curriculum expectations • teacher gathers data on student performance using a variety of assessment strategies • teacher keeps a continuous and comprehensive record of group and individual achievement • teacher reports and provides ongoing feedback of individual achievement of students and parents/guardians

Assessment and evaluation is occurring frequently and students are well informed when the assessment will occur. The KICA categories are reflected in this area.

Students and their families are informed re: academic achievement and academic progress through regular reports, Markbook and the Provincial Report Card.

cont'd . . .

<b>Five Areas of Expectation</b>
<p><b>4. Instruction</b> • teacher communicates clear, challenging, and achievable expectations for students • instructions are clear and explicit • teacher uses correct oral/written language appropriate to the age and developmental stage of the students • teacher uses oral and written questions/instructions which provide an opportunity for responses at a variety of cognitive skill levels • instruction focuses the students on the lesson • activities build on students' prior knowledge and experience • teacher listens attentively and responds appropriately to students' contributions • feedback to students is provided promptly • adjustments are made to lessons to enhance student learning as appropriate • teacher links content and skills to everyday life experiences • teacher links instructional activities directly to student expectations and to assessment results</p> <p>Observed lessons followed a logical sequence of events. The learning activities were a variety of individual, small group and large group activities. Students were engaged in the activities and demonstrated their interest by fully participating in discussions, asking questions and completing assignments both written and oral form.</p>
<p><b>5. Ongoing Professional Leadership and Learning</b> • teacher participates in ongoing learning and professional growth • teacher assists the principal in maintaining close cooperation and coordination of effort among the members of the staff of the school and the learning community • teacher supports school activities</p> <p>Jan Pennycook continues to be involved with several initiatives that allows her to remain current with her teaching practice. She is well grounded with a strong philosophy of what is good for students and is able to apply this philosophy with sound practice.</p>
<p><b>Summary Comment</b></p> <p>Jan Pennycook is an effective teacher. She is able to engage students who are studying at the Academic and the Applied levels.</p>

**General Assessment:**       Satisfactory       Unsatisfactory  
(check one)



**Staff Acknowledgment**  
(Acknowledging receipt of Report)

**Supervisor's Signature**

(Staff may attach comments to this form.)

Copies: Original - Personnel File

Copy 2 - Superintendent of Education

Copy 3 - Immediate Supervisor

Copy 4 - Employee

Humanres/Forms



2000 July



## Performance Appraisal Report For Teachers

Name \_\_\_\_\_ School \_\_\_\_\_

Assignments since last performance appraisal \_\_\_\_\_

Date of Previous Appraisal Report \_\_\_\_\_ Date of Present Report \_\_\_\_\_

### Five Areas of Expectation

**1. Planning and Preparation** • planning reflects knowledge of subject matter • planning reflects current courses of study or curriculum/policy statements • planning includes a variety of approaches that address various learning styles and abilities • planning addresses issues of equity and diversity • planning includes considerations for safety of students • materials and resources selected support instructional expectations • evidence shows that the teacher uses assessment results to plan for individuals and groups • planning allows for students to refine and extend the curriculum expectations

**2. Classroom Environment** • the learning environment is safe for all students • teacher demonstrates caring and respect for students • teacher promotes student interactions which are polite and respectful • teacher promotes the value of learning • teacher establishes an environment which maximizes learning • routines and duties are well organized and occur smoothly to maximize instructional time • teacher maintains standards of conduct which are clear and consistent with the school's code of behaviour • teacher responses to student behaviour are consistent, appropriate, and respect students' dignity

**3. Assessment and Evaluation** • teacher assesses and evaluates student learning, student approaches to learning and the achievement of curriculum expectations • teacher gathers data on student performance using a variety of assessment strategies • teacher keeps a continuous and comprehensive record of group and individual achievement • teacher reports and provides ongoing feedback of individual achievement of students and parents/guardians

cont'd . . .

<b>Five Areas of Expectation</b>
<p><b>4. Instruction</b> • teacher communicates clear, challenging, and achievable expectations for students • instructions are clear and explicit • teacher uses correct oral/written language appropriate to the age and developmental stage of the students • teacher uses oral and written questions/instructions which provide an opportunity for responses at a variety of cognitive skill levels • instruction focuses the students on the lesson • activities build on students' prior knowledge and experience • teacher listens attentively and responds appropriately to students' contributions • feedback to students is provided promptly • adjustments are made to lessons to enhance student learning as appropriate • teacher links content and skills to everyday life experiences • teacher links instructional activities directly to student expectations and to assessment results</p>
<p><b>5. Ongoing Professional Leadership and Learning</b> • teacher participates in ongoing learning and professional growth • teacher assists the principal in maintaining close cooperation and coordination of effort among the members of the staff of the school and the learning community • teacher supports school activities</p>
<p><b>Summary Comment</b></p>

**General Assessment:**       Satisfactory                       Unsatisfactory  
 (check one)

**Staff Acknowledgment**  
 (Acknowledging receipt of Report)

**Supervisor's Signature**

(Staff may attach comments to this form.)

Copies: Original - Personnel File

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**The Thames Valley District School Board**

**Procedures for the  
Supervision  
of  
Teaching Staff**

*2000 April 03*

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## FOREWORD

The vision of the Thames Valley District School Board is to be a *Caring Learning Community*. The Foundation Principles for a Caring Learning Community are listed in Appendix A. To promote and sustain such a community requires the commitment of all staff to work together to realize this shared vision.

The ongoing supervision of staff, including the goal setting process, strategies for ongoing professional growth and periodic performance appraisal, as outlined in this document, is guided by the *Mission and Beliefs of the Thames Valley District School Board*.

In all of our endeavours, we:

- focus on students and student learning,
- believe that sound professional knowledge is the foundation for teaching practice,
- modify and refine teaching practice through continuous reflection,
- believe that teachers are educational leaders who create and sustain learning communities,
- help teachers engage in a continuum of professional growth to improve their practice.

The Thames Valley District School Board has a responsibility for ongoing supervision of all staff under its jurisdiction to bring about continuous improvement in the quality of education. The Board acknowledges that professional and personal growth are developmental processes and that teachers move through a variety of career and life stages. The supervision process is best implemented in an environment that honours the commitment and integrity of our staff and the needs of our students. It is expected that all staff must work together to ensure that all aspects of this process are respectful, honest, and fair.

## 1.0 PHILOSOPHY OF TEACHER SUPERVISION

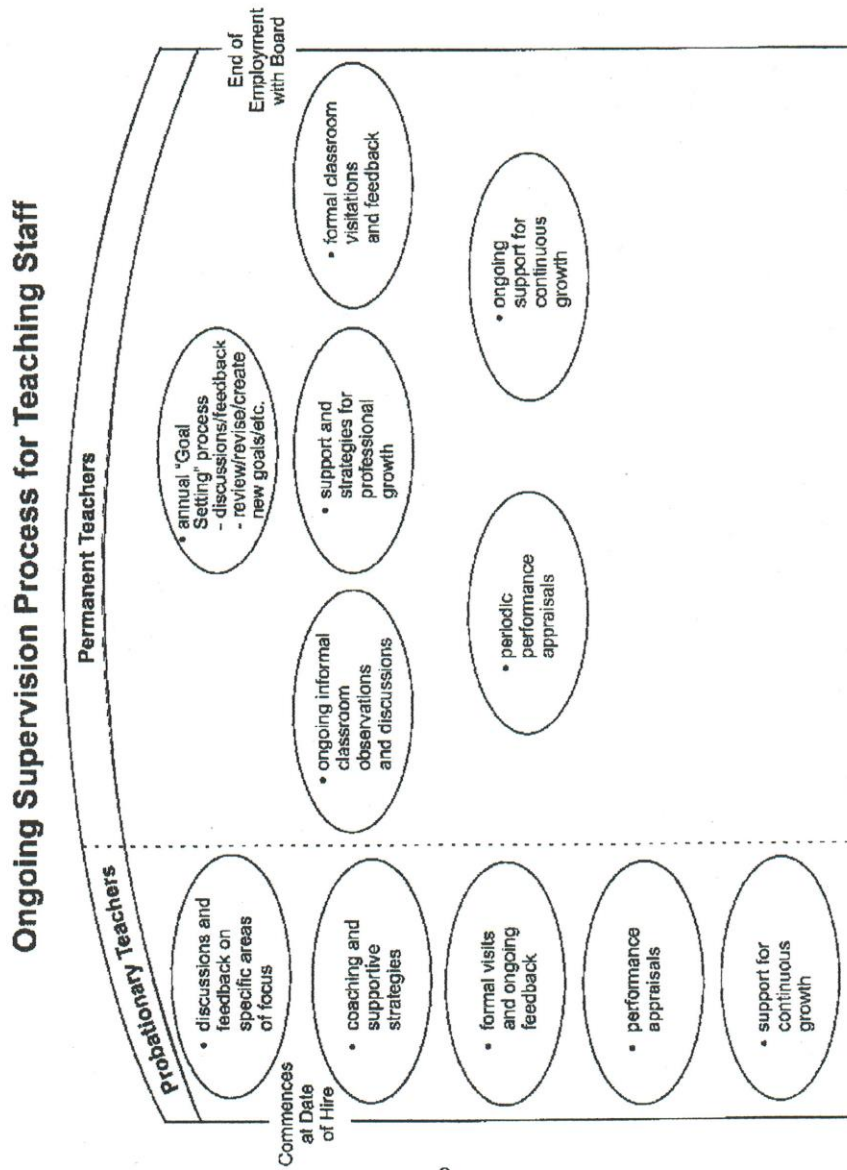
Supervision is the ongoing process of observation and interaction that fulfils the obligations mandated by statute for teachers and administrators. The purpose of the supervision process is to assure the fulfillment of the prescribed duties for these partners. The process succeeds best in an atmosphere that is equitable, supportive, collaborative, and mutually respectful of the partners' roles. The interactive nature of these roles should reflect fairness, equity, and a respect for due process.

The analysis of these observations by both parties during the supervision process can form a consistent basis for improved quality of education throughout the Thames Valley District School Board. This process can identify program needs related to Ministry/Board curriculum/support documents, teaching materials, in-service programs, teaching techniques, planning requirements, or program reviews. It can identify for teachers the skills and techniques required to enhance student learning and program delivery.

At times, the "terms" supervision and performance appraisal have been misunderstood. Supervision has as its goal, growth. It depends on continuous assessment. Performance appraisal is a part of the supervision process which promotes learning through a systematic review and judgement of the teacher's performance. Ordinarily, a Performance Appraisal Report is written every three years.

The following chart outlines various aspects of the supervision process for teachers.

- Supervision is the most significant (highest priority) responsibility.*
- Supervision is "...*
- annual goal setting"*
  - regular discussion/feedback*
  - supportive assistance*
  - provide resources*
  - classroom visits*
  - periodic performance appraisals*
  - review/revision of goals and creation of new goals*
- (See page 3 chart)*



## 2.0 GUIDELINES FOR TEACHER SUPERVISION

According to Education Act Regulation 298, S. 11, 3 (a) as amended, “. . . the principal of a school shall . . . supervise the instruction in the school and advise and assist any teacher in co-operation with the teacher in charge of an organizational unit or program.” Since school administrators are expected to visit classrooms on a regular basis, they will provide feedback on factors that affect the learning environment.

Teacher supervision is an ongoing process. Goal setting and classroom observations (formal and informal) are a part of the supervision process for all teachers. Other optional professional activities are outlined in this section.

Formal and/or informal classroom observations by the Principal or Vice-Principal will assist in the preparation of the Performance Appraisal Report which is completed at the end of a probationary period, and every three years thereafter. If circumstances warrant, the interval between Performance Appraisal Reports may be shorter than the maximum interval specified above.

### 2.1 Goal Setting

#### 2.1.1 Strategies

Setting a goal identifies an area of focus which a teacher would like to explore and develop.

Goals should be stated in terms that are specific, measurable, observable, and attainable.

A goal should:

- be directly related to system/school initiatives,
- be a meaningful statement developed by a teacher that is easily communicated to others,
- outline precisely the activities or events proposed in order to achieve the goal,
- identify, if appropriate, the learning environment,
- be described in terms of teacher and/or student behaviour.

An action plan contains specific criteria to meet the goal, including timelines. The action plan may be established individually or co-operatively with others (e.g., a peer, a coach, a mentor, an administrator). Indicators of success are behaviours, events, or activities that demonstrate that the goal has been or is being accomplished.

### 2.1.2 Process

During the probationary period, a teacher will work with his/her supervisor to determine specific areas of focus as priorities during that year.

Each school year, all teachers, with the exception of teachers in a probationary period, are expected to set and work toward one professional goal related to the school goal. Both strategies for achieving this goal and measures for Indicators of Success will draw upon the five areas of expectation as listed in 3.0. As an option, teachers may set no more than one additional personal or professional goal. Setting a goal will identify an area of focus for the teacher.

The form Goal Setting for Teaching Staff (Appendix B) is to be submitted to the Principal six weeks after the beginning of each school year assignment. For example, a teacher starting on September 01 would submit a completed Goal Setting for Teaching Staff form by October 15. Discussion of progress toward achievement of goals between the teacher and Principal/Vice-Principal, or Department Head/ Facility Leader should take place throughout the school year. The process should include conferencing, assessment of progress toward goals and suggested follow-up.

\*// The goal setting form is not placed in the Teacher's Personnel File, nor is progress toward the goal part of the Performance Appraisal Report.

### 2.2 Informal Classroom Observations

Informal classroom observations by administrators are an expected, regular part of the teacher supervision process and could include written communication. If an ongoing concern is noted, however, that concern will be given to the teacher in writing.

A teacher may request informal classroom observations from a peer, mentor, or coach.

### 2.3 Formal Classroom Observations

For permanent teachers, formal classroom observation sessions may be conducted at the request of the Teacher or Principal/Supervisor as a part of the supervision process. Any required minimum notice shall be given by either party requesting formal classroom observations. This does not preclude the Principal from entering the classroom at any time. Procedures for formal classroom observations are outlined in Appendix C.

A Formal Classroom Observation Report must be completed when a formal classroom observation is initiated from a concern arising from ongoing supervision.

For teachers in their probationary period, observations follow procedures outlined in Appendix G. The Formal Classroom Observation Report (Appendix D) must be completed and attached to the Performance Appraisal Report.

## **2.4 Suggested Strategies for Supporting Professional Growth**

The following strategies for professional development may be beneficial to teachers:

### **2.4.1 Self-evaluation**

Most educators agree that self-evaluation is an important professional activity. To improve, we need to know how well we are doing. A personal assessment of strengths and weaknesses is needed. In the self-evaluation process, a teacher may choose to focus on one or more aspects of his/her performance. The teacher may choose to keep the results private or to discuss them with a colleague, a mentor, a coach, or an administrator.

Refer to *Standards of Practice for the Teaching Profession* - January 1999 (specifically pages 7 - 14), for samples of self-evaluation tools. An excellent reference document is *Enhancing Professional Practice, the Framework for Teaching*, by Charlotte Danielson, which will be available in each school.

### **2.4.2 Coaching**

Coaching is a series of activities in which a teacher, with the assistance of a coach, focuses on a professional activity. Critical to the success of coaching is that the teacher be the decision maker and the coach be the facilitator.

Appendix E outlines some strategies for coaching.

### **2.4.3 Mentoring**

Mentoring is a coaching relationship offering teachers an opportunity to work with colleagues who have expertise in one or more specific areas. As part of teacher supervision, mentoring is a professional relationship in which an experienced person - the mentor - acts as a teacher, coach, confidant and positive role model for another teacher or a person in a new position of responsibility - the mentee. While both parties learn, mentoring addresses the specific needs of the mentee with the mentor providing knowledge, advice, skills and support.

Appendix F outlines strategies for mentoring with new teachers which may be useful as a model.

#### **2.4.4 Networking**

A teacher may wish to meet regularly with a colleague or group of people for guided and structured discussion about teaching.

Networking with other professionals, for example, could result in:

- examination and analysis of current research and information,
- discussion of knowledge based on personal experiences,
- consideration of the implications of the discussion for teaching,
- drawing conclusions for future practice.

#### **2.4.5 Other Professional Activities**

In-service and professional development for staff form part of the responsibilities of school administrators. Ideally, staff meetings should contain a balance of information items and staff development opportunities.

The following are examples of other activities that could be considered by a teacher in order to remain current in educational practices:

- involvement in (i.e., attending, presenting, and/or organizing) conferences, workshops, courses, institutes, etc.,
- involvement in school, Board, and/or provincial educational committees,
- involvement in school, Board, and/or provincial curriculum writing teams,
- involvement in further academic studies,
- involvement in a reciprocal transfer with another teacher in a different school setting,
- involvement in union activities and/or committees,
- involvement in the reading, writing and/or discussion of professional literature,
- involvement in (i.e., initiation, participation, reflection, discussion) of educational research.

## 2.5 Performance Appraisal

Performance Appraisal occurs within the ongoing teacher supervision process. Performance Appraisal is the formal acknowledgment of the quality of a teacher's work and involves making judgements and evaluating teacher performance over a period of time. Teaching involves **planning and preparation, classroom environment, assessment and evaluation, instruction, and ongoing professional leadership and learning.**

Performance Appraisal:

- supports decisions pertaining to a teacher's probationary period,
- recognizes what is being done well and supports the continual improvement of teaching and learning,
- recognizes suitability for promotion while identifying and encouraging leadership, and
- can identify major concerns and can facilitate specific recommendations for improvement and might identify the need for and initiate the Procedures for Teachers Experiencing Difficulty.

References to Performance Appraisal are included in Appendices G, H and I.



### **3.0 Five Areas of Expectation**

The following five areas of expectation should be drawn upon throughout the supervision process when setting goals, developing strategies and indicators of success, and when writing performance appraisals:

- 3.1 planning and preparation
- 3.2 classroom environment
- 3.3 assessment and evaluation
- 3.4 instruction
- 3.5 ongoing professional leadership and learning

#### **3.1 Planning and Preparation**

- planning reflects knowledge of subject matter
- planning reflects current courses of study or curriculum/policy statements
- planning includes a variety of approaches that address various learning styles and abilities
- planning addresses issues of equity and diversity
- planning includes considerations for safety of students
- materials and resources selected support instructional expectations
- evidence shows that the teacher uses assessment results to plan for individuals and groups
- planning allows for students to refine and extend the curriculum expectations

#### **3.2 Classroom Environment**

- the learning environment is safe for all students
- teacher demonstrates caring and respect for students
- teacher promotes student interactions which are polite and respectful
- teacher promotes the value of learning
- teacher establishes an environment which maximizes learning
- routines and duties are well organized and occur smoothly to maximize instructional time
- teacher maintains standards of conduct which are clear and consistent with the school's code of behaviour
- teacher responses to student behaviour are consistent, appropriate, and respect students' dignity

#### **3.3 Assessment and Evaluation**

- teacher assesses and evaluates student learning, student approaches to learning and the achievement of curriculum expectations
- teacher gathers data on student performance using a variety of assessment strategies
- teacher keeps a continuous and comprehensive record of group and individual achievement
- teacher reports and provides ongoing feedback of individual achievement to students and parents/guardians

**3.4 Instruction**

- teacher communicates clear, challenging, and achievable expectations for students
- instructions are clear and explicit
- teacher uses correct oral/written language appropriate to the age and developmental stage of the students
- teacher uses oral and written questions/instructions which provide an opportunity for responses at a variety of cognitive skill levels
- instruction focuses the students on the lesson
- activities build on students' prior knowledge and experience
- teacher listens attentively and responds appropriately to students' contributions
- feedback to students is provided promptly
- adjustments are made to lessons to enhance student learning as appropriate
- teacher links content and skills to everyday life experiences
- teacher links instructional activities directly to student expectations and to assessment results

**3.5 Ongoing Professional Leadership and Learning**

- teacher participates in ongoing learning and professional growth
- teacher assists the principal in maintaining close co-operation and co-ordination of effort among the members of the staff of the school and the learning community
- teacher supports school activities

## Appendix G



### Appendix E Summative Report Form (Approved Form)

This form must be used. The duties of the principal may be delegated to a vice-principal in the same school, or an appropriate supervisory officer.

<b>Teacher's Name</b>	
<b>Last Name</b>	<b>First Name</b>
<b>Principal's Name</b>	
<b>Last Name</b>	<b>First Name</b>
<b>School</b>	
<b>Assignment Type</b>	<b>Length of Assignment</b>
<b>Classroom Observation date (yyyy/mm/dd)</b>	
<b>Other evaluation input (for example, parental and student input)</b>	

#### Instructions to the Principal

1. This report must be completed after the post-observation meeting.
2. A copy signed by the principal must be provided to the teacher within twenty school days after the classroom observation.
3. The teacher must sign this report to acknowledge receipt of the report. At the request of either the teacher or the principal, the teacher and the principal must meet to discuss the performance appraisal after the teacher receives a copy of this report.
4. A copy of this report signed by both the principal and the teacher must be sent to the appropriate board with a copy of the teacher's Annual Learning Plan for the year.
5. The principal must evaluate the teacher on all sixteen competencies. Comments must be provided for each competency.

**Summative Report Form** Page 2

**Instructions to the Principal: A comment must be provided for each competency.**

**Commitment to Pupils and Pupil Learning**

**The teacher demonstrates commitment to the well-being and development of all pupils.**

**The teacher is dedicated in his or her efforts to teach and support pupil learning and achievement.**

**The teacher treats all pupils equitably and with respect.**

**The teacher provides an environment for learning that encourages pupils to be problem-solvers, decision-makers, lifelong learners, and contributing members of a changing society.**

**Professional Knowledge**

**The teacher knows his or her subject matter, the Ontario curriculum, and education-related legislation.**

**Summative Report Form** Page 3

---

**The teacher knows a variety of effective teaching and assessment practices.**

---

**The teacher knows a variety of effective classroom management strategies.**

---

**The teacher knows how pupils learn and factors that influence pupil learning and achievement.**

---

**Teaching Practice**

**The teacher uses his or her professional knowledge and understanding of pupils, curriculum, legislation, teaching practices, and classroom management strategies to promote the learning and achievement of his or her pupils.**

---

**The teacher communicates effectively with pupils, parents, and colleagues.**

---

**The teacher conducts ongoing assessment of his or her pupils' progress, evaluates their achievement, and reports results to pupils and parents regularly.**

**Summative Report Form** Page 4

---

**The teacher adapts and refines his or her teaching practice through continuous learning and reflection, using a variety of sources and resources.**

---

**The teacher uses appropriate technology in his or her teaching practice and related professional responsibilities.**

---

**Leadership and Community**

---

**The teacher collaborates with other teachers and school colleagues to create and sustain learning communities in his or her classroom and in the school.**

---

**The teacher works with other professionals, parents, and members of the community to enhance pupil learning, pupil achievement, and school programs.**

---

**Ongoing Professional Learning**

---

**The teacher engages in ongoing professional learning and applies it to improve his or her teaching practice.**

**Summative Report Form** Page 5

**Additional Competencies**

**Summative Report Form** Page 6

**Overall Performance Rating of Teacher**

(Click on the appropriate box.)

- Exemplary**    
 **Good**    
 **Satisfactory**    
 **Unsatisfactory**

**Exemplary:** Performance that consistently exceeds the expectations for the set of competencies.

**Good:** Performance that consistently meets the expectations for the set of competencies.

**Satisfactory:** Performance that does not always meet all the expectations for the set of competencies. Performance should be improved.

**Unsatisfactory:** Performance that does not meet expectations for the set of competencies. Performance must be improved.

---

**Principal's summary comments on the evaluation (optional)**

---

**Teacher's comments on the evaluation (optional)**

---

**Principal's Signature**

My signature indicates that this performance appraisal was conducted in accordance with Part X.2 of the Education Act and Ontario Regulations 98/02 and 99/02.

**Date (yyyy/mm/dd)**

---

**Teacher's Signature**

My signature indicates the receipt of this summative report.

**Date (yyyy/mm/dd)**



## Appendix H

*Pennycook*



### Summative Report Form for Experienced Teachers (Approved Form)

This form must be used for each performance appraisal. The duties of the principal may be delegated to a vice-principal in the same school, or an appropriate supervisory officer.

Teacher's Last Name

Teacher's First Name

Principal's Last Name

Principal's First Name

Name of School

Name of Board

Description of Teacher's Assignment (Grade(s), Subject(s), Full-time/Part-time, Elementary/Secondary, etc.)

#### Instructions to the Principal

1. This report is to be completed during the performance appraisal process.
2. A copy signed by the principal must be provided to the teacher within 20 school days after the classroom observation (or 15 school days if the appraisal has resulted in a performance rating that is *Unsatisfactory*).
3. The teacher can add comments and must sign this report to acknowledge receipt of the report. At the request of either the teacher or the principal, the teacher and the principal must meet to discuss the performance appraisal after the teacher receives a copy of this report.
4. A copy of this report signed by both the principal and the teacher must be sent to the board.
5. In preparing the summative report, the principal must:
  - consider all 16 competencies in assessing the teacher's performance;
  - provide comments regarding the competencies identified in discussions with the teacher as the focus of the performance appraisal;
  - provide an overall rating of the teacher's performance in accordance with the rating scale;
  - recommend professional growth goals and strategies for the teacher's development.

Notwithstanding the discussions held between the teacher and the principal, the principal is required to assess teacher performance in relation to all 16 competencies set out in Schedule I of O. Reg. 99/02, as amended, and may comment on competencies other than those discussed.

**Meeting and Classroom Observation Dates (yyyy/mm/dd)**

Pre-observation:

Classroom Observation:

Post-observation:

**Focus of the Classroom Observation\***

**Other Appraisal Input (Please specify)**

Additional input attached

\* Notwithstanding the discussions held between the teacher and the principal, the principal is required to assess teacher performance in relation to all 16 competencies set out in Schedule I of O. Reg. 99/02, as amended, and may comment on competencies other than those discussed.

**Instructions to the Principal:** Comment on competencies identified in discussions with the teacher as the focus of the teacher's performance appraisal (the principal may also comment on other competencies that were assessed through the performance appraisal).

**Domain: Commitment to Pupils and Pupil Learning**

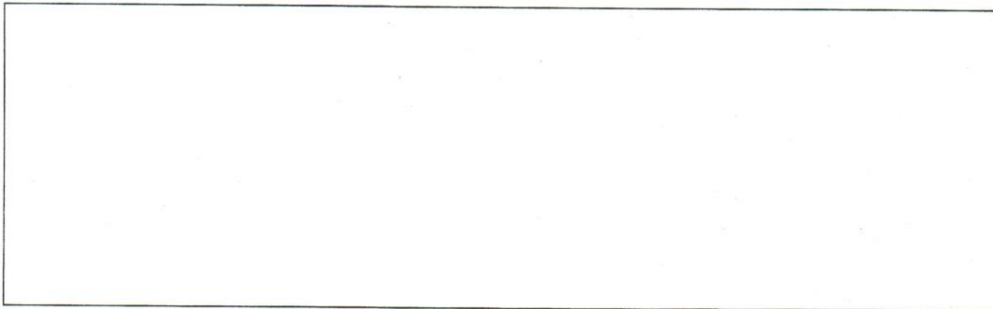
- The teacher demonstrates commitment to the well-being and development of all pupils.
- The teacher is dedicated in his or her efforts to teach and support pupil learning and achievement.
- The teacher treats all pupils equitably and with respect.
- The teacher provides an environment for learning that encourages pupils to be problem solvers, decision makers, lifelong learners, and contributing members of a changing society.

**Domain: Professional Knowledge**

- The teacher knows his or her subject matter, the Ontario curriculum, and education-related legislation.
- The teacher knows a variety of effective teaching and assessment practices.
- The teacher knows a variety of effective classroom management strategies.
- The teacher knows how pupils learn and factors that influence pupil learning and achievement.

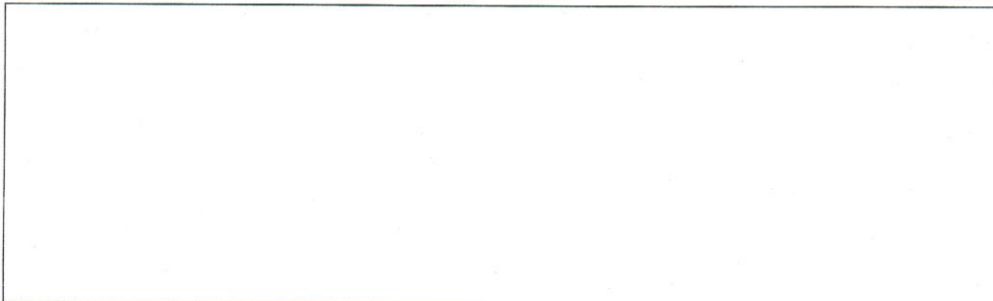
**Domain: Professional Practice**

- The teacher uses his or her professional knowledge and understanding of pupils, curriculum, legislation, teaching practices and classroom management strategies to promote the learning and achievement of his or her pupils.
- The teacher communicates effectively with pupils, parents, and colleagues.
- The teacher conducts ongoing assessment of his or her pupils' progress, evaluates their achievement, and reports results to pupils and parents regularly.
- The teacher adapts and refines his or her teaching practices through continuous learning and reflection, using a variety of sources and resources.
- The teacher uses appropriate technology in his or her teaching practices and related professional responsibilities.



**Domain: Leadership in Learning Communities**

- The teacher collaborates with other teachers and school colleagues to create and sustain learning communities in his or her classroom and school.
- The teacher works with other professionals, parents, and members of the community to enhance pupil learning, pupil achievement, and school programs.



**Domain: Ongoing Professional Learning**

- The teacher engages in ongoing professional learning and applies it to improve his or her teaching practices.

**Additional Competencies**

**Overall Rating of Teacher's Performance**

(Check the appropriate box.)

- Satisfactory*       *Unsatisfactory* (If the teacher received an *Unsatisfactory* rating, an Improvement Plan will also be developed)

**Comments on the Overall Rating of the Teacher's Performance**

If the teacher received a *Satisfactory* rating, the principal is encouraged to provide further feedback on strengths and possible areas of growth for the teacher.

**Professional Growth Goals and Strategies for the Teacher (Required, if rating is *Satisfactory*)**

The following professional growth goals and strategies are recommended for the teacher to take into account when developing his or her Annual Learning Plan (ALP).

**Principal's Additional Comments on the Appraisal (Optional)**

**Teacher's Comments on the Appraisal (Optional)**

**Principal's Signature**

My signature indicates that this performance appraisal was conducted in accordance with Part X.2 of the Education Act and Ontario Regulations 99/02 and Ontario Regulation 98/02, as amended.

Date (yyyy/mm/dd)

**Teacher's Signature**

My signature indicates the receipt of this summative report.

Date (yyyy/mm/dd)

**Summative Report Form for Experienced Teachers**

# Appendix I



Ministry of Education

## Appendix B Summative Report Form for Experienced Teachers (Approved Form)

This form must be used for each performance appraisal. The duties of the principal may be delegated to a vice-principal in the same school or to an appropriate supervisory officer.

Boards are not allowed to remove any of the content from this approved form. Boards may add information, such as additional competencies (see section 277.32 of the *Education Act*), as long as this does not affect the substance of the form or mislead, and as long as the form is organized in substantially the same way as the approved form

Teacher's Last Name <input type="text"/>	Teacher's First Name <input type="text"/>
Principal's Last Name <input type="text"/>	Principal's First Name <input type="text"/>
Name of School <input type="text"/>	Name of Board <input type="text"/>

Description of Teacher's Assignment (grade(s), subject(s), full-time/part-time, elementary/secondary, etc.)

Meeting and Classroom Observation Dates (yyyy/mm/dd)

Pre-observation: <input type="text"/>	Classroom Observation: <input type="text"/>	Post-observation: <input type="text"/>
--	--	---

### Instructions to the Principal

1. This report must be completed after the post-observation meeting.
2. A copy signed by the principal must be provided to the teacher within 20 school days of the classroom observation. If the rating is *Unsatisfactory*, the principal must follow the steps outlined in section 12.3.2 of the *Teacher Performance Appraisal Technical Requirements Manual* (2010).
3. The teacher may add comments and must sign this report to acknowledge receipt. At the request of either the teacher or the principal, the teacher and the principal must meet to discuss the performance appraisal after the teacher receives a copy of this report.
4. A copy of this report signed by both the principal and the teacher must be sent to the appropriate supervisory officer.
5. In preparing the summative report, the principal must:
  - consider all 16 competencies in assessing the teacher's performance;
  - provide comments regarding the competencies identified in discussions with the teacher as most relevant to the teacher's performance appraisal;<sup>1</sup>
  - provide an overall rating of the teacher's performance in accordance with the rating scale;
  - recommend professional growth goals and strategies for the teacher's development.

<sup>1</sup> Notwithstanding the discussions held between the teacher and the principal, the principal is required to assess teacher performance in relation to all 16 competencies set out in Schedule 1 of O. Reg. 99/02, as amended, and may comment on competencies other than those discussed.

Appendix B cont'd

**Focus of the Classroom Observation**

**Other Appraisal Input (Please specify)**

Additional input attached



Appendix B cont'd

**Instructions to the Principal:**

Comment on competencies identified in discussions with the teacher as the focus of the teacher's performance appraisal (the principal may also comment on other competencies that were assessed during the performance appraisal).

**Domain: Commitment to Pupils and Pupil Learning**

- The teacher demonstrates commitment to the well-being and development of all pupils.
- The teacher is dedicated in his or her efforts to teach and support pupil learning and achievement.
- The teacher treats all pupils equitably and with respect.
- The teacher provides an environment for learning that encourages pupils to be problem-solvers, decision-makers, life-long learners, and contributing members of a changing society.

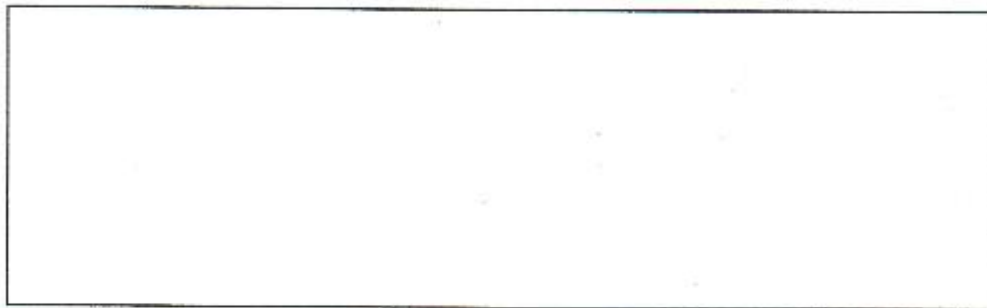
**Domain: Professional Knowledge**

- The teacher knows his or her subject matter, the Ontario curriculum, and education-related legislation.
- The teacher knows a variety of effective teaching and assessment practices.
- The teacher knows a variety of effective classroom management strategies.
- The teacher knows how pupils learn and the factors that influence pupil learning and achievement.

Appendix B cont'd

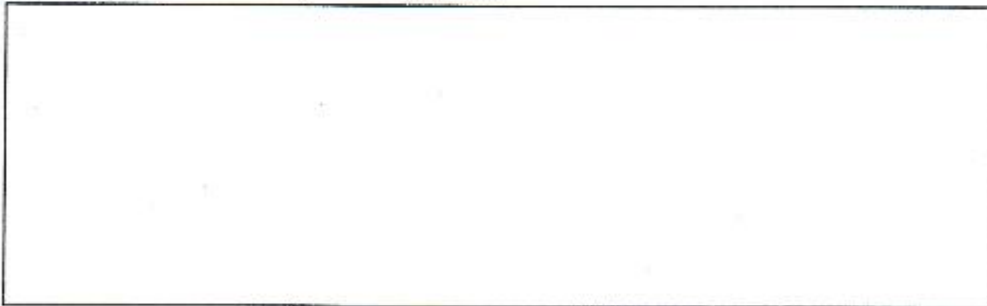
**Domain: Teaching Practice**

- The teacher uses his or her professional knowledge and understanding of pupils, curriculum, legislation, teaching practices, and classroom management strategies to promote the learning and achievement of his or her pupils.
- The teacher communicates effectively with pupils, parents, and colleagues.
- The teacher conducts ongoing assessment of his or her pupils' progress, evaluates their achievement, and reports results to pupils and their parents regularly.
- The teacher adapts and refines his or her teaching practices through continuous learning and reflection, using a variety of sources and resources.
- The teacher uses appropriate technology in his or her teaching practices and related professional responsibilities.



**Domain: Leadership and Community**

- The teacher collaborates with other teachers and school colleagues to create and sustain learning communities in his or her classroom and school.
- The teacher works with other professionals, parents, and members of the community to enhance pupil learning, pupil achievement, and school programs.



Appendix B cont'd

**Domain: Ongoing Professional Learning**

- The teacher engages in ongoing professional learning and applies it to improve his or her teaching practices.

**Additional Competencies**

**Overall Rating of Teacher's Performance**

(Check the appropriate box.)

- Satisfactory*       *Unsatisfactory* (If the teacher receives an *Unsatisfactory* rating, an Improvement Plan will also be developed.)

**Comments on the Overall Rating of the Teacher's Performance**

If the teacher receives a *Satisfactory* rating, the principal is encouraged to provide further feedback on strengths and possible areas of growth for the teacher.

Appendix B cont'd

**Professional Growth Goals and Strategies for the Teacher (required, if rating is Satisfactory)**

The following professional growth goals and strategies are recommended for the teacher to take into account when developing his or her Annual Learning Plan (ALP).

**Principal's Additional Comments on the Appraisal (optional)**

**Teacher's Comments on the Appraisal (optional)**

**Principal's Signature**

My signature indicates that this performance appraisal was conducted in accordance with Part X.2 of the *Education Act* and Ontario Regulation 99/02 and Ontario Regulation 98/02, as amended.

X

Date (yyyy/mm/dd)

**Teacher's Signature**

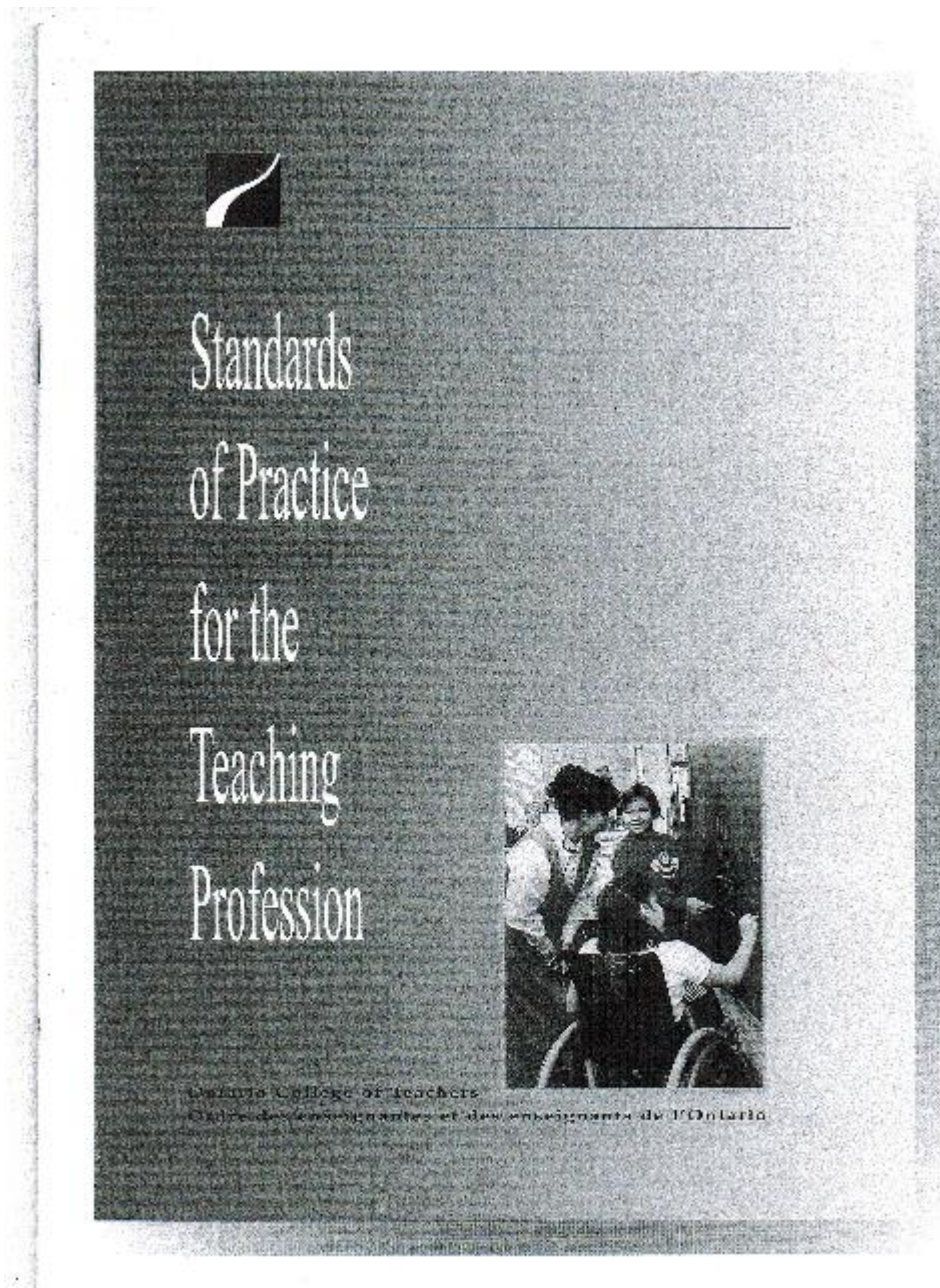
My signature indicates the receipt of this summative report.

X

Date (yyyy/mm/dd)

**Appendix B - Summative Report Form for Experienced Teachers**

## Appendix J



# Developing the Standards of Practice for the Teaching Profession



The standards of practice for the teaching profession were developed using a variety of sources and resources.

Existing statements from other educational jurisdictions were reviewed. This review included both national and international examples. Standards of practice statements from other self-regulatory bodies in Ontario were also examined.

Hundreds of members of the College and the public contributed through structured research activities to the development of the standards of practice. The structured research activities included interviews, focus groups and written responses to questions posed on the College web site and in College publications. In addition, many participants offered feedback through e-mail, discussion groups, writing teams and written correspondence.

A preliminary draft was reviewed by more than 500 members of the College and the public who engaged in developmental feedback sessions. Many groups and individuals also provided written responses to this early draft. Data from the developmental feedback sessions and the issues brought forward in these responses provided the basis for the revision of the preliminary draft.

The standards of practice have been developed to answer the question, "What does it mean to be a teacher?" The responses contributed by participants in the development and revision processes were highly personalized, deeply reflective and complex. Participants spoke passionately about the importance of teaching – for now and for a future we can not yet envision.

The standards of practice are descriptors for the teaching profession. They will also serve as a catalyst for discussion, debate and movement toward a consensus about what it means to be a teacher.

The document, *Standards of Practice for the Teaching Profession*, was approved by the Council of the Ontario College of Teachers on November 19, 1999.

Ce document est disponible en français sous le titre de *Normes d'exercice de la profession enseignante*.

## Contents

Introduction	1
Standards of Practice for the Teaching Profession	5
Key Elements	
Commitment to Students and Student Learning	6
Professional Knowledge	8
Teaching Practice	10
Leadership and Community	12
Ongoing Professional Learning	13



## Introduction

### Self-Regulation and Standards of Practice



Program and the Supervisory Officer's Qualification Program. Another challenge will be identifying ways to accredit other programs and the ongoing professional learning that takes place in practice.

Professional growth is at the core of teacher professionalism. The Ontario College of Teachers through the accreditation of pre-service and in-service programs based on the standards of practice provides members of the College with opportunities for this ongoing professional growth.

The professional learning programs accredited by the Ontario College of Teachers must address the professional growth needs of members from the time they prepare to enter the teaching profession to the time they retire. In this document the term professional learning refers to those programs accredited by the Ontario College of Teachers. Professional growth is a more inclusive term recognizing the many ways teachers acquire professional knowledge.

In the *College of Teachers Act*, Regulations under the Act, and in this statement of standards of practice, "teacher" means a member of the Ontario College of Teachers. This definition requires that the College accredit professional learning programs for not only classroom teachers but also for members in a broad range of roles such as principals, occasional teachers, superintendents and directors of education.

The Ontario College of Teachers is the self-regulatory body for the teaching profession in Ontario.

A self-regulatory body must be able to articulate what it is and makes that professional body unique. In the case of the Ontario College of Teachers, it means answering the question "What does it mean to be a teacher?" Professional self-regulatory bodies use the term "standards of practice" to refer to the descriptors that answer this question. For the teaching profession, this description includes statements about students and student learning, professional knowledge, teaching practice, leadership and community, and ongoing professional learning.

The standards of practice for the teaching profession provide the foundation for pre-service and in-service programs accredited by the Ontario College of Teachers.

This means that the Ontario College of Teachers has now assumed, through legislation, the responsibility for the accreditation of pre-service education programs at the faculties of education in Ontario universities. It also means that the College will accredit forms of in-service professional learning. In-service professional learning currently accredited by the College through Regulation 134/97 under the *Ontario College of Teachers Act* includes programs such as the Additional Qualification courses, the Principal's Qualification

Program and the Supervisory Officer's Qualification Program. Another challenge will be identifying ways to accredit other programs and the ongoing professional learning that takes place in practice.

Professional growth is at the core of teacher professionalism. The Ontario College of Teachers through the accreditation of pre-service and in-service programs based on the standards of practice provides members of the College with opportunities for this ongoing professional growth.

The professional learning programs accredited by the Ontario College of Teachers must address the professional growth needs of members from the time they prepare to enter the teaching profession to the time they retire. In this document the term professional learning refers to those programs accredited by the Ontario College of Teachers. Professional growth is a more inclusive term recognizing the many ways teachers acquire professional knowledge.

In the *College of Teachers Act*, Regulations under the Act, and in this statement of standards of practice, "teacher" means a member of the Ontario College of Teachers. This definition requires that the College accredit professional learning programs for not only classroom teachers but also for members in a broad range of roles such as principals, occasional teachers, superintendents and directors of education.



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## Principles

The standards of practice for the teaching profession were developed to support these principles.

**The standards of practice describe what it means to be a member of the teaching profession in Ontario.**

This assertion highlights, in a general way, the knowledge, skills, and values that are inherent to the teaching profession. They articulate the goals and aspirations of a profession with a mandate to foster student learning. Members of the College, as members of the teaching profession, foster student learning through a variety of roles in education.

**The standards of practice are reflective of the beliefs and values expressed by the participants in the development process.**

The standards of practice were developed with input from members of the College and the public. The participants in the developmental process recognized the contribution the teaching profession makes to Ontario society. These participants recognized the need to ensure that professional learning programs accredited by the College are based on the standards of practice and that these programs prepare members of the profession to meet the challenge of preparing students to be contributing members of Ontario society.

**The standards of practice recognize and value diversity in teaching.**

The recognition of what it means to be a member of the teaching profession recognizes that effective teaching requires the use of a range of teaching styles and techniques. These variations afford teachers the opportunity to address diverse, accommodate change and meet diverse needs.



The standards of practice are based on the promises that personal and professional growth is a developmental process and that teachers move through a variety of career and life stages.



Standards of practice provide the foundation for ongoing professional growth through the professional learning programs accredited by the Ontario College of Teachers.

Teacher candidates in a pre-service program are involved in professional learning based on the standards of practice at a level appropriate for beginning teachers. Candidates in the Principals Qualification Program engage in professional learning based on the standards of practice as well, but from a school administration perspective. Participants in the Superintendent/Officer's Qualification Program will see the standards of practice from a systems perspective. Participants in the Additional Qualification course for Special Education experience professional learning based on the standards of practice and highlighting the needs of exceptional students.

However, as they move through different career and life stages, will engage in a variety of professional learning activities. The basis for this professional learning will be the standards of practice for the teaching profession.

The standards of practice for the teaching profession are interdependent.

The question "What does it mean to be a teacher?" generates multiple responses. Focusing on a single area of the standards of practice does not address the complexity of the teaching profession.

The Ontario College of Teachers recognizes the contribution the teaching profession makes to the future of Ontario society. Members of the College also recognize that the teaching profession can not carry this responsibility alone. In order to ensure that Ontario students are well prepared to meet the challenges of the future, the teaching profession needs the support of government, employers, parents, students and the Ontario public-at-large. As individuals, and through our respective organizations, all must work together to create classrooms, schools and education systems where the teaching profession is able to work toward the goals and aspirations outlined in the *Standards of Practice for the Teaching Profession*.

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## Purposes

The standards of practice for the teaching profession have been developed to serve a range of purposes. The standards of practice will:

- focus on the responsibility of the teaching profession to enhance student learning
- provide a common understanding of what makes "being a teacher" a unique professional experience
- clarify the knowledge, skills and values implicit in the practice of teaching
- provide the basis for ongoing personal and professional growth and the accumulation of professional learning programs
- represent the aspirations and goals of the teaching profession
- enhance the dignity of the teaching profession
- acknowledge the contribution the teaching profession makes to Ontario society
- assist the College in fulfilling its mandate to govern the practice of teaching in the public interest.

All members of the College should be able to "see" the work they do described in these standards of practice.

The standards are not intended to be the criteria for the ongoing performance appraisal of individual members of the College. Performance appraisal remains the responsibility of the employer. In publicly funded systems, these responsibilities are outlined in the *Education Act* and Regulation 298 under the *Education Act*.



# Standards of Practice for the Teaching Profession

The following five statements comprise the standards of practice for the teaching profession.

## Commitment to Students and Student Learning

Members of the Ontario College of Teachers demonstrate care for and commitment to students. They are dedicated to their efforts to teach and to support student learning. They treat students equitably and with respect. They encourage students to grow as individuals and as contributing members of society. Members of the Ontario College of Teachers assist students to become lifelong learners.

## Professional Knowledge

Professional knowledge is the foundation of teaching practice. Members of the Ontario College of Teachers know the curriculum, the subject matter, the student, and teaching practice. They know education-related legislation, methods of communication and ways to teach in a changing world.

## Teaching Practice

Members of the Ontario College of Teachers apply professional knowledge and understanding of the student, curriculum, teaching, and the changing context of the learning environment to promote student learning. They conduct ongoing assessment and evaluation of student progress. They modify and refine teaching practice through continuous reflection.

## Leadership and Community

Members of the Ontario College of Teachers are educational leaders who create and sustain learning communities in their classrooms, in their schools, and in their profession. They collaborate with their colleagues and other professionals, with parents, and with other members of the community to enhance school programs and student learning.

## Ongoing Professional Learning

Members of the Ontario College of Teachers are learners who acknowledge the interdependence of teacher learning and student learning. They engage in a continuum of professional growth to improve their practice.

The Standards of practice for the teaching profession may be evidenced by, but are not limited to, the key elements. The following key elements are examples that expand upon the five standards of practice statements.

## Key Elements

### Commitment to Students and Student Learning

#### 1. Demonstration of care and commitment

Members of the Ontario College of Teachers:

- (a) model for students the curiosity, enthusiasm, and joy of learning
- (b) help students to appreciate their own identity, to learn more of their cultural heritage, and to build self-esteem
- (c) demonstrate concern for student character, peer relationships, and personal aspirations.

#### 2. Support for student learning

Members of the Ontario College of Teachers:

- (a) understand and use a range of teaching methods to address learning, cultural, spiritual, and language differences, and family situations
- (b) develop programs for students that incorporate a knowledge and understanding of human development and learning theory.

#### 3. Equitable and respectful treatment

Members of the Ontario College of Teachers:

- (a) accommodate the differences in students and respect their diversity
- (b) help students to connect learning to their own life experiences and spiritual and cultural beliefs/values.





**4. Growing as individuals and as contributing members of society**

**Members of the Ontario College of Teachers:**

- (a) encourage students to become active, inquisitive and discerning citizens
- (b) create opportunities for students to understand, evaluate and respond to change
- (c) reinforce the rights and responsibilities students have as citizens

**5. Assisting in becoming lifelong learners**

**Members of the Ontario College of Teachers:**

- (a) link the curriculum and learning experiences to everyday life
- (b) encourage students to know about, reflect on and monitor their own learning
- (c) challenge students in the pursuit of excellence



## Professional Knowledge

### 1. Knowledge of the student

Members of the Ontario College of Teachers know:

- (a) how differences arising from cultural heritage, language, family, gender, community and other factors shape experience and impact on learning
- (b) how to recognize strengths and weaknesses of students
- (c) how teaching is shaped by what is known about human development and learning
- (d) that teaching students with exceptionalities requires the use of specialised knowledge and skills

### 2. Knowledge of the curriculum

Members of the Ontario College of Teachers know:

- (a) the subject matter
- (b) how knowledge in their subject area is created, linked to other subjects and applied to life experiences
- (c) the curriculum relevant to their subjects
- (d) ways to connect curriculum expectations to curriculum resources and technologies



**Knowledge of teaching practice**

Members of the Ontario College of Teachers know ways to:

- (a) make knowledge and skills accessible to others
- (b) make instruction so that it is helpful to students who learn in a variety of ways
- (c) moderate students
  - (i) establish and modify instructional settings
  - (ii) manage time for instruction
  - (iii) establish classroom management strategies that support learning and respect the dignity of students
  - (iv) facilitate and showcase interaction among students
  - (v) ensure that shared learning, as well as individual learning, occurs
- (d) assess and evaluate student learning, student responses to learning, and the achievement of curriculum expectations
- (e) communicate and collaborate with parents and others involved in the education of students

**Knowledge of the learning environment**

Members of the Ontario College of Teachers know ways to identify and respond to:

- (a) change
- (b) the context in a diverse and changing society that impact on learning
- (c) provincial legislation, local policies and procedures, and community norms that guide the decisions they make





Teaching Practice

1. The student

**Members of the Ontario College of Teachers planning for instruction:**

- (a) collaborate with professional colleagues to support student learning
- (b) apply knowledge of student backgrounds, experiences, and learning styles
- (c) apply knowledge of how students develop and learn
- (d) apply knowledge of a student's physical, social, and cognitive development
- (e) respond to learning exceptionalities and special needs
- (f) adapt teaching practices based on student achievement.

2. Curriculum

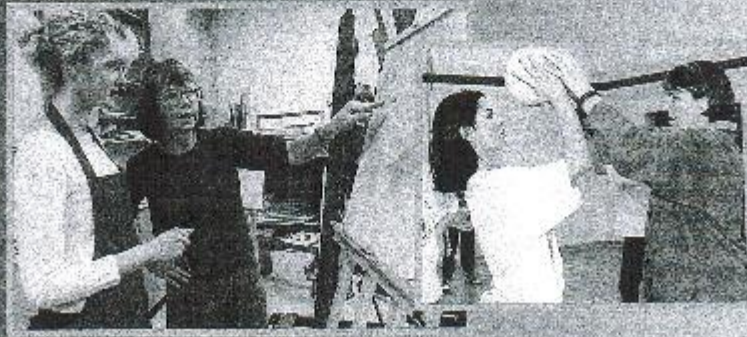
**Members of the Ontario College of Teachers:**

- (a) select the methods of inquiry, content knowledge, and skills required in the curriculum
- (b) link content and skills to everyday life experiences
- (c) integrate a variety of teaching and learning strategies, knowledge, and resources
- (d) assist students in developing and use ways to access and critically assess information.

3. Teaching and the changing context of the learning environment

**Members of the Ontario College of Teachers:**

- (a) express responsibilities as outlined in legislation
- (b) maintain goals and supportive learning environment
- (c) establish and maintain standards for student behaviour
- (d) enhance the learning environment with a variety of curriculum resources and available technologies
- (e) organize time and space to enrich the learning environment
- (f) develop student activities to promote social and group responsibilities
- (g) use classroom management skills to enhance learning
- (h) apply teaching strategies to meet student needs.



**4. Assessment and evaluation of students**

**Members of the Ontario College of Teachers:**

- (a) communicate clear, challenging and achievable expectations for students
- (b) gather data on student performance using a variety of assessment strategies
- (c) keep a continuous and comprehensive record of group and individual achievement
- (d) report and provide ongoing feedback of individual achievement to students and parents.



**5. Reflection**

**Members of the Ontario College of Teachers:**

- (a) integrate curriculum expectations into current teaching practice
- (b) reflect on current practice to determine if needs of individuals and groups of students are being met
- (c) modify and refine teaching practice using a variety of source and resources.



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## Leadership and Community

### 1. Responsibility and service

#### Members of the Ontario College of Teachers:

- (a) build trust with students, parents and the community
- (b) exercise professional integrity and judgement.

### 2. Creation of a learning community

#### Members of the Ontario College of Teachers:

- (a) learn with and from their students, colleagues, and others in communities of learners
- (b) motivate and inspire through sharing their vision
- (c) create opportunities for students to share their learning with their classmates, siblings, parents and the community
- (d) invite parents and members of the community to share their knowledge and skills in supporting classroom and school activities

### 3. Sustain learning through innovation and change

#### Members of the Ontario College of Teachers:

- (a) promote and effect change through decision-making, initiating change and evaluation and communicating results
- (b) engage others through shared problem-solving and conflict resolution
- (c) act both as team members and as team leaders
- (d) seek knowledge and celebratory fun and success.



## Ongoing Professional Learning

### 1. Teacher learning and student learning

#### Members of the Ontario College of Teachers:

- (a) understand that teacher learning is directly related to student learning;
- (b) act as role models who demonstrate lifelong learning;
- (c) seek and create a variety of learning opportunities both individual and collaborative that are integrated into practice for the benefit of student learning.

### 2. Professional growth

#### Members of the Ontario College of Teachers:

- (a) recognize that continuous professional growth is an integral part of teaching;
- (b) recognize that teaching and professional growth are influenced by personal, social, and educational contexts;
- (c) understand that teaching practice is enhanced by many forms of knowledge, ways of knowing, and ways to access that knowledge;
- (d) anticipate and plan the kinds of learning they will need to respond to a variety of educational contexts.

### 3. Improving practice

#### Members of the Ontario College of Teachers:

- (a) understand the commitment to continue professional growth;
- (b) know that professional learning is most effective when it is job-embedded, relevant, and supported by others within the educational community;
- (c) practice, experiment, and learn from experience;
- (d) share an and contribute, when appropriate, to various forms of educational research;
- (e) collaborate with colleagues to improve practice.



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Additional information on the *Standards of Practice for the Teaching Profession* is available from:

The Professional Affairs Department  
Ontario College of Teachers  
421 Bloor Street East, 6<sup>th</sup> Floor  
Toronto, Ontario  
M4W 3A5

Phone: (416) 961-8800

Toll free in Ontario: 1-888-534-2222

Fax: (416) 961-8822

Email: [pub@opt.on.ca](mailto:pub@opt.on.ca)





Ontario  
College  
of  
Teachers

Ordre  
des  
enseignantes  
et des  
enseignants  
de  
l'Ontario



20 Bloor Street East, 6th Floor, Toronto, Ontario, M4W 1M5



# Appendix K

## The Ethical Standards for the Teaching Profession

The Ethical Standards for the Teaching Profession represent a vision of professional practice. At the heart of a strong and effective teaching profession is a commitment to students and their learning. Members of the Ontario College of Teachers, in their position of trust, demonstrate responsibility in their relationships with students, parents, guardians, colleagues, educational partners, other professionals, the environment and the public.

### The Purposes of the Ethical Standards for the Teaching Profession are:

- to inspire members to reflect and uphold the honour and dignity of the teaching profession
- to identify the ethical responsibilities and commitments in the teaching profession
- to guide ethical decisions and actions in the teaching profession
- to promote public trust and confidence in the teaching profession.

### The Ethical Standards for the Teaching Profession are:

#### Care

The ethical standard of Care includes compassion, acceptance, interest and insight for developing students' potential. Members express their commitment to students' well-being and learning through positive influence, professional judgment and capacity in practice.

#### Trust

The ethical standard of Trust embodies fairness, openness and honesty. Members' professional relationships with students, colleagues, parents, guardians and the public are based on trust.

#### Respect

Intrinsic to the ethical standard of Respect is trust and fair and equitable. Members honour human dignity, emotional wellness and cognitive development. In their professional practice, they model respect for spiritual and cultural values, social justice, confidentiality, freedom, democracy and the environment.

#### Integrity

Honesty, reliability and moral action are embodied in the ethical standard of Integrity. Continual reflection assists members in exercising integrity in their professional commitments and responsibilities.

## The Standards of Practice for the Teaching Profession

The Standards of Practice for the Teaching Profession provide a framework of principles that describe the knowledge, skills and values inherent in Ontario's teaching profession. These standards articulate the goals and aspirations of the profession. These standards convey a collective vision of professionalism that guides the daily practice of members of the Ontario College of Teachers.

### The Purposes of the Standards of Practice for the Teaching Profession are:

- to inspire a shared vision for the teaching profession
- to identify the values, knowledge and skills that are distinctive to the teaching profession
- to guide the professional judgments and actions of the teaching profession
- to promote a common language that fosters an understanding of what it means to be a member of the teaching profession.

### The Standards of Practice for the Teaching Profession are:

#### Commitment to Students and Student Learning

Members are dedicated in their care and commitment to students. They treat students equitably and with respect and are sensitive to factors that influence individual student learning. Members facilitate the development of students as contributing citizens of Canadian society.

#### Leadership in Learning Communities

Members promote and participate in the creation of collaborative, safe and supportive learning communities. They recognize their shared responsibilities and leadership roles in facilitating student success. Members maintain and uphold the principles of the ethical standards in their teaching communities.

#### Professional Knowledge

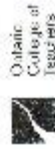
Members strive to be current in their professional knowledge and recognize its relationship to practice. They understand and reflect on student development, learning theory, pedagogy, curriculum, ethics, educational research and related policies and legislation to inform professional judgment in practice.

#### Professional Practice

Members apply professional knowledge and experience to promote student learning. They use appropriate pedagogical, assessment and evaluation, resources and technology in planning for and responding to the needs of individual students and learning communities. Members define their professional practice through ongoing inquiry, dialogue and reflection.

#### Ongoing Professional Learning

Members recognize that a commitment to ongoing professional learning is integral to effective practice and to student learning. Professional practice and student learning are informed by experience, research, collaboration and knowledge.



Ontario College of Teachers

## Appendix L

### Appendix F Performance Indicators - "Look-Fors"

All of the Performance Indicators - "Look-Fors" must be taken into account during a teacher's performance appraisal.

DOMAINS	COMPETENCIES (Ontario Regulation 99/02)	"LOOK-FORS"
<p>1. Commitment to Pupils and Pupil Learning</p>	<p>1.1 Teachers demonstrate commitment to the well-being and development of all pupils</p>	<p><b>The teacher:</b></p> <ol style="list-style-type: none"> <li>1. applies knowledge effectively about how students develop and learn physically, socially, and cognitively</li> <li>2. responds to learning exceptionalities and special needs by modifying assessment processes to ensure needs of special students are met</li> <li>3. shapes instruction appropriately so that it is helpful to students who learn in a variety of ways</li> <li>4. effectively motivates students to improve student learning</li> <li>5. seeks and effectively applies approaches for helping students' cognitive, affective and social development</li> <li>6. models and promotes the joy of learning</li> <li>7. provides responsive and thoughtful feedback on assignments</li> <li>8. effectively uses student work to diagnose learning difficulties and provides appropriate remediation</li> <li>9. effectively supports and/or assists students in meeting their academic, social and emotional needs by addressing their individual needs</li> <li>10. demonstrates a positive rapport with students</li> <li>11. recognizes student difficulties by employing effective assessment strategies</li> <li>12.</li> <li>13.</li> </ol>



**Performance Indicators - "Look-Fors"** Page 2

All of the Performance Indicators - "Look-Fors" must be taken into account during a teacher's performance appraisal.

DOMAINS	COMPETENCIES (Ontario Regulation 99/02)	"LOOK-FORS"
<p>1. Commitment to Pupils and Pupil Learning, <i>continued</i></p>	<p>1.2 Teachers are dedicated in their efforts to teach and support pupil learning and achievement</p>	<p><b>The teacher:</b></p> <ul style="list-style-type: none"> <li>14. assists learners in practising new skills by providing opportunities for guided practice</li> <li>15. provides for active student participation in the learning process</li> <li>16. employs appropriate balance of student and teacher directed discussion/learning</li> <li>17. establishes an environment that maximizes learning</li> <li>18. encourages students to excel to the best of their ability</li> <li>19. utilizes a variety of teaching strategies suited to the individual needs of students</li> <li>20.</li> <li>21.</li> </ul>
	<p>1.3 Teachers treat all pupils equitably and with respect</p>	<p><b>The teacher:</b></p> <ul style="list-style-type: none"> <li>22. demonstrates care and respect for students by maintaining positive interactions</li> <li>23. promotes polite and respectful student interactions</li> <li>24. addresses issues of equity and diversity by planning appropriate experiences</li> <li>25. differentiates curriculum expectations and teaching strategies to meet the needs of all students</li> <li>26. addresses inappropriate student behaviour in a positive manner</li> <li>27. respects individual needs of students by providing appropriate experiences</li> <li>28. communicates information from a bias-free, multicultural perspective</li> </ul>

**Performance Indicators - "Look-Fors"** Page 3

All of the Performance Indicators - "Look-Fors" must be taken into account during a teacher's performance appraisal.

DOMAINS	COMPETENCIES (Ontario Regulation 99/02)	"LOOK-FORS"
<p>1. Commitment to Pupils and Pupil Learning, <i>continued</i></p>	<p>1.3 Teachers treat all pupils equitably and with respect, <i>continued</i></p> <p>1.4 Teachers provide an environment for learning that encourages pupils to be problem solvers, decision-makers, life-long learners and contributing members of a changing society</p>	<p>29. ensures and models bias-free assessment to address equality</p> <p>30. values and promotes fairness and justice by adopting anti-discriminatory practices in respect of gender, sexual orientation, race, disability, age, religion and culture</p> <p>31.</p> <p>32.</p> <p><b>The teacher:</b></p> <p>33. provides learners with appropriate opportunities for independent practice of new skills</p> <p>34. employs effective questioning techniques that encourage higher level thinking skills</p> <p>35. provides guidance and appropriate feedback to learners on attainment of new concepts/skills</p> <p>36. encourages feedback, risk-taking, questioning and experimentation by establishing a non-threatening learning environment</p> <p>37. encourages students to be cognisant of their personal strengths and capabilities to pursue possible career paths</p> <p>38. assists students in preparation for life by assisting them to develop an appetite for life-long learning</p> <p>39. promotes student self-esteem by reinforcing positive behaviours</p> <p>40.</p> <p>41.</p>

**Performance Indicators - "Look-Fors" Page 4**

All of the Performance Indicators - "Look-Fors" must be taken into account during a teacher's performance appraisal.

DOMAINS	COMPETENCIES (Ontario Regulation 99/02)	"LOOK-FORS"
2. Professional Knowledge	<p><b>2.1 Teachers know their subject matter, the Ontario curriculum and education-related legislation</b></p>	<p>The teacher:</p> <ul style="list-style-type: none"> <li>42. teaches the Ontario curriculum by exhibiting an understanding and ability to explain subject areas</li> <li>43. demonstrates mastery of subject knowledge and related skills</li> <li>44. presents accurate and up-to-date information</li> <li>45. uses a variety of effective resources to enhance learning</li> <li>46. implements and effectively explains statutes and regulations with regards to student safety and welfare</li> <li>47. knows, follows and explains appropriate legislation, local policies and procedures</li> <li>48.</li> <li>49.</li> </ul>
	<p><b>2.2 Teachers know a variety of effective teaching and assessment practices</b></p>	<p>The teacher:</p> <ul style="list-style-type: none"> <li>50. provides constructive criticism as part of evaluation</li> <li>51. aligns assessment strategies with learning objectives</li> <li>52. uses appropriate diagnostic techniques to assess student difficulties</li> <li>53. employs formative and summative assessments to check for understanding</li> <li>54. uses a variety of appropriate teaching techniques to engage students</li> <li>55. uses a variety of assessment strategies and instruments to make both short-term and long-range decisions to improve student learning</li> <li>56.</li> <li>57.</li> </ul>

**Performance Indicators - "Look-Fors"** Page 5

All of the Performance Indicators - "Look-Fors" must be taken into account during a teacher's performance appraisal.

DOMAINS	COMPETENCIES (Ontario Regulation 99/02)	"LOOK-FORS"
<p>2. Professional Knowledge, <i>continued</i></p>	<p>2.3 Teachers know a variety of effective classroom management strategies</p>	<p><b>The teacher:</b></p> <p>58. organizes instructional time by providing for the needs of all students</p> <p>59. systematizes routine procedures and tasks to engage students in varied learning experiences</p> <p>60. teaches scheduled class/subject for allocated time periods with effective student engagement</p> <p>61. displays student work appropriately for a variety of teaching/learning experiences</p> <p>62. considers the individual needs of students, the learning environment and teacher skills when selecting resources</p> <p>63. seeks and uses various resources to achieve and reinforce expectations</p> <p>64. provides opportunities for students to share their interests and demonstrate their involvement in learning</p> <p>65. ensures that all students have the opportunity to learn by planning purposeful assignments</p> <p>66. uses appropriate strategies to manage discipline</p> <p>67. implements the behaviour code with consistency</p> <p>68. differentiates instruction to meet diverse student needs</p> <p>69.</p> <p>70.</p>

**Performance Indicators - "Look-Fors"** Page 6

All of the Performance Indicators - "Look-Fors" must be taken into account during a teacher's performance appraisal.

DOMAINS	COMPETENCIES (Ontario Regulation 99/02)	"LOOK-FORS"
<p>2. Professional Knowledge, <i>continued</i></p>	<p>2.4 Teachers know how pupils learn and factors that influence pupil learning and achievement</p>	<p>The teacher:</p> <ul style="list-style-type: none"> <li>71. uses different motivational strategies to encourage students in developing competence in all areas</li> <li>72. takes into account various learning styles with the selection of materials/media</li> <li>73. adapts to groups or individual students with flexible grouping practices</li> <li>74. modifies programs to fit student needs by making topics relevant to students' lives and experiences</li> <li>75. knows special education IEP and IPRC processes and provides appropriate experiences for student achievement</li> <li>76.</li> <li>77.</li> </ul>

**Performance Indicators - "Look-Fors" Page 7**

All of the Performance Indicators - "Look-Fors" must be taken into account during a teacher's performance appraisal.

DOMAINS	COMPETENCIES (Ontario Regulation 99/02)	"LOOK-FORS"
3. Teaching Practice	3.1 Teachers use their professional knowledge and understanding of pupils, curriculum, legislation, teaching practices and classroom management strategies to promote the learning and achievement of their pupils	<p><b>The teacher:</b></p> <p>78. makes effective links between daily lesson plans and long-range plans</p> <p>79. uses practices which successfully promote the development of higher order thinking skills</p> <p>80. develops clear and achievable classroom expectations with the students</p> <p>81. models and promotes effective communication skills</p> <p>82. demonstrates flexibility in teaching strategies by addressing the needs of all students</p> <p>83. chooses pertinent resources for development of instruction to address student needs</p> <p>84. varies learning instruction based on student needs, curriculum expectations, teaching-learning strategies</p> <p>85. implements with success the requirements of statutes and regulations with regards to student safety and welfare</p> <p>86. uses instructional time in a focussed, purposeful way</p> <p>87. establishes and maintains standards for student behaviour that support learning and respects the dignity of the students</p> <p>88. organizes subject matter into meaningful lessons</p> <p>89. relates specific lesson topics to major subject matter concepts and generalizations</p> <p>90. incorporates appropriate curricular guidelines meaningfully into lessons</p> <p>91. encourages students to know about, reflect on, and monitor their own learning</p> <p>92. assists students to develop and use ways to access and critically assess information</p> <p>93. communicates effectively information from a bias-free, multicultural perspective</p> <p>94. uses a clear and consistent format to present instruction</p> <p>95.</p> <p>96.</p>

**Performance Indicators - "Look-Fors"** Page 8

All of the Performance Indicators - "Look-Fors" must be taken into account during a teacher's performance appraisal.

DOMAINS	COMPETENCIES (Ontario Regulation 99/02)	"LOOK-FORS"
3. Teaching Practice, <i>continued</i>	3.2 Teachers communicate effectively with pupils, parents and colleagues	<p>The teacher:</p> <ul style="list-style-type: none"> <li>97. provides ongoing feedback to parents, for example, through newsletters and bulletins</li> <li>98. demonstrates a positive, professional attitude when communicating with parents, students and colleagues</li> <li>99. follows school/board guidelines on reporting with diligence</li> <li>100. conducts effective teacher-student conferences</li> <li>101. communicates clear, challenging and achievable expectations for students</li> <li>102.</li> <li>103.</li> </ul>
	3.3 Teachers conduct ongoing assessment of their pupils' progress, evaluate their achievement and report results to pupils and parents regularly	<p>The teacher:</p> <ul style="list-style-type: none"> <li>104. uses a variety of appropriate techniques to report student progress</li> <li>105. uses a variety of appropriate assessment and evaluation techniques</li> <li>106. engages in meaningful dialogue with students to provide feedback during the teaching/learning process</li> <li>107. uses ongoing reporting to keep both students and parents informed and to chart student progress</li> <li>108. gathers accurate data on student performance and keeps comprehensive records of student achievements</li> <li>109.</li> <li>110.</li> </ul>

**Performance Indicators - "Look-Fors" Page 9**

All of the Performance Indicators - "Look-Fors" must be taken into account during a teacher's performance appraisal.

DOMAINS	COMPETENCIES (Ontario Regulation 99/02)	"LOOK-FORS"
<p>3. Teaching Practice, <i>continued</i></p>	<p>3.4 Teachers adapt and refine their teaching practices through continuous learning and reflection, using a variety of sources and resources</p>	<p>The teacher:</p> <ul style="list-style-type: none"> <li>111. assesses and reviews program delivery for relevancy</li> <li>112. uses provincial achievement standards and competency statements as a reference point for evaluation of teaching</li> <li>113. reflects on teaching effectiveness that is shaped by human development and learning</li> <li>114. integrates curriculum expectations effectively into teaching practice</li> <li>115. modifies programs effectively to respond to needs of exceptional students</li> <li>116. effectively demonstrates knowledge of trends, techniques and research relevant to their teaching</li> <li>117.</li> <li>118.</li> </ul>
	<p>3.5 Teachers use appropriate technology in their teaching practices and related professional responsibilities</p>	<p>The teacher:</p> <ul style="list-style-type: none"> <li>119. uses technology appropriately to improve efficiency and effectiveness in planning, instructional delivery, reporting procedures and decision-making</li> <li>120. models and promotes effective use of technology to promote student learning</li> <li>121. demonstrates effective use of technology as it relates to school operations and board expectations</li> <li>122.</li> <li>123.</li> </ul>



All of the Performance Indicators - "Look-Fors" must be taken into account during a teacher's performance appraisal.

DOMAINS	COMPETENCIES (Ontario Regulation 99/02)	"LOOK-FORS"
4. Leadership and Community	4.1 Teachers collaborate with other teachers and school colleagues to create and sustain learning communities in their classrooms and in their schools	<p><b>The teacher:</b></p> <ul style="list-style-type: none"> <li>124. learns with and from colleagues and others in the community of learners</li> <li>125. pursues and effectively shares knowledge about current thinking, trends, and practices in education with colleagues</li> <li>126. works co-operatively with colleagues to solve student, classroom and school concerns</li> <li>127. participates as an effective team member and shares expertise with others, for example, by acting as mentor, peer coach or associate teacher</li> <li>128. participates effectively by contributing to grade, division and/or subject teams</li> <li>129. effectively leads portions of staff meetings</li> <li>130. plans worthwhile professional development activities for school-based professional development days</li> <li>131. participates effectively on committees by organising school-based activities, for example, school/parish initiatives, graduation, theme days</li> <li>132. shares instructional strategies that have worked successfully with colleagues</li> <li>133. shares instructional strategies that improve student performance on standardized tests</li> <li>134. shares learning acquired through participation on system-wide or provincial initiatives with colleagues</li> <li>135. serves as a resource to colleagues, for example, in the effective use of technology, assessment strategies and classroom management</li> </ul>

**Performance Indicators - "Look-Fors"**

All of the Performance Indicators - "Look-Fors" must be taken into account during a teacher's performance appraisal.

DOMAINS	COMPETENCIES (Ontario Regulation 99/02)	"LOOK-FORS"
<p>4. Leadership and Community, <i>continued</i></p>	<p>4.1 Teachers collaborate with other teachers and school colleagues to create and sustain learning communities in their classrooms and in their schools, <i>continued</i></p> <p>4.2 Teachers work with professionals, parents and members of the community to enhance pupil learning, pupil achievement and school programs</p>	<p><b>The teacher:</b></p> <p>136. creates worthwhile opportunities for students, their parents and community members to share their learning, knowledge and skill with others within the class or school</p> <p>137. acts as a moderator for electronic discussion groups or best practice database</p> <p>138.</p> <p>139.</p> <p><b>The teacher:</b></p> <p>140. reaches out to parents and to diverse local communities inviting them to share their knowledge and skills in supporting effective classroom and school activities</p> <p>141. engages others effectively through shared problem-solving and conflict resolution</p> <p>142. acknowledges and celebrates the efforts and success of others</p> <p>143. initiates contact with other professionals and community agencies to assist students and their families, where appropriate</p> <p>144. cooperates and works readily with the school's support team</p> <p>145. serves on school council as teacher advisor</p> <p>146. sets up partnerships, for example, with local library, music, science centre, business recreation centre and/or career centre, to develop resources to enhance career opportunities and student achievement</p> <p>147. contributes research to professional publications, subject councils and/or other professional organizations</p> <p>148. participates, presents and effectively organizes conferences, workshops and/or institutes to enhance student achievement</p>

**Performance Indicators - "Look-Fors"** Page 12

All of the Performance Indicators - "Look-Fors" must be taken into account during a teacher's performance appraisal.

<b>DOMAINS</b>	<b>COMPETENCIES (Ontario Regulation 99/02)</b>	<b>"LOOK-FORS"</b>
<p>4. Leadership and Community, <i>continued</i></p>	<p>4.2 Teachers work with professionals, parents and members of the community to enhance pupil learning, pupil achievement and school programs, <i>continued</i></p>	<p><b>The teacher:</b></p> <p>149. initiates and/or participates in school/community-based activities, system-wide or provincial committees/writing teams to acquire skills and knowledge to enhance student achievement</p> <p>150.</p> <p>151.</p>
<p>5. Ongoing Professional Learning</p>	<p>5.1 Teachers engage in ongoing professional learning and apply it to improve their teaching practices</p>	<p><b>The teacher:</b></p> <p>152. seeks input from colleagues, consultants and/or other appropriate support staff and effectively applies it to enhance teaching practices</p> <p>153. identifies areas for professional growth, attends workshops, appropriate seminars or courses to respond to changes in education/policies and practices and effectively applies information to enhance teaching practices</p> <p>154. participates willingly and effectively in professional learning, study groups and in-service programs to enhance skill development and/or broaden knowledge</p> <p>155. observes other teachers, acquires best practices and effectively applies new information/techniques to enhance teaching practices</p> <p>156. volunteers and effectively works on skill development or curriculum committees at school or board level</p> <p>157. reads professional journals, books, internet sites, or any articles related to the educational contexts and effectively shares with peers</p> <p>158. keeps a portfolio recording his or her learning experiences and effectively relates them to the educational contexts</p>

**Performance Indicators - "Look-Fors"**

All of the Performance Indicators - "Look-Fors" must be taken into account during a teacher's performance appraisal.

DOMAINS	COMPETENCIES (Ontario Regulation 99/02)	"LOOK-FORS"
5. Ongoing Professional Learning, continued	5.1 Teachers engage in ongoing professional learning and apply it to improve their teaching practices, continued	<p>The teacher:</p> <p>159. conducts and publishes educational research as a member of a professional organization and effectively collaborates with educational researchers to enhance teaching practices</p> <p>160. participates in provincial assessments and curriculum-writing and effectively applies skills to enhance teaching practices</p> <p>161. participates in workshops, seminars, courses, in-service programs, or reads books, articles, journals, and Internet sites, or reflects with others to better understand human nature and be a model for students</p> <p>162. explores ways to access and to use educational research</p> <p>163. taps into websites that describe best practices, acquires successful teaching strategies and applies to teaching practices</p> <p>164.</p> <p>165.</p>

## Appendix M

**TEACHERS or PRINCIPALS 1990-2010** Were you working in an Ontario public school throughout the duration of this time period? I am interested in interviewing educators about their experiences of teacher evaluation practices as part of a research study looking at education reform in Ontario. If you were a teacher who experienced the teacher evaluation process or a principal who was responsible for administering teacher performance appraisals, you are invited to participate in a semi-structured interview, at a date, time and place of your choosing that would require approximately an hour of your time. This is an opportunity to contribute to research that will highlight the experiences and voices of educators. For more information, please contact Jan Pennycook OCT at the University of Western Ontario (519-951-1859 or [jpennyco@urwo.ca](mailto:jpennyco@urwo.ca)).

## Appendix N

### INTERVIEW QUESTIONS FOR PRINCIPALS

#### BACKGROUND INFORMATION

- 1.) What is your name?
- 2.) How many years have you been a principal? For which Boards of Education?
- 3.) How long did you teach before becoming a principal? What is your teaching specialty? Were you also teaching between 1990 and 2010, and if so, what grades and subject areas were you teaching?
- 4.) How many schools did you teach at between 1990 and 2010 and how many schools were you a principal at? How would you describe the schools in terms of size, location, demographic or special programs?
- 5.) What motivated you to become a principal?

#### PERFORMANCE APPRAISAL EXPERIENCE 1990-1998

- 6.) Describe your earliest memories of undertaking a formal evaluation of a classroom teacher.
- 7.) What information or training was provided to prepare you to undertake teacher performance appraisals and who was responsible for providing it? Was the preparation adequate?
- 8.) Describe your role during the teacher evaluations.
- 9.) Were the teacher evaluation policy documents appropriate? Were standardized report forms used? Did they have specific headings? Comments only? A checklist? Something else?
- 10.) How did you manage the follow-up process with the teacher? Was there a process for appeal if the teacher disagreed with the report?
- 11.) How were the completed forms managed? Who else would read them? To what purposes would they be put?
- 12.) To what extent did you expect teachers to adapt to performance appraisal criteria and change their classroom practices? Did you encourage teachers to adopt teaching practices based on the performance appraisal expectations? Do you think you were successful in influencing teachers to adopt practices more in alignment with the evaluation criteria?
- 13.) How did you feel about the evaluation process as an administrator? Was it useful?

**PRINCIPAL QUESTIONS CONT.**

- 14.) How important was your membership in the teacher federation to you in your role as a principal?

**PERFORMANCE APPRAISAL EXPERIENCE 1998-2010**

- 15.) What was your responsibility for teacher performance appraisals after the establishment of the Ontario College of Teachers?
- 16.) Describe how you managed the teacher performance appraisal process.
- 17.) How suitable was the standardized reporting form? Did it adequately account for all of the strengths and competencies a teacher might have? Did it provide the opportunity to give useful feedback?
- 18.) How satisfactory was the follow-up process with teachers? Were teachers expected to respond to the teaching evaluation report? What procedures were in place for teachers who disagreed with the evaluation?
- 19.) Do you think the evaluation process contributed to improved teaching practice? If so, in what ways?
- 20.) How did you feel about administering the teacher evaluation process?
- 21.) Did the removal of the principals from the teacher federations have any effect on you, your work, or your relationships with teachers?

**CONCLUDING QUESTIONS**

- 22.) How were your early experiences of doing performance appraisals with teachers different from your later experiences?
- 23.) What kind of influence have the *Standards of Professional Practice for the Teaching Profession* established by the Ontario College of Teachers had on classroom practices overall?
- 24.) Is there anything you would like to add concerning your experiences with teacher performance appraisal that has not been addressed in this interview?

### INTERVIEW QUESTIONS FOR TEACHERS

#### BACKGROUND INFORMATION

- 1.) What is your name?
- 2.) How many years have you been teaching? Full-time or part-time? For which Boards of Education? How many years have you been teaching for this Board of Education?
- 3.) What is your teaching specialty? What grades and subject areas were you teaching between 1990 and 2010?
- 4.) How many schools did you teach at between 1990 and 2010 and how would you describe them in terms of size, location, demographic or special programs?

#### PERFORMANCE APPRAISAL EXPERIENCE 1990-1998

- 5.) Describe your earliest memories of being formally evaluated as a classroom teacher?
- 6.) Who do you remember evaluating your teaching: An inspector? A superintendent? The principal? The vice principal? Someone else?
- 7.) How often do you remember being evaluated?
- 8.) What opportunity did you have to prepare for the evaluations?
- 9.) Describe what happened during the evaluations.
- 10.) Were standardized report forms used? Did they have specific headings? Comments only? A checklist? Something else?
- 11.) How were you expected to respond to the teaching evaluation report? Was there a follow-up process? Were you able to appeal if you disagreed with the report?
- 12.) What was the purpose of being evaluated as a teacher?
- 13.) Do you think being evaluated caused you to teach differently? If so, in what ways? Was this a permanent change in your teaching practices or for the purpose of the evaluation only?
- 14.) How did you feel about the evaluation process? Was it useful?

#### PERFORMANCE APPRAISAL EXPERIENCE 1998-2010

- 15.) Who has been responsible for evaluating your teaching since the establishment of the Ontario College of Teachers?



**TEACHER QUESTIONS CONT.**

- 16.) How often have you been evaluated?
- 17.) In what ways were you able to prepare for the performance appraisal? How useful did you find the preparation to be?
- 18.) Describe what happened during the performance appraisal.
- 19.) How suitable was the standardized reporting form? Did it adequately account for all of your strengths and competencies as a teacher?
- 20.) How satisfactory was the follow-up process? Were you expected to respond to the teaching evaluation report? Were you able to appeal if you disagreed with the report?
- 21.) What was the purpose of being evaluated as a teacher?
- 22.) Do you think being evaluated caused you to teach differently? If so, in what ways? Was this a permanent change in your teaching practices or for the purpose of the evaluation only?
- 23.) How did you feel about the evaluation process? Was it useful?

**CONCLUDING QUESTIONS**

- 24.) What kind of influence have the *Standards of Professional Practice for the Teaching Profession* established by the Ontario College of Teachers had on your classroom practices overall?
- 25.) What do you see as the biggest change in the work of teaching since you started your career?
- 26.) Is there anything you would like to add concerning your experiences of being evaluated as a teacher that has not been addressed in this interview?

## Appendix O

**Western  Education**  
**WESTERN UNIVERSITY**  
**FACULTY OF EDUCATION**  
**USE OF HUMAN SUBJECTS - ETHICS APPROVAL NOTICE**

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Review Number: 1208-4  
Principal Investigator: Marianne Larsen  
Student Name: Janice Pennycook  
Title: *Reforming the Professional Ideals of Ontario Teachers 1990 – 2010: From Teacher Federations to the College of Teachers*  
Expiry Date: August 31, 2013  
Type: Ph.D. Thesis  
Ethics Approval Date: September 6, 2012.  
Revision #:  
Documents Reviewed &  
Approved: Western Protocol, Letters of Information & Consent, Advertisement

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This is to notify you that the Faculty of Education Sub-Research Ethics Board (REB), which operates under the authority of the Western University Research Ethics Board for Non-Medical Research Involving Human Subjects, according to the Tri-Council Policy Statement and the applicable laws and regulations of Ontario has granted approval to the above named research study on the date noted above. The approval shall remain valid until the expiry date noted above assuming timely and acceptable responses to the REB's periodic requests for surveillance and monitoring information.

During the course of the research, no deviations from, or changes to, the study or information/consent documents may be initiated without prior written approval from the REB, except for minor administrative aspects. Participants must receive a copy of the signed information/consent documentation. Investigators must promptly report to the Chair of the Faculty Sub-REB any adverse or unexpected experiences or events that are both serious and unexpected, and any new information which may adversely affect the safety of the subjects or the conduct of the study. In the event that any changes require a change in the information/consent documentation and/or recruitment advertisement, newly revised documents must be submitted to the Sub-REB for approval.

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Dr. Alan Edmunds (Chair)

*2012-2013 Faculty of Education Sub-Research Ethics Board*

<b>Dr. Alan Edmunds</b>	<b>Faculty of Education (Chair)</b>
<b>Dr. John Barnett</b>	<b>Faculty of Education</b>
<b>Dr. Farahnaz Faez</b>	<b>Faculty of Education</b>
<b>Dr. Wayne Martino</b>	<b>Faculty of Education</b>
<b>Dr. George Gadanidis</b>	<b>Faculty of Education</b>
<b>Dr. Elizabeth Nowicki</b>	<b>Faculty of Education</b>
<b>Dr. Julie Byrd Clark</b>	<b>Faculty of Education</b>
<b>Dr. Kari Veblen</b>	<b>Faculty of Music</b>
<b>Dr. Jason Brown</b>	<b>Faculty of Education</b>
<b>Dr. Susan Rodger</b>	<b>Faculty of Education</b>
	<b>Faculty of Education, Associate Dean, Research (<i>ex officio</i>)</b>
<b>Dr. Shelley Taylor</b>	<b>Faculty of Education, Western Non-Medical Research Ethics Board (<i>ex officio</i>)</b>
<b>Dr. Ruth Wright</b>	<b>Faculty of Music, Western Non-Medical Research Ethics Board (<i>ex officio</i>)</b>
<b>Dr. Kevin Watson</b>	<b>Faculty of Music, Western Non-Medical Research Ethics Board (<i>ex officio</i>)</b>

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The Faculty of Education    Research Officer  
1137 Western Rd.    Faculty of Education Building  
London, ON N6G 1G7

## Appendix P



Western  
Education

*REFORMING PROFESSIONAL IDEALS*

LETTER OF INFORMATION

### **Introduction**

My name is Jan Pennycook and I am a PhD student at the Faculty of Education at Western University. I am currently conducting research into teachers' experiences of performance appraisal and would like to invite you to participate in this study.

### **Purpose of the study**

One of the aims of this study is to investigate how principals understood the qualities presented as defining the good teacher in the teacher appraisal policies and documents during the 1990-2010 time period and how these understandings influenced their observations of classroom practices during the same time period.

### **If you agree to participate**

If you agree to participate in this study you will be asked to take part in a semi-structured interview and answer a small number of open-ended questions designed to elicit your opinion based on your experiences. The interview will require about two hours of your time, and you will be asked to choose the date, time and location that best suits you for our meeting. The interview will be digitally recorded and professionally transcribed. You will be given the opportunity to review the transcript and change, add or delete information if you choose.

### **Confidentiality**

The information collected will be used for research purposes only, and neither your name nor information which could identify you will be used in any publication or presentation of the study results. All information collected for the study will be kept confidential. You will be assigned a pseudonym. The data collected will be stored in a locked cabinet in a secure office until five years after the publication of the results of the study when all the data will be destroyed.

### **Risks & Benefits**

There are no known risks to participating in this study.

### **Voluntary Participation**

Participation in this study is voluntary. You may refuse to participate, refuse to answer any questions or withdraw from the study at any time.

### **Questions**

If you have any questions about the conduct of this study or your rights as a research participant you may contact the Office of Research Ethics, Western University. If you have any questions about this study, please contact Jan Pennycook or Dr. Marianne Larsen.

This letter is yours to keep for future reference.

Jan Pennycook



**Western  
Education**

**REFORMING PROFESSIONAL IDEALS**

**LETTER OF INFORMATION**

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**If you agree to participate**

If you agree to participate in this study you will be asked to take part in a semi-structured interview and answer a small number of open-ended questions designed to elicit your opinion based on your experiences. The interview will require about two hours of your time, and you will be asked to choose the date, time and location that best suits you for our meeting. The interview will be digitally recorded and professionally transcribed. You will be given the opportunity to review the transcript and change, add or delete information if you choose.

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If you have any questions about this study, please contact Jan Pennycook or  
Dr. Marianne Larsen

This letter is yours to keep for future reference.

Jan Pennycook

***REFORMING PROFESSIONAL IDEALS***

*Jan Pennycook*  
*Western University*

**CONSENT FORM**

I have read the Letter of Information, have had the nature of the study explained to me and I agree to participate. All questions have been answered to my satisfaction.

Name (please print):

Signature:

Date:

Jan Pennycook:

Signature:

Date:

## Curriculum Vitae

**Name:** Janice Louise Pennycook

**Post-secondary Education and Degrees:** The University of Western Ontario  
London, Ontario, Canada  
1970-1973 B.A.

Hamilton Teachers College  
Hamilton, Ontario, Canada  
1973-1974 Dip.Ed.

The University of Western Ontario  
London, Ontario, Canada  
2007-2009 M.Ed.

The University of Western Ontario  
London, Ontario, Canada  
2009-2014 Ph.D.

**Honours and Awards:** Western Graduate Scholarship  
2007-2009

John Dearness Memorial Award  
2009

Western Graduate Research Scholarship  
2009-2013

Graduate Thesis Research Award  
2012-2013

**Related Work Experience** Teacher/Department Head Modern Languages  
Thames Valley District School Board  
London, Ontario, Canada  
1974-2005

### Publications:

Pennycook, J. (2011). (Re)Engendering classroom space: Teachers, curriculum policy, and boys' literacy. *Language & Literacy*, 13(2), 9-22.

