

To cite this article: Ariunaa Dashtseren (2022). A Conceptual Framework: Teacher Study. International Journal of Education, Business and Economics Research (IJEER) 2 (5): 150-162

## A CONCEPTUAL FRAMEWORK: TEACHER STUDY

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### ABSTRACT

This research aims at understanding the secondary school teachers while the teacher development is encouraged in Mongolia. In the survey, the convenient sampling was adopted and covered 82 teachers. The SCAT method was used for analysis of an open-ended question. This research found that, among others, years of service (in the same school) is the major indicator of the teacher development, and the teacher evaluation fails to capture the academic misconduct of teachers, as the teacher misconduct is hidden under the word of ‘teacher development’. More importantly, our research suggests that in order to improve teacher development it is essential to conduct teacher evaluation in line with the conceptual framework of the teacher study.

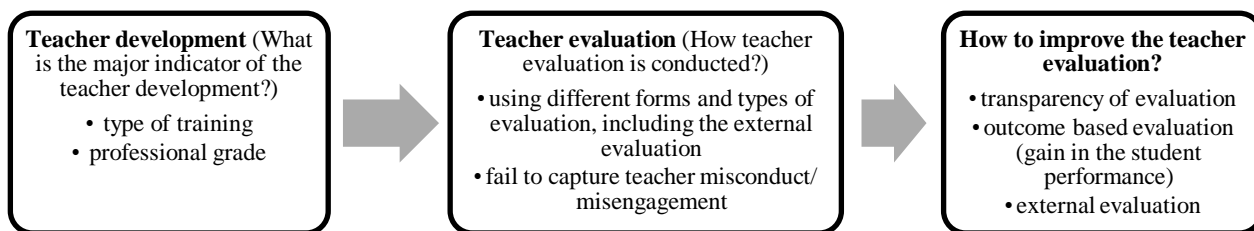
**KEYWORDS:** teacher development, teacher misconduct, teacher study, teacher evaluation, secondary school, Mongolia.

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Published Online: Oct 2022

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### INTRODUCTION

During the 70 years of socialism (1921-1990), Mongolia achieved the universal education of eight years, and in 1940s Mongolia abolished illiteracy. During socialism, teachers were regarded as ‘the people’s teacher’ (ardiin bagsh), meaning that the teachers of children are also teachers of parents. Since 1990, the education sector is more likely to be regarded as a service sector. Teachers are evaluated based on the student satisfaction, and the training is regarded as good if there is “no noise”. Also since 1990, in Mongolia, instead of ‘the people’s teacher’, the word ‘teacher development’ became more fashionable, and at the same time, compared to the previous socialist period, teachers became more likely to engage in misconduct and less likely to work honestly. In our research, it was aimed to find out the major indicator of the teacher development in Mongolia. In line with the literature on the teacher development, it was assumed that types of training as well as the professional grade of teachers are likely to be the major indicator of the teacher development. (See Figure 1.)



**Figure 1. Research assumption on teacher development and evaluation**

In our survey, it was assumed that different forms and types of teacher evaluation fail to capture the teacher misconduct/ misengagement. It is mainly because the conceptual framework for teacher evaluation does not include personnel traits (OECD, 2009). However, it was assumed that teachers might desire to have an external evaluation for the honest evaluation.

Furthermore, it argues that teacher misconduct/ misengagement is hidden under the word 'teacher development', and therefore, the teacher evaluation needs to be conducted using the conceptual framework of 'teacher study', which is given in this paper, as teacher study includes, personnel traits and misconduct. Among others, the report based on the class observation, via camera, needs to be included in the evaluation of teachers.

#### **DATA COLLECTION AND METHOD**

During the academic year 2017-2018, the author thought research methodology courses for two (autumn and winter) classes of master students at the Mongolian National University of Education. The majority of master students were secondary school teachers from different aimags (provinces) of Mongolia. As part of research methodology course, we conducted a small scale sample survey on "Teacher development" in the class. Thus the convenient sampling was adopted as data were collected right in the class.

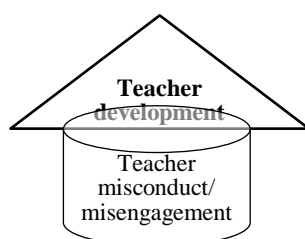
In the class of research methodology, as part of training, students were asked to formulate a questionnaire to collect information on teacher development, but later the author gave the readymade questionnaire to be filled up by the students. The questions were designed mainly with 'yes/no' answers. Following the 'yes/no' answer, 'why' and 'how' questions were formulated. Students of two classes worked on the data separately to finalize their assignment, and at the same time, the author obtained the MS Excel file from the students. Later the author combined the two data sets. As a total, 82 observations were covered in the small scale sample survey, and the unit of observation was the secondary school teachers. At first, all open ended questions were analyzed by the author only. The SCAT (Steps for Coding and Theorization) method, the method for analyzing qualitative data, was employed to study complex responses to the open ended questions on reasons for the dishonest evaluation as well as on the ways to improve the teacher evaluation. In our survey, we studied type of training and professional grade as a proxy of the teacher development.

## A CONCEPTUAL FRAMEWORK: TEACHER STUDY

Teacher development includes teaching education, and professional development. Teacher development changes in line with the changes in learning principles, i.e. to constructivist, active learning, and student-centered approaches (Zeichner 2003). In Mongolia, since 1990s, in line with the international standards, there was a shift from teacher-centered to student-centered learning approach, as well as a shift from teacher education to teacher development. Teacher education refers to teacher characteristics like diploma, certificate, years of service, professional degree, knowledge of subject matter and content, knowledge of teaching skills and instructional strategies, as well as life-long learning (Darling-Hammond and Bransford, 2005).

Teacher development refers to teacher's on-going professional development and continuous teacher learning at the school level, and to implementing theories into practice. Teachers apply own knowledge on subject matter, instructional strategies into teaching to meet the student needs. There are many strategies to ensure teacher development, like having experienced teachers mentor newer teachers, providing external consultants, training at the teacher resource centers, attending at workshops, providing with libraries, creating learning communities among teachers to discuss teaching and learning issues, and improving the classroom environment by providing adequate curriculum, books and materials (Mulkeen et al. 2005). Teachers engage in peer collaboration (collaborative learning, research, planning, assessing, peer observation, etc.) in schools and/or wider networks as well as in the effective feedback and follow-up in the classroom to see the impact they make on students (Westbrook et al., 2013; OECD, 2011; SABER, 2012; Timperley et al., 2007). Teachers should promote trust, motivation, commitment, and collective efficacy via establishing stronger relations between students and teachers (Bryk and Schneider, 2002; Darling-Hammond, 1997). Teachers combine distance learning with face-to-face training and mentoring (Hardman et al., 2011; SABER, 2012). Also teacher leadership contributes to teacher professional development (Anderson, 2002).

Even though teachers ensure professional development and engage in teaching activities, they also engage in misconduct, and the word 'teacher development' hide the 'teacher misconduct' (Figure 2).



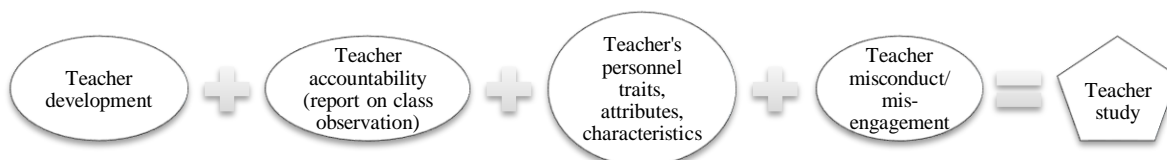
**Figure 2. The teacher misconduct is hidden under the teacher development**

<sup>1</sup>MNUE

<sup>2</sup>The SCAT method is developed by Prof. Takashi Otani, Nagoya University, Japan. The SCAT form can be obtained from: <http://www.educa.nagoya-u.ac.jp/~otani/scat/scatform-eng.xls>

It is because the conceptual framework for teacher evaluation does not include personnel traits (OECD, 2009), and therefore, the misconduct. Also students are reluctant to speak about the teacher misconduct. Apart from knowledge of subject matter/content and teaching skills, the personality traits are essential for the professional development of teachers (Hotaman, 2010). Personnel traits, attributes and characteristics are closely related with the teacher misconduct. For example, teacher absences are related to low morale and poor job satisfaction. Teacher misconduct include, among others, teacher absenteeism, leave the class after giving assignment, late coming to the class, teacher pupil sexual relationship, examination malpractice, theft, insubordination, illegal admission of students and drunkenness.

Teacher misconduct has multiple impact on pupils, schools and public (Damien Page, 2016). However, in practice only “serious” teacher misconduct, those behaviors that significantly breach professional standards and public trusts can be recognized, and are likely to be subject to a triple accountability: to their school as their employer, to an arbiter of terms of employment, and to the public who entrust their children to them. Therefore, in order to capture all types of teacher misconduct, teacher evaluation can be conducted within the framework of ‘teacher study’ (Figure 3). It is very important to get right the teacher evaluation (Asia Society, 2013). Teacher’s evaluation has two functions, the improvement and the accountability. A framework ‘teacher study’ includes not only the improvement and the accountability functions but also the personnel characteristics, and the teacher misengagement and misconduct. Teachers have diverse personality traits as any person. (See Anderson, 1968). Students often complain that teachers were discriminating. Teachers can be money and outfit minded, and can have bad habits. Teachers can cheat and lie. The personnel traits of teachers have an impact on his/her job, and therefore, the personnel traits of teachers need to be studied together with the teacher accountability.



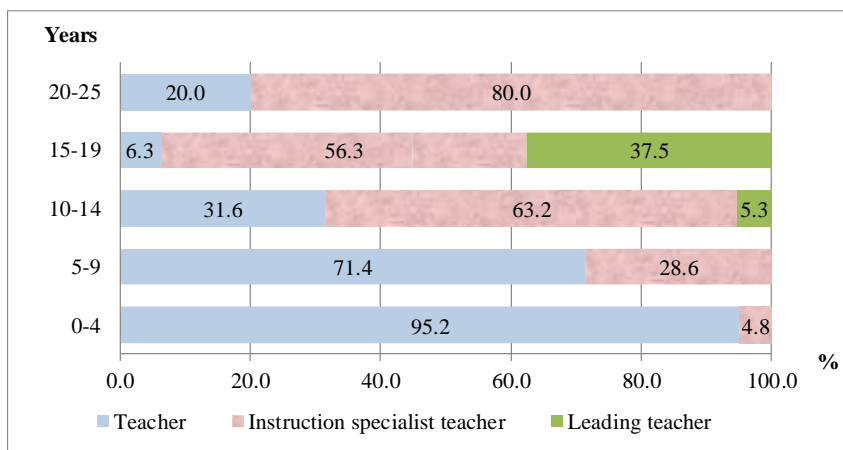
**Figure 3. A Conceptual framework: Teacher study**

The report based on the teacher observation and class observation (via installation of camera in the class rooms, by school, parents and other official bodies) needs to be the main method of teacher study as well as the major part of the teacher evaluation.

### **TEACHER DEVELOPMENT AND MISCONDUCT IN MONGOLIA**

In Mongolia, teachers engage in different activities to improve their professional development, like attending at the courses/workshops, the conferences/seminars, and at the qualification degree programme. Also teachers visit to other school for the observation, participate in a network of teachers, engage in individual or collaborative research on a topic of professional interest, and participate in mentoring/coaching and/or peer observation as part of a formal school arrangement. In our survey, we studied type of training as well as professional grade as a proxy of teacher development.

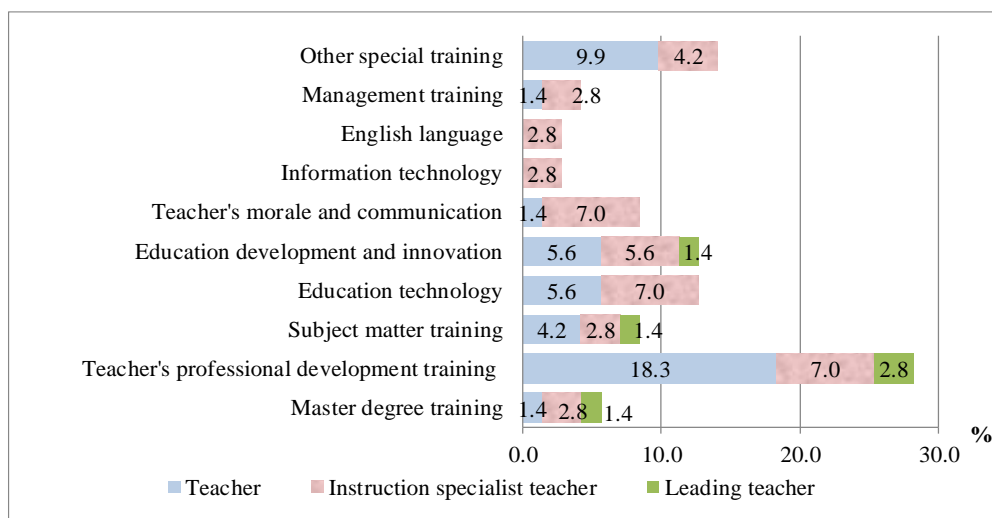
In Mongolia, there are four categories of professional grade of teachers, namely experiment period teacher, teacher, instruction specialist teacher, leading teacher and consulting teacher. These categories can be regarded as the level of teacher development, and the highest level of teacher development is the consulting teacher. In our survey, out of 82 teachers, 52.5 percent were teachers, 39.0 percent were instruction specialist teachers and 8.5 percent were leading teachers, and there was no consulting teacher. Our survey shows that the professional grade is highly and statistically significantly associated with the years of service (Figure 4). It suggests that the years of service (in the same school) is the major indicator of the teacher development.



Note: Chi-square tests for years of service and grade level:  $\chi^2 (8, 82) = 50.951, p = 0.000$

**Figure 4. Teacher's professional grade by years of service**

In our survey, the majority of teachers (87.8%) did attend at any training. According to the last training, teachers attend in more than 10 different types of training (Figure 5), of different organizations at different administrative levels, in aimag (province) center and Ulaanbaatar. In our survey, teachers are most likely to attend at the compulsory training, the teacher professional development training, which is conducted by the Teacher development palace in Ulaanbaatar (28.2%), after each 5 years of service.



**Figure 5. Type of training of teachers by professional grade**

They are also more likely to attend at the training of education technology (12.7%), and education development and innovation (12.7%). In our survey, the education technology training includes training of assessment method, core curriculum and assignment development. The education development and innovation training include the training of school development and the training of education system innovation. Teachers also attend at the (education and administrative) management training. The other special training includes different training in the area of education, organized by the different national and international, non-government and government organizations, including Russian science and culture center, and World vision.

Training type differs by professional grade of teachers. The instruction specialist teachers attend at all types of training. It was only the instruction specialist teachers who did attend at the English language (2.8%) and information technology (2.8%) training to obtain the skills which can be regarded as an infrastructure for professional or career development of any profession. It suggests that teachers, who are in the middle of their career, are more likely to be interested to develop themselves in different ways, and among others, learning English and IT. On the other hand, leading teachers attend only in three types of training, namely teacher's professional development training, subject matter training, and training of education development and innovation. It might be because for teachers, at the later stage of their career, it is likely to be not easy to learn foreign language and IT skills. Teachers, the second lowest professional grade, are most likely to attend at the teacher's professional development training (18.3%) and other special training (9.9%), but not at the English and IT training. These suggest that the awareness and the understanding of professional development among teachers are likely to be emerged in the middle of their career.

Teacher misconduct/ misengagement can be observed among all teachers, including those who have the highest professional grade, the leading teacher. The major misconduct of teachers is the 'grade inflation', and it is common in Mongolia. At the master degree training, where the majority of students were secondary school teachers, the discussion on the 'grade inflation' was held, and they provided information given in the Box 1.

Box 1. *Dear teacher, everything is different in real life*

At the bachelor training, when we studied at the MNUE, we learn many things, like different methods of student assessment, and we understand that teachers should be honest. After graduation, in the beginning, we work honestly and conduct student assessment honestly, but we have to change the real assessment. For example,

- I work in a private school. One day the school principal called me to his office, and said that we have to give students scores of 80 and 90, otherwise parents will take their children out of our school, and we will have a loss of profit.
- In general, principals of both public and private schools blame the teacher, that 'if you put poor score to students then this means that you did not do a good job'.
- In private schools, in the parents' conference, it is common that teachers lie - 'all students in our class have got high grade, like scores of 80 and 90'.

Information given in Box 1 suggests that teachers engage in grade inflation because of the pressure. Apart from the grade inflation, secondary school teachers engage in different types of misconduct (Box 2).

Box 2. *Misconduct of secondary school teachers*

- Teachers chat in the class at the lesson (one teacher come to the class of the other teacher)
- Teachers leave their bag (and students) in the class, and go out of the class
- Teachers ask students to go home quietly, with 'no noise'
- Teachers engage in trade in the class at the lesson (calling other teachers)
- Teachers ask students to help at own household work, like shopping, cleaning and to take their children from kindergarten/school.
- Parents give gift (and sometimes money) to add score in the assessment of their children, and teachers take them
- Teachers do not conduct exam for the assessment
- Teachers do not mark students' notebook
- Teachers ask good students, the 'trusted ones', to mark other students' work
- Teachers, at the external exam, assist and distribute ready material to students
- Teachers, at the external exam, ask students to copy as much as they can
- Teachers, at the external exam, ask good students to help the poor ones
- Teachers, at the external exam, ask students to leave the exam form empty to be filled up later by the teacher, if the student does not know anything.
- Teachers discriminate students according to the living standard level (and type of self-phone)
- Teachers automatically give high score to students who participate in sport or art competition
- Teachers in soums (the lowest administrative unit) are divided by their political party, and teachers deliberately put poor score to students whose parents were a member of different party.

Source: Data are gathered by the author based on the bachelor students' assignment on 'Student assessment and grade inflation in secondary schools' accomplished at the research methodology course coached by the author in 2017.

The grade inflation is common in Mongolia, and some students believe that 'a good teacher is the one who adds the exam score or assist at the exam'. More importantly, the teacher misconduct, including the grade inflation, is related with the school principal's accountability, and the teacher evaluation.

### **TEACHER EVALUATION IN MONGOLIA**

As given in the previous section, years of service (in the same school) are the major indicator of the teacher development. In this section, we aim at understanding how teachers are evaluated under this situation. In Mongolia, many types of teacher evaluation are conducted, like classroom observations, teacher interviews, teacher self-appraisal, teacher portfolios, teacher tests, and student-learning outcomes, surveys of stakeholders, school self-evaluation, school external evaluation, and student national examinations.

Based on the teacher evaluation, teachers supposed to receive supplementary pay, in addition to the base pay. Some school principals give supplementary pay, mainly on equal basis (or one after another) at the end of the year, without conducting the evaluation. More interestingly, some school principals do not give the supplementary pay after the evaluation of teachers, (as they state) due to the shortage or delay of budget. In order to get the supplementary pay, it is very important that the teachers' work was evaluated honestly. In our survey, about five percent of teachers state that the evaluation is not conducted and only about half of teachers (46.3%) view that the evaluation is conducted honestly.

In our survey, the open ended question on reasons for the dishonest evaluation was asked, and out of 82 teachers, 44 teachers gave response to this question, and the responses are analysed using the SCAT method, and given in Table 1. According to our survey, the dishonest evaluation is mainly associated with the misconduct of the school principal (8.5%). Teachers view that connections and relations with the school principal are important for the evaluation. More than half of discrimination is based on the relations and connections with the school principal (4.9%). Also teachers are discriminated against some characteristics, like years of service (2.4%). Young teachers are less likely to get the supplementary pay while older teachers get it automatically, without evaluation.

**Table 1. Reasons for dishonest evaluation of teachers**

	%
<b>Misconduct of the school principal</b>	<b>8.5</b>
Discrimination based on relations and connections	4.9
Discrimination against years of service	2.4
Discrimination against some characteristics	1.2
<b>Evaluation criterions are not suitable</b>	<b>7.4</b>
Evaluation criterions are not suitable to the work	5
Evaluation criterions don not include some work	2.4
<b>Gap in rules and regulations of evaluation</b>	<b>6.1</b>
<b>Accountability of the school principal</b>	<b>3.6</b>
Evaluation skill of the school principal is poor	2.4
Do not fulfill all duties and responsibilities	1.2
<b>Gap in legal basis and policy environment of evaluation</b>	<b>1.2</b>
<b>Teacher's status in society is poor</b>	<b>2.4</b>
<b>Shortage of budget and/or budget delay</b>	<b>19.5</b>

To lesser extent, the accountability of the school principal serves as a reason for dishonest evaluation (3.6%). The school principals have poor skills of evaluation (2.4%). They do not follow the rules and regulations of evaluation, and fail to fulfill all the requirements of the work place (1.2%). They are irresponsible, and sometimes can be absent from their work, say for a month. The teacher's work done in the absence of the school principal is not likely to be accepted as work. Thus, the school principal (12.4%), his/her misconduct and accountability, is likely to explain the majority of the dishonest evaluation of teachers' work.

Secondly, the dishonest evaluation is associated with the evaluation criterions (7.4%). Some evaluation criterions are not suitable to the work of teachers (5.4%), and some activities are not included in the evaluation criterions (2.0%). Also the dishonest evaluation is associated with the rules and regulations of evaluation (6.1%). Rules and regulations of evaluation are not suitable with teacher's duties, and there is a gap in the rules and regulations of evaluation. For example, overtime work, and some events organized by the teachers are not evaluated, and accounted as unnecessary work. Furthermore, legislative and policy environment of evaluation of teachers' work is vague, and there is a gap in legal basis (1.2%). Interestingly, the dishonest evaluation of teachers is likely to be associated with the poor status of teachers in the society, mainly due to low wages (2.4%).



Also, in our survey, the question was asked on the ways to improving the teacher evaluation. Out of 82 teachers, 68 teachers gave response to this question, and the responses are analyzed using the SCAT method, and given in Table 2.

**Table 2. Ways to improving the teacher evaluation**

	%
<b>Evaluation measures</b>	<b>25.0</b>
Outcome based measures	16.2
Gain in the student performance	8.8
<b>Rules and regulations of evaluation</b>	<b>20.6</b>
Extra hour work, extra work and workload	10.3
Innovative or creative work	5.9
Reduce evaluation criteria	4.4
<b>Process and procedure of evaluation</b>	<b>20.6</b>
Transparency of evaluation	8.8
Reliability of evaluation	4.4
Work place duties, responsibilities and requirements	4.4
Time and frequency of evaluation: two times per year	1.5
Report about the evaluation	1.5
<b>Forms and type of evaluation</b>	<b>19.1</b>
Self-evaluation	4.4
Report or presentation based evaluation	4.4
Mixed type of evaluation	4.4
Piece-work based evaluation	2.9
External evaluation or inspection	1.5
Peer evaluation	1.5
<b>Accountability of the school principal</b>	<b>8.8</b>
Follow rules and regulations of evaluation	4.4
No discrimination at the work place	2.9
No discrimination against capability	1.5
<b>Teacher's involvement in improving rules and regulations of evaluation</b>	<b>4.4</b>
<b>Legislative environment of teacher's evaluation</b>	<b>1.5</b>

Around ¼ of teachers view that evaluation measures need to be studied and improved (25.0%). The evaluation measures should be outcome based (16.2%), and among others, should be based on the gain in the student performance (8.8%).

In order to improve evaluation, the rules and regulations of evaluation need to be studied and improved (20.6%). There are too many unnecessary criteria for evaluation of teachers' work (4.4%). On the other hand, extra work, extra hour work, and workload of teachers fail to be evaluated according to the current rules and regulations (10.3%), and teachers do a lot of work without recognition. Some of the extra work can be regarded as unnecessary work. Also an innovative or creative work cannot be evaluated (5.9), and can be regarded as an unnecessary extra work, and more dangerously, teacher's skills and talent are likely to be dismissed.

To similar extent with the rules and regulations, the process and procedures of evaluation need to be studied and improved (20.6%). First of all, at the start of the evaluation, rules, regulations, process and procedures of evaluation need to be explained. In other words, the process of evaluation should include the explanation stage. It will enhance transparency (8.8%) and reliability (4.4%), and therefore, the quality of evaluation. In Mongolia, the evaluation is likely to be unreliable as it does not always follow the rules and regulations. More importantly, the evaluation should be conducted in line with the terms of reference of teachers. In most cases, the terms of references of teachers are vague, and therefore, it needs to be improved reflecting all the duties, responsibilities and requirements of the work place (4.4%). At the end of the evaluation, the evaluators should write a report about the evaluation procedures and results, and should present it and give feedback to the teachers (1.5%), to ensure transparency and reliability. Teachers are interested to be evaluated once per year, and only few teachers are interested to be evaluated two times per year, at the middle and at the end of the academic year (1.5%).

In order to improve the teachers' evaluation, the accountability of the school principal should be improved (8.8%). The school principal should follow the rules and regulations of the evaluation (4.4%) and should avoid discriminating teachers at the work place (2.9%). Teachers are disappointed because of the discrimination against capability (1.5%). To lesser extent, some teachers view that the legislative environment of teachers' evaluation need to be improved (1.5%).

In terms of forms and type of evaluation, teachers are most likely to have the self-evaluation (4.4%) and the mixed type of evaluation (which includes the self-evaluation and presentation of it (4.4%)), but least likely to have the external (1.5%) and the peer evaluation (1.5%). It is interesting that teachers are least likely to have the external evaluation while ½ of them stated that they desire to have the honest evaluation. It questions if teachers really desire to have the honest evaluation.

## CONCLUSION

In Mongolia, since 1990, the education sector started to be regarded as a service sector, and the training is more likely to be evaluated based on the student satisfaction, and it is regarded that the teaching activity is accomplished if there is 'no noise'. Also misconduct of teachers, like grade inflation, is not recognized as misconduct, but became an ordinary phenomenon. Teachers, including those with high professional grade, and many years of service, involve in the academic misconduct, like grade inflation and cheating at the exam. It suggests that the teacher evaluation methods fail to capture all aspects of the teacher engagement.

According to our survey, years of service (in the same school) are the major indicator of the teacher development. (See Figure 6.) In Mongolia, teacher's professional development is advocated, but it is mainly based on the years of service. Under this situation, teachers, especially young teachers, are less likely to be motivated. For the teacher improvement, teacher evaluation should be conducted. However, according to the common sense, the teacher evaluation is important for getting the supplementary pay. Teachers view that they fail to take the supplementary pay because the evaluation is conducted dishonestly or not seriously.

As it was the case for teacher development, among others, the years of service appears to be the major indicator of the teacher evaluation. It also confirms that the evaluation is conducted not seriously. However, the major reason for dishonest evaluation was the school principal's connection and network. Furthermore, not all work (extra work, extra hour work and workload) of teachers are evaluated. The creative work of young teachers is likely to be neglected. It suggests misconduct of school principals, namely discrimination against capability in work place. Teachers view that the school principal has poor capability of the teacher evaluation. Less capable school principals engage in misconduct, and do not give the supplementary pay for teachers, even after evaluation. It suggests misconduct, namely rent seeking, of the school principals. Thus the misconduct of the school principal appears to be the major reason for dishonest evaluation of teachers.

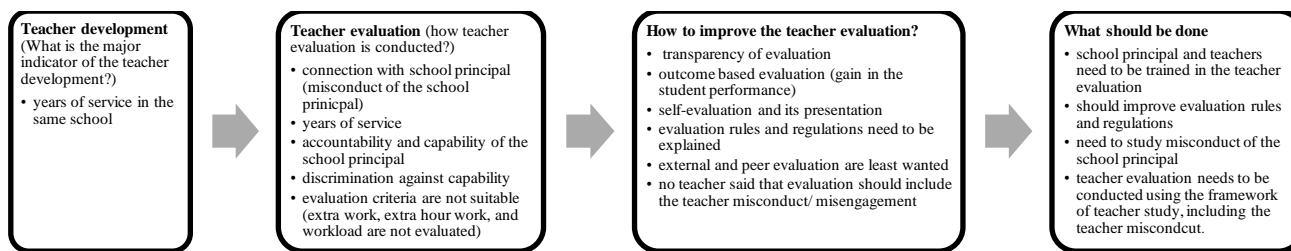
Teachers say that they want to have the honest evaluation. Teachers view that the evaluation should be transparent, and to be based on the outcome, namely on the gain in the student performance. Teachers view that evaluation rules and regulations need to be explained. Also teachers complain about workload, too much paper work. On the other hand, these suggest that teachers have poor skills, and fail to meet the general work requirement of teachers. Therefore, all teachers need to be empowered, and trained in teacher evaluation. In order to be evaluated honestly, teachers want to improve the terms of reference of teachers as well as rules and regulations of teacher evaluation.

Teachers want to be evaluated based on the self-evaluation, and on its presentation. However, teachers are least likely to have the external evaluation. No external evaluation, like observation via camera, was mentioned in our survey, as an important tool for evaluation. It questions if teachers really want to have the honest evaluation. Also no teacher mentioned that the teacher evaluation should cover the teacher misconduct, like grade inflation, the common phenomenon in Mongolia.

It might be because the conceptual framework for teacher evaluation does not include personnel traits (OECD, 2009), and therefore, the teacher misconduct. Therefore, the teacher evaluation needs to be conducted within the framework of teacher study. Under the common misconduct, like grade inflation and absenteeism, nobody knows what is happening in the class. Therefore, report based on the class observation via camera should be included in the teacher evaluation.

In order to improve teacher development, apart from conducting the teacher study, the school principals, together with teachers, need to be trained in teacher evaluation. More importantly, forms and type of misconduct of the school principal need to be studied.

Our research finding given in Figure 6 is different from our research assumption given in Figure 1. It was assumed that the type of training and professional grade can be the major indicator of the professional development of teachers, but we found that the years of service in the same school was the major indicator of the teacher development and evaluation. We assumed that teachers might want to have external evaluation in order to have the honest evaluation. But teachers are least likely to have the external evaluation. We assumed that teachers might want to include teacher misconduct in the evaluation, but no teacher mentioned about the teacher misconduct. Instead, we found that it is important to study misconduct and misengagement of school principals.



**Figure 6. Research finding on teacher development**

## ACKNOWLEDGEMENTS

I thank master students who worked on data collection as part of research methodology course during the academic year of 2017-2018, and there was no funding for this research.

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#### **AUTHORS PROFILE**

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