Policy Comps Paper – District Policies Addressing Educator Cheating

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This paper continues the research I began with my recently completed thesis equivalency paper: *Educator Cheating: Classification, Explanation, and Detection*. Both papers address the detection and possible prevention of educator cheating on high-stakes achievement tests. With published accounts of educator cheating in Arizona (Schmidt, 2005), Florida (NBC 6, 2005), Georgia (Ghezzi, 2005), Hawaii (Shapiro, 2005), Illinois (Watters, 2005), Indiana (Axtman, 2005), Iowa (WHO TV, 2005), New York (Turtel, 2004), North Carolina (Carlson, 2005), Pennsylvania (AP, 2005), Texas (Mezzacappa et al, 2005), and Washington (Blanchard, 2005) in 2005, this paper addresses a controversial measurement issue and surveys changes in practice brought about by this issue.

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Four of the copies must have references to the author and the author's institution removed. The manuscripts should be formatted to APA guidelines. The publisher states that authors should use tables, graphs, and figures sparingly and should avoid footnotes whenever possible. Looking at previous issues, it appears as though the average article is between 2 and 12 three-column pages in length (all were under 10,000 words), including introduction, methods, results (including tables/figures), discussion, and references.

#### • 11/20/2006 New York Daily News:

City officials are investigating teachers from Millenium Art Academy in Castle Hill for allegedly coaching 35 students during testing and inflating student scores. (Einhorn & Melago, 2006)

#### • 11/02/2006 Staten Island Advance:

Seventeen teachers inform the United Federation of Teachers of tampering with the Regents exam. A vice principal at Wagner High School in Staten Island allegedly took student tests home and re-scored them. Other untenured teachers were allegedly told to change test answers in their classroom. The principal of Wagner High School allegedly told the informants that he will make them pay for coming forward. (Gonen, 2006;W-CBS TV, 2006)

#### • 11/06/2006 Staten Island Advance:

Teachers at Wagner High School in Staten Island allegedly added points to their students state exams. Teachers at other Staten Island schools suggest that this behavior is a system-wide practice. Frank DeSantis, a high school teacher in St. George, is reported to have said, "A lot of teachers get that feeling that all [schools] are looking for is statistics, and [they're] lying and cheating to get them."

(Gonen, 2006)

#### • 10/22/2006 The Columbus Dispatch:

Of the 28 Ohio school districts analyzed by The Columbus Dispatch, 15 had instances of educators cheating on standardized tests. Barbara Oaks, a teacher in the Coventry district, looked through the test and wrote out a geometry problem she thought her students would have trouble with. Winifred Shima, a teacher from the Parma district, used a copy of the test to create a study guide for students that included 45 of the 46 actual test questions. Brian Wirick (East Knox) and Heather Buchanan (Wapakoneta) both used the test to create study guides for students. Judy Wray, a veteran teacher in Marietta, made copies of the actual state test to help students prepare. Wray is reported to have said that teachers cheat more than administrators know. (Richards, 2006)

# • 10/11/2006 The Indianapolis Star:

Two Corpus Christi Catholic School teachers in South Bend, Indiana are found to have cheated on statewide exams. Beth Troyer and Sandra Ernst were suspended for one week without pay for allegedly sending questions and answers (from an older version of the test) home with the students. State officials have received about a dozen reports of testing violations this year, but only half are suspected cheating incidents. (Hupp, 2006)

# • 10/01/2006 The Dallas Morning News:

5 months after being found guilty for cheating on the Texas Assessment of Knowledge and Skills (TAKS), at least 10 of the 22 Wilmer-Hutchins teachers are now working in other North Texas Public Schools. More than two years after the cheating took place, none of the teachers ever faced official sanction. Several of the school districts that now employ these teachers were unaware that these teachers have cheated in the past. (Benton, 2006)

# • 09/25/2006 The Indy Channel.com:

A fifth-grade teacher from Wayne Township, Indiana receives a one-week suspension without pay for allegedly giving four students extra time to complete the math portion of the Indiana State Test of Educational Progress. Tom Langdoc, the district's Director of School Community Services, believes the teacher was aware that she was cheating. (The Indy Channel, 2006)

#### • 08/20/2006 The Boston Globe:

The Massachusetts Department of Education documents 15 cases of inappropriate educator behaviors on the 2006 administration of the MCAS (compared to 3 allegations in 2005). A sixth-grade teacher from Andover West Middle School is reprimanded for reviewing a student's test and returning it to the student for revision. A fifth-grade test booklet at Pentucket Lake Elementary School was stolen and mailed to a local newspaper. Teachers in New Bedford and Peabody allowed students to use dictionaries during the test.

(Jan, 2006)

#### • 07/30/2006 Houston Chronicle:

Two Houston fifth-grade teachers resign after being accused of giving test answers to their students. Sheryle Douglas and Shawn Manning, the teachers once praised by President Bush and Oprah Winfrey, admit to giving students answers to an old version of the Stanford 10 Achievement Test as practice for this year's test. Scores from this test are used to award pay bonuses to teachers. The teachers worked at Wesley Elementary, which was also under investigation in 2003 when a former teacher accused school administrators of pressuring teachers to give test answers to students. (Tresaugue & Viren, 2006)

#### • 07/28/2006 Dallas Star-Telegram:

The Texas Education Agency announces it will investigate testing irregularities at 609 schools from the 2005 administration of the Texas Assessment of Knowledge and Skills. Four types of irregularities were reported in Texas: patterns of similar responses, multiple marks on answer sheets, large score gains compared to previous years, and unusual response patterns. State-appointed monitors will oversee future test administrations.

(Brock, 2006)

#### • 07/04/2006 Baltimore Examiner:

Officials revoke the certificates of two fourth-grade teachers in Carroll County after they were accused of cheating on the Maryland School Assessments. One of the teachers admitted to copying questions from a previous test in order to create a practice worksheet for students.

(Johnson, 2006)

#### • 06/25/2006 Philadelphia Inquirer:

Edison Schools fires Jayne Gibbs, principal at Parry Middle School in Chester, Pennsylvania for allegedly changing student test answers in 2005. Eighth graders at the school said the principal had given them the answers to questions on the Pennsylvania System of School Assessment. Gibbs is also accused of exempting special-education students from testing, violating state and federal rules. Edison Schools also asks the state and district to investigate exemplary test results at Showalter Middle School, where Gibbs served as principal from 2003-04. (Patrick, 2006)

# • 06/09/2006 Abilene Reporter-News:

An elementary school in the Big Spring district in Texas is flagged for testing irregularities. Third-graders at Marcy Elementary were found to have too many erasure marks on the reading test in the 2005 Texas Assessment of Knowledge and Skills. (Levesque, 2006)

# • 05/23/2006 Dallas Morning News:

According to Caveon, a test security firm hired by the Texas Education Agency, almost 9% of schools had unusual scores on the Texas Assessment of Knowledge and Skills. Using statistical analyses, the firm found suspicious scores from 702 classrooms in 609 Texas schools in 2005. In one elementary school, 45 of the 262 students had identical answer sheets. An additional 29 students had perfect scores on the test. The chances of this happening naturally would be less than 1 in 1 trillion trillion trillion trillion trillion (a 1 followed by 27 zeros). (Benton, 2006)

# • 04/11/2006 The Columbus Dispatch:

The Ohio Department of Education is investigating possible security breaches on the 2006 state tests. According to the department, 11 districts are investigating security breaches. The allegations include opening sealed boxes of test booklets early and teachers helping students cheat on the exams. Lora DeCarlo, a teacher at Franklin Middle School, was suspended without pay for 10 days. According to the teacher, she reviewed some student answer sheets and returned their tests to them with pages open to the items they needed to review. Other Ohio teachers accused of helping students cheat on tests in 2006 have resigned. Two years ago, a Hilliard teacher and a Reynoldsburg administrator resigned after acknowledging they broke test rules. (Richards, 2006)

# • 03/08/2006 – 06/16/2006 Philadelphia Inquirer:

Joseph Carruth, principal of Charles Brimm Medical Arts High in Camden, New Jersey, is fired after accusing Assistant Superintendent Luis Pagan of pressuring him to alter student answers on the 2005 High School Proficiency Exams. Carruth was allegedly told to create his own answer key and change answer sheets after the test was administered. The test scores from the high school significantly dropped the following year. The state also investigated two elementary schools for alleged cheating. Michael Mimms, principal of Sumner Elementary, is put on administrative leave after it is discovered that he possessed opened copies of the 2006 TerraNova exam and distributed it to teachers.

(Kummers & Burney, 2006)

# • 02/07/2006 Memphis Eyewitness News:

Teachers in Memphis schools are being investigated for test irregularities. According to the Tennessee Department of Education, an unusually high number of erasure marks were found on student exams. In many cases, incorrect answers were changed to correct answers.

(Memphis Eyewitness News, 2006)

# • 01/12/2006 New York Daily News:

Fifth-grade students in Brooklyn were allegedly given actual copies of an exam to use as practice. Some students at Public School 58 in Cobble Hill reported that they recognized passages and questions from the test. Joyce Plus-Saly, the school principal, allegedly gave the materials to teachers to share with students, not knowing the questions would be used on the actual test. (Lucadamo, 2006)

#### • 12/23/2005 WCBS-TV New York:

Ross Rosenfeld, a teacher at Junior High School 14 in Sheepshead Bay, was fired from his job after secretly recording conversations with the school principal. According to Rosenfeld, the recordings show that administrators ignored cheating on a state social studies exam. Rosenfeld was allegedly told to ignore a student who was found to have a cheat sheet during an exam. (Lyon, 2005)

# • 09/29/2005 Pittsburgh Post-Gazette:

Beth Boysza, a fourth-grade teacher in Pittsburgh, is suspended after allegedly helping students on a math test in 2003. Boysza allegedly wrote special test instructions on Post-It® and stuck them in test booklets. She also is alleged to have re-read test questions to students. Boysza argues that she was simply providing accommodations to students, following directions provided by the district and test developer. (Ove, 2005)

#### • 09/19/2005 The Courier-Journal in Louisville, Kentucky:

Following two cheating scandals, the Indiana Professional Standards Board increased the consequences for teachers who are caught helping their students cheat on tests. A teacher in Muncie, IN allegedly tapped her students on the shoulder to notify them of incorrect answers. A principal at Shakamak Elementary School in Jacksonville was found to have modified test questions and give them to students before the test administration. Both educators were caught after parents or state education officials noticed unusually large increases in school test scores. (Hupp, 2005)

# • 08/29/2005 Union-Tribune in San Diego, CA:

A teacher in Vista, CA was transferred to another school after allegations that she cheated on the California Standards Test. The teacher had allegedly put helpful materials on the classroom walls. Nearly half the students in the classroom reported that they had been told correct answers. The teacher was caught after a student reported the unusual behavior to her parents. (Jenkins, 2005)

#### • 05/16/2005 Seattle Post Intelligence:

Lisa Poitras alleges that her daughter's teachers at Lake Dolloff Elementary have cheated on exams for two consecutive years. The teachers allegedly check student answers, give assistance, and urge students to make corrections on the Washington Assessment of Student Learning. Poitras is reported to have said "her daughter was made to erase and rewrite her answer to a question so many times that she wore a hole through the booklet page and had to reinforce it with scotch tape." (Blanchard, 2005)

#### • 05/09/2005 Honolulu Advertiser:

The Hawaii Department of Education is investigating reports of cheating on the Hawaii State Assessment. Eighth-grade students were allegedly given test questions and answers to prepare for the test administration. An anonymous school employee notified the newspaper that teachers were given review sheets with actual test items on them. (Shapiro, 2005)

#### • 05/04/2005 WHO TV in Des Moines, Iowa:

Gene Zwiefel, a seventh-grade teacher in the Adel district, resigns after allegations were made that he quizzed students on materials found in the actual Iowa Tests of Basic Skills. According to David Frisbie, director of the Iowa Testing Programs, similar incidences have occurred at four other Iowa Schools. (WHO TV, 2005)

#### • 05/03/2005 Atlanta Journal-Constitution:

Following an investigation of cheating in Texas, Georgia begins an investigation of its own test results. While no high-profile cheating case emerged in Georgia, 159 educators were sanctioned for test administration problems in the past five years. (Ghezzi, 2005)

#### • 05/03/2005 Star-Telegram in Texas:

Two teachers at A.M. Pate Elementary School are no longer working after allegedly giving students answers to the Texas Assessment of Knowledge and Skills. One of the teachers, Georgia Johnson (a 25-year veteran), had 18 of the 19 students in her class pass the test. Six of her students had perfect scores. The other teacher, Mildred Lawrence-Medearis (17 years experience), had all 29 of her students pass the reading and math exams. (Garza, 2005)

#### • 04/13/2005 Rockford Register Star:

The Illinois Department of Education is investigating Tiffany Parker, principal of Lewis Lemon Elementary School in Rockford, for allegedly altering student answers in 2003. (Watters, 2005)

# • 04/13/2005 NBC 6 in Miami, Florida:

The Florida Department of Education has reassigned Nicholas Emmanuel, principal of West View Middle School, after he allegedly helped students cheat on the Florida Comprehensive Assessment Test. (NBC 6, 2005)

# • 03/24/2005 Philadelphia Inquirer:

Shirley Neeley, Pennsylvania State Education Commissioner, moves to dissolve the Wilmer-Hutchins Independent School District board after 22 educators were found to have cheated on the Texas Assessment of Knowledge and Skills. The teachers allegedly ordered students who finished the test early to fix answers on other students' answer sheets.

(Mezzacappa & Langland, 2005)

#### • 02/18/2005 The Ithaca Journal in Ithaca, New York:

Robert Blair, a fourth grade teacher with 19 years experience at Palmer Elementary School, resigns after administrators discover altered answer sheets on his students' state English Language Arts tests. Based on an analysis of erasures, 17 or 18 of the 22 students in his class had their answer sheets altered. The report states that there were 14 proven cases of teacher cheating in 2003-04 in New York. (Associated Press, 2005)

# • 01/31/2005 WRAL Raleigh-Durham, North Carolina:

Following rumors of test misconduct at Sallie B. Howard School for the Arts and Education, North Carolina administrators report there have been at least 10 investigations into testing irregularities. In that time, two teachers had their licenses revoked and a third case is in litigation. (Carlson, 2005)

The news reports summarized above represent a sample of reports of educator cheating on high-stakes achievement tests from 2005-2006. Keeping in mind that these reports represent only a sample of reports over a 2-year period in which American elementary and secondary educators clearly cheated and were caught, these reports are intended to demonstrate that the problem of educator cheating on tests is real. By artificially inflating estimates of student achievement, this cheating behavior invalidates scores from entire classrooms and penalizes students – students with inflated test scores will not receive resources set-aside for low-achieving students. This cheating behavior also makes it impossible to get an accurate snapshot of the effectiveness of educational policies, teaching strategies, and curriculum changes. Furthermore, educators who cheat (and oftentimes do not even realize they are cheating) fail as role models to students and cast doubt on all educators and the educational process. School districts must implement clear policies to detect and prevent educator cheating on high-stakes tests, including penalties for educators who are found to have cheated.

Research in cheating on tests has primarily focused on student cheating. In his book, *Cheating on Tests: How to Do it, Detect it, and Prevent it*, Gregory Cizek documents 62 unique cheating methods and summarizes 17 studies into the prevalence of student cheating (Cizek, 1999).

Additionally, at least 13 statistical indices and two software applications have been developed to detect student cheating on exams (Angoff, 1974; Belleza, 1989; Cizek, 1999; Frary, 1977; Hanson & Brennan, 1987; Holland, 1976; Sotaridona, 2001; van der Linden, 2002; Wollack, 1997).

Decidedly less research has been conducted on the detection and prevention of educator cheating. Cizek discovered this as well, stating, "Preventing cheating by those who give tests is a particularly under researched topic" (Cizek, 1999, p. 183). Those who have conducted some research into this topic have invariably found that educator cheating does occur. In 2004, Nichols & Berliner searched for newspaper articles on cheating on high-stakes tests. The researchers found 26 published stories of student cheating and 83 stories of educator cheating (Nichols & Berliner, 2004). A 1990 survey by Gay found that 31.5% of educators either observed cheating in their schools or engaged in cheating themselves. A 1991 survey by Shepard & Dougherty found that between 6 – 30% of teachers believed specific cheating behaviors occurred at their schools. A 1992 survey by *Educational Measurement* reported that 44% of educators said that colleagues cheated on tests for their students and 55% were aware of fellow teachers cheating on tests.

After examining published news reports and surveys about educator cheating, this author found that the methods used by educators to cheat on high-stakes tests could be classified into four categories: manipulating answer sheets, manipulating the test administration process, manipulating the score reporting process, and manipulating the teaching process/philosophy. This taxonomy, specific examples of cheating behaviors, and research-based estimates of the prevalence of each cheating method are displayed in Table 1.

Table 1: Taxonomy and Prevalence of Educa	Shepard & Dougherty (1991)	Gay (1990)	Nichols & Berliner (2004)
Manipulating Answer sheets	, ,		
* Altering a student's answer sheet	6.1%	1.5%	16 stories
* Giving students answers	8.3%		8 stories
* Pointing out mismarked items		10%	11 stories
Manipulating Administration Process			·
* Giving students hints on test items	22.7%	10%	7 stories
* Rephrasing test items for students	18.0%		
* Providing students extra time	19.6%	15%	3 stories
* Reading items that are supposed to be read by students	14.1%		
* Excluding students from testing	7.4% - 13.3%		41 stories
* Answering questions about test content	11.7%		
* Instructing students to fill-in a specific answer for unanswered items			
* Providing accommodations or inappropriate special ed. placement			1 story
Manipulating Reporting Process			
* Removing student test scores from the official records			1 story
* Providing students with false ID numbers so their scores won't count			1 story
* Misrepresenting data			8 stories
* Changing the criteria for proficiency			21 stories
* Conflicting accountability ratings			15 stories
Manipulating Teaching Process or Philosophy			
* Teaching students specific test items or teaching during test	30.2%	5%	4 stories
* Practicing with actual test items	11.3%		17 stories
* Teaching to the test			15 stories
* Narrowing the curriculum			13 stories

Values represent the percentage of teachers who believe a specific cheating behavior occurs "often" or "frequently" at their schools. The numbers in the last column represent the number of published news articles found by the researcher that describe each type of cheating behavior (83 stories total)

In an attempt to detect educator cheating and more accurately estimate its prevalence, Jacob & Levitt created a statistical index to identify educators who manipulate answer sheets (possibly the most blatant and least common type of cheating, according to previous research). The indices detect unexpected test score fluctuations (classrooms that report large test score gains one year followed by small gains the following year) and unexpected patterns in student answers (students answering items similarly within a classroom) (Jacob & Levitt, 2003). After developing their composite index, the researchers analyzed results from a 2002 administration of the Iowa Tests of Basic Skills in Chicago public schools. Based on their analysis, Jacob & Levitt conclude, "Empirically, we detect cheating in approximately 4 to 5 percent of the classes in our sample" (Jacob & Levitt, 2003, p.846).

These results, along with a similar analysis conducted by this author (Thiessen, 2006), support the survey results of Gay (1990) and Shepard & Dougherty (1991): it appears as though between 1-8% of educators cheat on standardized tests by manipulating their students' answer sheets or by directly giving them answers (two of the most blatant forms of cheating). If we include other types of cheating (manipulating the reporting process or teaching process), it seems reasonable to guess that more than 25% of educators cheat on high-stakes tests.

# **Deterring Educator Cheating**

If it is accepted that some educators do cheat on high-stakes tests and that this behavior is unacceptable, what can be done to stop this behavior? One way in which educator cheating may be diminished is by punishing educators who have been found to cheat. This would require the development and implementation of methods used to detect cheating educators, such as statistical analyses of student answer sheets or surveys of students after test administration. A 2006 poll conducted by the Philadelphia Inquirer found that fewer than half of all states attempt to detect cheating on their high-stakes tests. Although California, Illinois, Louisiana, Mississippi, North Carolina, Ohio, Pennsylvania, South Carolina, and Texas have taken this approach (Patrick & Eichel, 2006), a survey conducted by test security firm Caveon found that nearly 50% of states do not analyze answer sheets for cheating and 25% have no plans to do so in the future (Sorensen, 2006). Even if states did detect cheating and penalize cheaters, this after-the-fact approach to deter educator cheating would be rather labor-intensive and, if used as the only deterrent to cheating, would most likely be ineffective. This is evidenced by a 1992 study on student cheating that found both the expectation and severity of punishment had no effect on reducing cheating behaviors in students (Bunn et al, 1992).

Another way to decrease the prevalence of educator cheating would be by modifying the tests used to make high-stakes decisions. If test developers create constructed-response tests with clear

administration instructions and write new items every time the test is administered, it would be much more difficult for educators to cheat (Cizek, 1999). Unfortunately, this would also be extremely labor-intensive and inefficient.

A third way to reduce the number of educators who engage in cheating behaviors would be by developing, implementing, and disseminating policies and standards that both discourage cheating and encourage honesty and integrity. In a study on student cheating, McCabe and Trevino (1993) found that a student was less likely to cheat if the school had severe penalties coupled with a policy on student cheating. This approach may also work with educators. Some national organizations have already developed standards for educators who administer tests. The National Education Association's *Standards for Teacher Competence in Educational Assessment of Students* (1990) requires that teachers should be able to recognize unethical, illegal, and inappropriate methods of assessment. Additionally, the *Standards for Educational and Psychological Testing* (1999), developed jointly by the American Educational Research Association, the American Psychological Association, and the National Council on Measurement in Education, specify that educators must maintain the integrity of test results by eliminating practices that are designed to artificially raise scores. Unfortunately, educators cheat in spite of the standard developed by these professional organizations.

As recommended by Cizek (1999, 2001), states and school districts must take charge in developing policies to address educator cheating. Many states have developed specific policies and regulations to address educator cheating. Most states, however, have left this task up to the individual school districts (Cizek, 1999 and Mehrens et al, 1993). According to Cizek, "Only one study has been conducted to investigate the existence of policies at the elementary and secondary school level" (Cizek, 1999, p. 171). Cizek goes on to state that "Unfortunately, no research has actually examined the content of cheating policies" (p. 174) and that it is not known if schools or school districts have any policies addressing educator cheating (p. 171).

This paper will attempt to fill a gap in what we know about policies regarding educator cheating on high-stakes tests. This paper has two purposes: (1) to provide recommendations for the development and implementation of policies to deter educator cheating, and (2) to inventory and evaluate policies that exist in Iowa public school districts. Once the policies have been examined, the recommendations for developing and implementing an effective policy will be refined.

# Recommendations for Policy Content & Dissemination

Since very little research has been conducted in this area, it is difficult to find expert recommendations for the content of policies to deter educator cheating. Mehrens et al (1993) provided some general guidelines in their survey of state test security policies, and Cizek (1991, 2001) listed some recommendations in his discussion of academic integrity policies and articles on student cheating. The *Standards for Educational and Psychological Testing* (American Education Research Association, et. al, 1999) and the *Standards for Teacher Competence in Educational Assessment of Students* (National Education Association, 1990) also provide some guidance. These recommendations, along with many recommendations made by this author in his experience as Assessment Coordinator for a public school district, are displayed in Table 2.

The recommendations address both the development and implementation of policies to deter educator cheating. Effective policies must address all four types of educator cheating (manipulating answer sheets, test administration, score reports, or teaching process) and specify appropriate and inappropriate behaviors. Effective policies must also identify who is responsible for implementing the policy and how implementation will be documented. Finally, effective policies must specify the process used to detect and investigate possible cheating, along with due process and sanctions faced by cheaters. It is believed that if a district adopts and implements a policy that follows the recommendations, educators will be much less likely to cheat on achievement tests.

Table 2: Policy Recommendations & Evaluation			T =	
Recommendations for the development and implementation of effective policies:	ITP	IDE	District A	District I
Development. Effective policies should be developed with significant input from teachers and administrators clearly worded and pilot-tested to ensure all stakeholders understand it	<i>i</i>		X	×
aligned with, and supported by, other district, state, and federal rules/policies/laws fit within school district environment, resources, and operations be shared with all stakeholders prior to adoption	X N/A N/A	X N/A N/A	X	X X X
mplementation. Effective policies should				
be disseminated to all educators & test proctors before each testing period be supported by ongoing academic programs on professional ethics/integrity				X
be part of the mentoring program for new educators and training for all educators provide a paper trail to ensure the policy is being implemented correctly be evaluated regularly for effectiveness/clarity and be updated accordingly			X	
identify who will be responsible for answering questions about the policy	X	X	X	X
Definitions. Effective policies should clearly define the term cheating	÷	÷		X
state why cheating is inappropriate and why ethical behavior/integrity are important	X	Х		X
Security of Materials. Effective policies should specify how test materials will be secured & accounted for prior to, during, and after testing	1	X	X	X
(where test materials will be held prior to, during, and after testing) (who has access to test materials prior to, during, and after testing)	X		X	X
(who is responsible for tracking and accounting for test materials) (a timeline for the dissemination and collection of test materials)		X	X X	X
(procedures for documenting materials and reporting missing test materials) (how the security of test materials will be documented)	X		X X	X
(for what purposes test materials can be obtained)	X			
how test materials will be disseminated to school buildings and test proctors how score reports will be secured after testing			X X	
(how scores will be obtained and verified after testing) (procedures for handling potential scoring errors)	/ X			
(under what conditions scores or score reports can be modified)	;	-		
(procedures for documenting modifications to scores or score reports) (who has access to score reports and to whom scores can be reported)	1		X	
(who is responsible for securing, verifying, and reporting scores) test materials are not to be copied or reproduced in any way	X	X	X X	X
Security of Test Administration. Effective policies should specify how test proctors will be trained prior to each testing period	1		X	X
appropriate and inappropriate test administration behaviors and materials	X (8)	X (4)	X (8)	X (11)
(or reference to the test administration guidelines provided by test publisher) procedures to ensure all students are tested				. (11)
who is responsible for answering questions about test administration how test administration will be independently monitored			X	
how test administration irregularities will be documented and reported how test administration security will be documented		X	X X	X
procedures for make-up testing appropriate and inappropriate accommodations for students during testing	. /		X	
Test Preparation Activities. Effective policies should specify				
guidelines for judging the appropriateness of test preparation activities	X	X	×	X
the appropriateness of specific test preparation activities, including teaching test-taking skills, using previous forms of the test, and developing practice tests	(6)	(6)	(4)	(8)
procedures for gaining approval for the use of any test preparation materials/activities	/			
Due Process. Effective policies should specify procedures to investigate cheating allegations	1	X	X	X
methods to catch cheaters, including statistical analyses	;		X	
methods of reporting allegations who is responsible for investigating allegations			X	X X
the rights of the accused cheater protections for individuals reporting policy violations			X X	
Sanctions. Effective policies should				
specify sanctions against educators found to have cheated ensure the sanctions fit within the other policies in the district	/	X	X	X

Key: X = contained in the document

N/A = not applicable to state documents

= not contained in the policy document
/ = not in document but recommended to districts

(#) = number of specific behaviors referenced in policy

#### Educator Cheating Policies in Iowa

Like most states (Patrick & Eichel, 2006), Iowa has no statewide policy to address educator cheating on student achievement tests -- individual districts were left to develop and implement their own policies. Unfortunately, no research has been conducted to determine the quality and effectiveness of the district policies. In fact, it is unknown how many Iowa public school districts have actually developed and implemented policies to address educator cheating.

Prior to 2005, the only statewide document that would have assisted districts in developing policies was the *Licensure Rules* document provided by the Iowa Board of Educational Examiners. Section 25.3(3) of chapter 25, *Code of Professional Conduct and Ethics*, states it is "unprofessional and unethical" if educators engage in:

"Falsifying or deliberately misrepresenting or omitting material information regarding the evaluation of students or personnel, including improper administration of any standardized tests, including, but not limited to, changing test answers, providing test answers, copying or teaching identified test items, or using inappropriate accommodations or modifications for such tests." (Iowa Board of Educational Examiners, 2004)

This statement may have been the only official acknowledgement that educator cheating on standardized tests is inappropriate.

In 2005, a reported cheating incident caused the state to more formally address educator cheating. Three months following the reported resignation of a seventh-grade teacher in the Adel district for allegedly cheating on the Iowa Tests of Basic Skills (WHO TV, 2005), the Iowa Department of Education and the Iowa Testing Programs (developers of the ITBS and Iowa Tests of Educational Development) issued a letter to school districts encouraging them to:

"adopt policies regarding their testing program so that it is clear to the school community which assessment procedures the district deems acceptable. It is particularly important that teachers and other district staff that are involved in the district's assessment program understand the school board's expectations regarding acceptable practices and the consequences of using inappropriate activities." (Jeffrey & Frisbie, 2005, p. 1)

School districts also received two documents attached to this letter. The first document, entitled *Guidance for Developing District Policy and Rules on Test Use, Test Preparation, and Test Security for Iowa Tests* (*Guidance*), was developed by the Iowa Testing Programs (2005) to provide guidance for school districts in developing their own policies to address educator cheating. This document outlined key components for the content of a district-developed policy along with examples of inappropriate behaviors in test preparation and administration. The second document, a sample policy (*Sample*) developed by the Iowa Department of Education (2005), was intended to assist districts in the development, adoption, and implementation of policies to address educator cheating.

Quality of the Guidance and Sample Policy Sent to Iowa Districts

It's reasonable to believe the quality of the policies developed by districts depends on the quality of the *Guidance* and *Sample* policy documents provided by the state. A checklist in columns 2-3 of Table 2 demonstrates how those documents match the recommendations for effective policies to address educator cheating. Through this checklist, the sample policy documents can be evaluated.

Because the ITP *Guidance* and the IDE *Sample* documents were developed at the state level, they cannot be expected to meet the *Development* recommendations. The documents were not developed with input from all teachers and administrators in Iowa and they cannot be expected to fit within the environment and culture of every Iowa school district. Districts choosing to adopt the sample policy without significant input from stakeholders may find that teachers, staff members, and administrators will not support the policy (they may view it as threatening or insulting). Furthermore, a district policy developed without stakeholder input could be met by confusion. School districts must use stakeholder input to modify the sample policy in order to ensure the adopted policy fits within the district culture and is supported by teachers and administrators.

The documents also fall short of meeting the *Implementation* recommendations. In order to

ensure ongoing support for its implementation, an effective policy must align with, and be supported by, other district activities, such as teacher professional development activities and new teacher mentoring programs. The documents created at the state level cannot be expected to align with all district activities. An effective policy must also leave a paper trail; districts must have some way to document the implementation of their policies. While the ITP *Guidance* document finds it "appropriate" for districts to "obtain assurances from staff members that they have read the policy and rules and agree to abide by them," (Iowa Testing Programs, 2005, p. 1) it does not require districts to document any aspect of test administration. The sample policy documents also fail to recommend that districts evaluate and update their policies regularly. The lack of (1) alignment with other district activities, (2) documentation requirements, and (3) regular evaluation means that districts that simply adopt the sample policy will find it difficult to maintain support for its implementation in the future.

The *Guidance* and *Sample* policy documents do require districts to identify an individual to serve as the District Test Coordinator. According to the *Sample* policy, this individual is responsible for "storing materials from the Iowa Testing Programs in a secure area with restricted access both prior to and after the testing period" (Iowa Department of Education, 2005, p. 1). The *Guidance* document provides additional roles for the District Test Coordinator, including serving as the "authoritative source of information about assessment policy and procedures for staff members who use tests" (Iowa Testing Programs, 2005, p. 2). While a district may want to further specify the responsibilities of its District Test Coordinator, the sample policy documents adequately define who will be responsible for various aspects of test administration.

The *Guidance* and *Sample* documents also adequately meet the *Definitions and Purpose* recommendations. While neither document defines the term *cheating*, they both provide a limited number of specific examples of inappropriate behaviors. Furthermore, both documents explain why cheating is inappropriate and why ethical behavior is important. These explanations clearly show

districts why they must develop and implement policies to address educator cheating.

The documents fail to provide adequate recommendations for ensuring test security. In addressing the security of test materials, the *Guidance* document states, "Test booklets should be provided to individual staff members only when they have a professional need to use the materials" (Iowa Testing Programs, 2005, p. 2) and each district will need to develop specific policies to keep materials secure. The *Sample* policy only mentions that test materials should be stored with "restricted access" (Iowa Department of Education, 2005, p. 1). Districts would have to develop more specific guidelines (including the storage and handling of score reports) to keep test materials secure.

The documents do attempt to outline specific activities to prevent and detect educator cheating in test administration and test preparation activities. While the Sample policy does list 4 inappropriate test administration behaviors (inappropriate assistance to students, giving answers to students, changing student answers, providing inaccurate data on student answer sheets), neither document recommends districts use independent monitors to oversee test administration. The documents also fail to recommend training test proctors prior to each testing period. The Guidance document does provide standards to which the appropriateness of test preparation activities can be judged, stating that an appropriate activity must either: (1) "promote the learning and retention of important knowledge and content skills that students are expected to learn" or (2) "decrease the chance that students will score lower on the test than they should due to inadequate test-taking skills or limited familiarity with the item formats used on the test" (Iowa Testing Programs, 2005, p. 4). In order to deter educator cheating, districts must train test proctors, provide independent monitoring of test administration, and develop a list of appropriate and inappropriate test preparation activities. The Guidance document admits this by stating, "All inappropriate practices should be delineated in the policy, to the extent possible, to communicate specific actions that are deemed in violation..." (Iowa Testing Programs, 2005, p. 4).

The documents are particularly weak when it comes to outlining specific activities to detect and deal with educators who cheat on tests. Neither document outlines the process whereby inappropriate behaviors can be reported. The documents also fail to recommend district run any analyses in an attempt to detect possible cheating. If cheating is alleged, the documents fail to provide adequate instruction on what districts should do. The Sample policy does specify that the district Superintendent is responsible for determining if the policy has been violated and/or an educator has violated the Code of Ethics of the Iowa Board of Educational Examiners. If the Superintendent determines cheating has occurred, the sample policy states that the Board of Educational Examiners must be notified. If the Superintendent believes the cheating behavior has invalidated test scores, the sample policy states that the Iowa Department of Education must be notified. The sample policy also states that any reports of educator cheating should be made to the building principal for investigation and disciplinary action. The sample policy fails to specify methods to investigate cheating allegations, the rights of accused cheaters, or protections for whistleblowers who report cheating. This omission is in contrast to the recommendation made by the *Guidance* document that "Ideally, procedures for investigating reported violations of policy should be included... "(Iowa Testing Programs, 2005, p. 2). It also means that the actions taken by districts in response to cheating may be more likely to face legal challenges.

While the sample policy documents provided by the state are better than nothing, they are hardly adequate in deterring educator cheating. Districts wanting to effectively prevent inappropriate behavior must gather stakeholder input to make modifications to the sample policy. These modified policies must include proctor training, independent test administration monitoring, statistical detection, specific examples of inappropriate test preparation activities, an explanation of due process, and a list of sanctions to be faced by cheaters. Finally, districts must adopt policies that will provide a paper trail to evaluate policy implementation and effectiveness.

Existence and Quality of Policies in Iowa School Districts

After examining the websites of the ten largest Iowa school districts and finding no published policies to address educator cheating, a short survey (see Appendix A) was administered to a sample of district Superintendents to determine the existence and quality of policies to address educator cheating in Iowa public school districts. Tables 3 and 4 summarize the information obtained from 154 respondents (representing 42% of all Iowa public school districts):

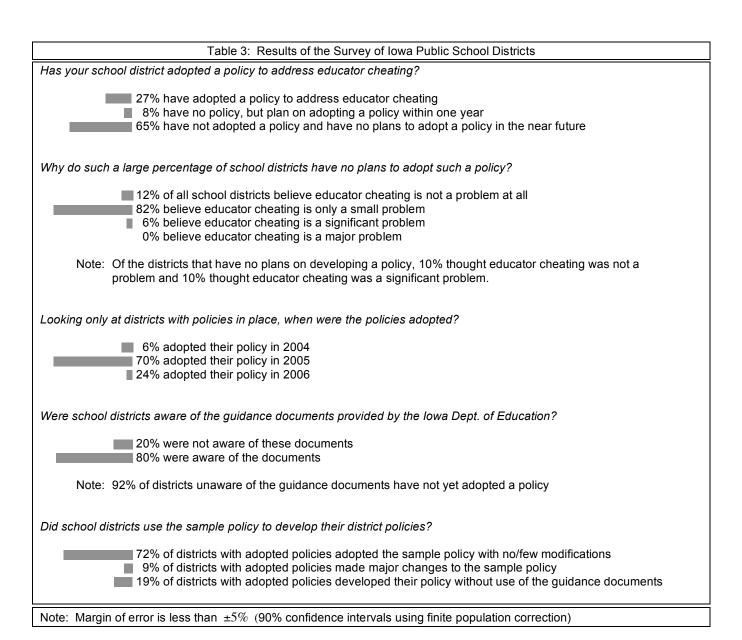


Table 3 shows that almost two-thirds of Iowa public school districts have no plans to adopt a

policy to address educator cheating in the near future. This might be due to the fact that educator cheating is perceived to be only a small problem. In fact, about one in ten respondents believe educator cheating is not a problem at all. Surprisingly, districts without policies are just as likely to believe educator cheating is a significant problem as districts with adopted policies.

The relatively large percentage of districts with no plans to adopt policies might also be because they lacked guidance. While 80% of districts were aware of the sample policy provided by the Iowa Department of Education, 92% of the districts unaware of the sample policy had no plans on adopting a policy in the near future. Almost three out of every four districts with adopted policies adopted the sample policy with no or few modifications. Only about 20% of districts with policies developed them without the sample policy.

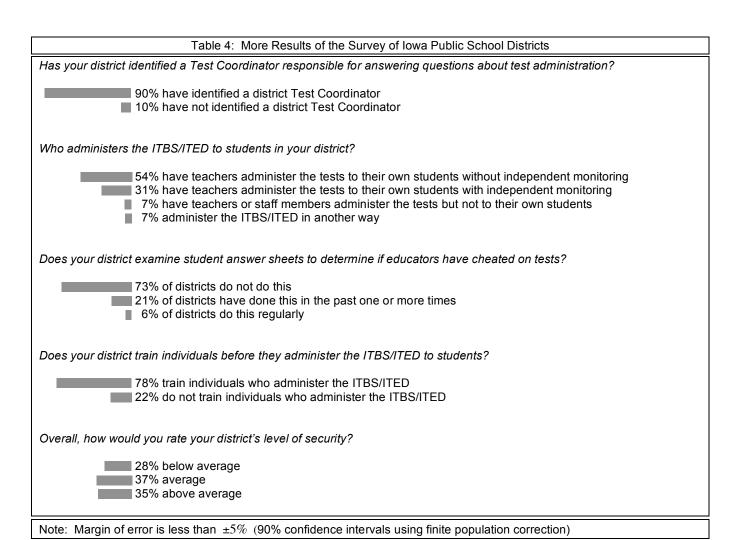


Table 4 shows some of the indicators of the quality of test administration practices and policies adopted by districts. While 9 of every 10 districts have identified someone to serve as a Test Coordinator, nearly 95% of districts do not regularly examine student answer sheets to determine if educators have cheated. Furthermore, while over half of all districts have teachers administer the tests to their own students without independent monitoring, more than 20% of districts do not provide test administration training to their teachers. The lack of independent monitoring, training, and analysis of answer sheets are warning signs for school districts wanting to deter educators from cheating on student achievement tests. In spite of these warning signs, more than one-third of school districts in Iowa believe their district's level of test security is above average.

# Comparing District Policies to Policy Recommendations

In order to rate the policies adopted by Iowa school districts to address educator cheating, the following rubric was developed:

Grade	Criteria	% of Respondents
F	The district has not adopted a policy and has no plan to adopt a policy in the near future.	65%
D	The district has not adopted a policy but plans to do so in the near future. The district may have identified a Test Coordinator, but the district does not train its test proctors.	8%
С	The district adopted the Iowa Department of Education's sample policy with few or no changes. The district has identified a Test Coordinator. The district trains its test proctors.	22%
В	The district has adopted a policy to address educator cheating (its own policy or a modified version of the sample policy). The district has identified a Test Coordinator. The district trains its test proctors and test administration is independently monitored.	2%
А	The district's adopted policy is of higher quality than the sample policy. The district has identified a Test Coordinator. The district trains its test proctors. The district provides for independent test monitoring and examination of student answer sheets.	3%

Applying the rubric, almost two-thirds of Iowa Public School Districts receive a failing grade simply because they have not adopted a policy to address educator cheating and have no plans on adopting such a policy in the near future. Another 8% of school districts receive a grade of D, because their policies do not require test proctors to be trained regularly. A policy cannot be expected to reduce inappropriate test administration behaviors if it does not require test proctors to be trained prior to testing. Just over 20% of school districts earn a grade of C for simply adopting the sample policy developed by the Iowa Department of Education. As explained earlier, the sample policy is only of adequate quality due to its lack of provisions for independent test monitoring, proctor training, and answer sheet analysis. In order to have a high-quality policy to address educator cheating, school districts must modify the sample policy to include these missing provisions.

# Quality of District-Developed Policies

Of the 154 school districts that responded to the survey, only 8 (5% of all Iowa public school districts) have adopted policies that differ significantly from the Iowa Department of Education's sample policy. Administrators from District A (a large district in eastern Iowa) and District (a small district in west-central Iowa), agreed to be interviewed and to have their district policies evaluated for quality. The evaluations, which are summarized in Table 3, were completed by once again comparing their content to the list of recommendations discussed earlier.

The policies from Districts A and B represent significant improvements over the *Guidance* and *Sample* policy documents provided by the Iowa Testing Programs and Iowa Department of Education.

Both districts gathered input from teachers and administrators prior to adoption to ensure their policies fit within existing activities and policies. Both district policies also improve upon the sample policy by outlining specific methods (responsibilities and timelines) to be used to ensure the security of test

materials.

The biggest way in which the quality of the policy from District A surpasses the quality of the sample policy is in its requirement that all aspects of its implementation must be documented. All test proctors, school building test coordinators, and principals are required to sign a *Test Procedures* Agreement before each testing period. By signing these agreement forms, individuals acknowledge they have read the district policy, understand potential sanctions, and agree to independent monitoring of test administration. Principals signing the form agree to follow specific procedures in obtaining, securing, and returning test materials. They also agree to provide some level of test security training to all personnel involved in testing and to monitor test administration in their schools. The principals must also sign a statement that says they will not manipulate test administration, demographic information, or student answers. The District Test Coordinator must sign yet another paper indicating that all assessments will be secure, all procedures will be followed, testing at schools will be independently monitored, and personnel will be trained in test security. The documentation requirements outlined in this district's policy represent a significant improvement over the sample policy. These requirements can be used to evaluate the implementation of the policy and to reassure the public that test security procedures are being followed.

District A also improves upon the sample policy by outlining methods to be used to detect cheaters. The policy explains how allegations of cheating can (and must) be reported to the District Test Coordinator and how all investigations will be handled. The policy requires both the alleged cheater and the individual who made the report (if known) to be interviewed by an investigation team. The team then reports the findings and makes recommendations to the district Superintendent. The Superintendent then, in turn, makes recommendations to the school board for possible sanctions. The policy also requires the investigation team to complete its investigation within five school days and to protect the rights of both the accuser and accused. By specifying due process for the accused and

protections for the accusers, the policy from District A is more likely to deter educators from cheating.

The policy from District B, while not having documentation requirements like the policy

District A, significantly improves upon the sample policy in two areas. First, District A attempts to

define the term *cheating*. Cheating is defined as *any activity designed to increase test scores without a*corresponding increase in student achievement. The policy from District B then provides 20 specific

examples of inappropriate behavior. These examples, developed by district teachers and

administrators, make the policy easier to understand and eliminate interpretation error. If that weren't

enough, the policy clearly identifies a process by which educators can get approval for test

administration or preparation activities that do not appear in the policy. The definition of cheating,

examples of inappropriate behavior, and approval procedures help ensure all educators will understand

exactly what behaviors and activities are inappropriate in testing.

While the policies from both District A and District B represent improvements over the sample policy, they are not perfect. The policy from District A does not define the term *cheating* and does not provide procedures for obtaining approval for test preparation activities. In discussing the issue with administrators from District A, they admitted that they were unsure as to which test preparation activities are appropriate or inappropriate. The policy from District B is weak in that it does not require documentation of its implementation and it does not specify due process for alleged cheaters. Neither policy provides for statistical analyses or any other methods (other than reporting from peers) to detect potential cheaters. Furthermore, the policies do not adequately address the handling of score reports and student data. An effective policy must state under what conditions it is appropriate to modify or remove student test scores from score reports (scoring errors, incorrect demographic data, etc.). Finally, the policies do not address specific issues such as make-up testing, excusing students from testing, and verifying the accuracy of score reports.

# Recommendations for District-Developed Policies

Blah

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# Appendix A: Survey

- 1. In your opinion, how prevalent are test administration problems on the Iowa Tests of Basic Skills (ITBS) and Iowa Tests of Educational Development (ITED) in the state of Iowa?
  - A. Not a problem at all. Test administration practices in the state of Iowa are appropriate and valid.
  - B. A small problem. While problems with test administration occur in a handful of schools and/or school districts, the problems do not invalidate a significant number of test scores
  - C. A significant problem. Many schools and school districts have test administration problems; these problems invalidate a significant number of test scores.
  - D. A major problem. Most schools and school districts have test administration problems; we would be surprised to find out how many test scores are not valid because of these problems.

Test administration problems include inappropriate behaviors by educators who cheat on tests for their students. Educators can cheat on tests by manipulating student answer sheets, the test administration process, score reports, or the educational process. Some specific inappropriate behaviors that constitute cheating include: changing student answers, giving hints to students during tests, providing students extra time on tests, providing inappropriate accommodations to students, excluding students from testing, using old copies of tests for practice, and teaching-to-the-test.

- 2. Has the school board in your district adopted a policy to deter educators from cheating on achievement tests? (While this policy may be part of a more general policy on test security or educator ethics, this question is asking if the policy **specifically** addresses educator cheating on tests.)
  - A. Our district has adopted a policy to specifically address educator cheating on tests
  - B. Our district has not adopted such a policy but plans to adopt a policy this year
  - C. Our district has not adopted such a policy and has no plans to adopt a policy in the near future
- 3. Are you aware that the Iowa Testing Programs published a document entitled <u>Guidance for Developing District Policy and Rules on Test Use, Test Preparation, and Test Security for Iowa Tests and that the Iowa Department of Education published a sample <u>Accountability Test Integrity/Test Preparation</u> policy in August of 2005 to assist districts in developing their own policies to address educator cheating?</u>
  - A. Yes, our district is aware of these documents
  - B. No, our district was not aware of these documents before today.
- 4. Did your district use the documents developed by the Iowa Testing Programs and the Iowa Department of Education to develop a policy to address educator cheating?
  - A. No; our district has not adopted a policy to address educator cheating

- B. No; our district developed a policy without using these documents
- C. Yes, but our district made major changes/improvements to the sample policy
- D. Yes; our district adopted the sample policy with no or few modifications
- 5. In what year did your district adopt the policy to address educator cheating on tests?
  - A. Our district adopted a policy in the year \_\_\_\_\_ (please write the year)
  - B. Our district has not adopted a policy to address educator cheating on tests
- 6. Has your district identified an individual to serve as the District Test Coordinator, responsible for obtaining test materials and answering educator questions about testing?
  - A. Yes, our district has identified a Test Coordinator (although this individual may have a different job title)
  - B. No, our district has not identified a Test Coordinator.
- 7. Who administers the ITBS and/or ITED to students in your district?
  - A. Teachers administer the tests to their own students without any independent monitoring
  - B. Teachers administer the tests to their own students, but our district does have independent monitors (other teachers, staff members, administrators, or community members) oversee the administration in a sample of classrooms.
  - C. Teachers or staff members administer the tests, but they do not give the test to their own students.
  - D. None of the above. Our district administers the tests in another way
- 8. Does your district examine student answer sheets or score reports with the intention of determining if educators have cheated on the tests?
  - A. No, our district does not do this
  - B. Yes, our district has done this one or more times in the past.
  - C. Yes, our district does this regularly
- 9. Does your school district provide educators with training before they administer the Iowa Tests of Basic Skills (ITBS) or the Iowa Tests of Educational Development (ITED) to their students?
  - A. Yes, our district provides training to individuals who administer these tests to students
  - B. No, our district does not provide training to individuals who administer these tests.

- 10. Overall, how would you rate your district's level of test security?
  - A. Below-average. Educators could cheat on the ITBS/ITED in our district if they wanted to
  - B. Average. While educators may be able to cheat, our district has policies/steps in place to deter cheating.
  - C. Above-average. Our district has policies/steps in place that ensure educators would have a difficult time cheating on tests.

11.	In addition to the adoption of a test administration policy, districts take other approaches to ensure test administration practices are appropriate. If you would, please briefly describe any approaches your district
	uses to ensure tests are administered appropriately.
	<del></del>
Plea	se place a $\sqrt{\text{next to any of the following statements:}}$
	I would like to receive a copy of the final research report on educator cheating policies in Iowa school districts
	I would be willing to discuss my district's test administration policy or practices with the researcher (via e-mail or phone call)
	I would be willing to share our district's policy with the researcher (via mail or e-mail)
	I do not wish to be contacted about this topic
	nk you for completing the survey. If you indicated that you are willing to share or discuss your district's cy/practices, please provide your name, e-mail address, or phone number below.
	Name:, *DISTRICT*
	I would prefer you contact me via: E-mail:
	Phone:

# Examples of cheating: Do you consider the behavior to be cheating?

Do you believe teachers or principals engage in these behaviors in your district?

Have you received any allegations of educators who have cheated on the ITBS/ITED?

Who developed the policy? (written policy, implicit, no policy)

How well do you believe this policy has been disseminated to educators in your district?

Does the policy address the uses of practice tests? Old forms of exams?

Does your district track testing materials before, during, and after testing?

Does your district ensure no tests are missing before returning the tests to ITP?

Does anyone in your district have access to the tests before the actual test administration?

Do tests remained sealed before administration?

Does the policy provide protection for whistleblowers?

Are tests shown to parents?

Does the district keep extra test copies for re-tests or for reference when examining score reports?

Do teachers have access to tests at any time before or after the actual test administration?

Does the policy specify who has access to test materials and/or score reports?

Does the policy specify appropriate activities to use with students in preparation for testing?

Does the policy identify test preparation activities that are inappropriate or prohibited?

Does the policy address the use of old test forms for preparation?

Does the policy address the creation of practice tests similar to the actual tests?

Are educators required to obtain approval in advance of using test preparation materials and activities?

Does the policy specify the types of assistance or advice that can be provided to students during testing?

Do teachers in the district provide a warning about time remaining in a test or tell students to guess?

Does the policy specify acceptable and unacceptable accommodations/modifications for IEP students?

Does the policy specify procedures to identify students who should be given accommodations?

Does the policy specify permissible alterations to student answer sheets after testing? (clean-up)

Does the policy address photocopying test forms?

Does the policy address to whom score reports should be made available?

Does the policy address modifications to student scores (incorrect demographic information)?