



EUROPEAN NETWORK ON TEACHER EDUCATION POLICIES

Entep Coordination Note/1/June 2006

XVI ENTEP SEMINAR – Nicosia - 11-13 May, 2006

The spring meeting of ENTEP took place in Nicosia, Cyprus, on May 11-13 and was followed by a conference on TEACHER EVALUATION. This issue is currently under debate in Cyprus as new legislation is being prepared and new strategies and procedures are going to be put in place.

The event was organised by Athena Michaelidou from the Cyprus Pedagogical Institute (together with Elena Hadjikakou) and supported by the Ministry of Education and the Mayor of Nicosia.

I Conference on TEACHER EVALUATION

The report on the conference follows the agenda of the event. The conference was formally opened by His Excellency Pefkios Georgiades, Cyprus' Minister for Education and Culture. After the welcome address of Dr Pillas, Director of the Cyprus Pedagogical Institute, Otmar Gassner, the coordinator of ENTEP, presented the brief history and the aims of the network to the two hundred participating teachers, deputy teachers and teacher educators.



Cyprus is planning a far-reaching reform of its teacher evaluation system. Athena Michaelidou and her team managed to set up a dynamic agenda on the topic including a strong position paper by Cyprus academics as well as a number of European

voices from ENTEP and representatives of the Cyprus teachers' union.

In the following, the keynotes and other contributions by various speakers are briefly summarized. The scene was set by the first keynote given by Prof. Michael Schratz from Innsbruck University.

Teacher evaluation as part of professional development - Michael Schratz, Austria

Teacher evaluation has become increasingly important because of the different pressures which influence schooling today, such as politics, media, globalisation, changes in society, advances in pedagogy, scarce resources, and findings on effective teaching.

Whereas previously research did not value effective models for teacher evaluation, the externalisation of evaluation of teaching and learning (e.g. through large scale assessments like PISA) has put the teacher into the focus of quality performance. In a learning organisation teachers are no longer individuals who teach their subject area in isolation, they become more and more part of a professional learning community. They act in the field of tension between SOLLEN (organisational requirements) and WOLLEN (individual needs), which forms the creative area for professional development between school development and team development.

Each approach to evaluation implies a concept of quality. A concept of quality teaching is important in order for educators to talk about values and to design effective evaluation procedures. Teachers cannot be assessed through short visits or simple checklists. Therefore systematic models or systems are required for valid teacher assessment procedures. Peterson (1995) offers 11 principles of effective teacher evaluation:

- (1) Emphasize the function of teacher evaluation to seek out, document, and acknowledge the good teaching that already exists.
- (2) Use good reasons to evaluate.
- (3) Place the teacher at the centre of evaluation activity.

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- (4) Use more than one person to judge teacher quality and performance.
- (5) Limit administrator's judgment role in teacher evaluation.
- (6) Use multiple data sources to inform judgements about teacher quality.
- (7) Use variable data sources to inform judgements.
- (8) Spend the time and other resources needed to recognize good teaching.
- (9) Use research on teacher evaluation correctly.
- (10) Attend to the sociology of teacher evaluation.
- (11) Use the results of teacher evaluation to encourage personal professional dossiers, publicize aggregated results, and support teacher promotion systems.

Because of the complexity of the teaching profession, an individual evaluation method of teacher effectiveness is not sufficient for teacher evaluation. Therefore Peterson recommends the following data sources:

- (1) Student Reports
- (2) Peer Reviews of Materials
- (3) Student Achievement Data
- (4) Teacher Tests
- (5) Parent Reports
- (6) Documentation of Professional Activity
- (7) Systematic Observation
- (8) Principal Report

In the end, a Swiss model of performance management was presented, which showed how teacher evaluation can be made pay effective.

Teacher appraisal: Philosophy, principles, concerns and ideas for the future
- Petros Pashiardis and Leonidas Kyriakides, Cyprus

The authors presented a rigorous plan to introduce a new appraisal system to evaluate teacher performance in Cyprus' schools. The Teacher Appraisal System (TAS) will be adjusted to the context of the Cyprus education system with a clear distinction between the various levels and their varying aims: (a) professional development (formative evaluation), (b) permanency of post, and

(c) promotion (summative evaluation). One of the basic principles is to ensure that all players have access to information relevant to the performance criteria being appraised and that the system itself will be 'appraised' and adjusted (design of a mechanism for post-implementation evaluation of the TAS and check of the quality of appraisals).

Beside the general aim to improve the effectiveness of the school (primarily through self-evaluation) and of the education system, the main concern lies with individual teachers. It will be used in connection with

- support and provision of permanency of post to newly appointed teachers
- continuous professional development of teachers
- career progression / promotion of teachers

The authors suggested using a well-defined set of criteria to evaluate teacher performance in the first two years of teaching and also outlined procedures to prevent teachers with obvious knowledge deficits or a lack of pedagogical skills from being appointed to a permanent position/post.

The professional development of teachers will be based on the specific school profiles. Therefore, great emphasis will be placed on school-based in-service training. In addition, the self-appraisal of the teacher will be linked to the system for professional development. A central role will be played by the "Instructional Leader", who will

- observe teaching and give relevant feedback and support to the teachers (There must be at least one observation for every teacher per school year).
- inform teachers about opportunities for external training to meet specific development needs or in areas of their interest,
- organize training seminars,
- conduct 'model lessons'.

As regards the education system as a whole, the authors suggested identifying needs for improvement first and then basing policy measures on evidence with an evaluation of the changes. The evaluation of the whole system of education and the task of monitoring the process of change should be carried out by a centre to be created for this purpose. Change should be based on either goal

setting models and/or education management models.

In the last part of the presentation the authors contrasted what they perceived as the present weaknesses of the system with envisaged solutions.

Quality assurance in Maltese schools: an opportunity for teacher development - Christopher Bezzina, Malta

This paper whilst exploring the educational reform process in Malta presented the author's personal reflections about the pursuit of teacher evaluation and continuing professional teacher development. The author argued for the need to appreciate that change is being institutionalized through varied approaches – national and school-based. For effective development to take place one needs to understand and address the contextual tensions currently supporting or inhibiting development.

The main argument put forward was that for teacher evaluation to be successful we need to focus on identifying and exploring ways and means of sustaining growth in teachers so that they do not lose their idealism, energy, drive, beliefs, commitment, passion and purpose. Therefore the need is to focus on the teacher as a person; one who is morally committed to ideals and a core purpose.

Brief presentations by ENTEP members - Ireland, Slovenia, Portugal, France, Finland

As a backdrop to the national developments, ENTEP members looked at the different ways that teacher evaluation is organised in their own national contexts. The five most interesting cases were briefly presented.

1. Martin Lally: Evaluating the work of schools and teachers in Ireland - A brief overview

Martin Lally briefly outlined the educational system in Ireland and the role played by the Inspectorate, which is underpinned by recent legislation¹. While

¹<http://www.irishstatutebook.ie/ZZA51Y1998.html>

the Inspectorate fulfils varied functions, the presentation focused on its evaluative role. The strategies for the evaluation of teaching and learning by the Inspectorate include whole-school evaluation² in primary and post-primary schools, subject inspection³ in post-primary schools and thematic evaluations. Evaluating the work of individual teachers occurs in relation to newly qualified primary teachers who are on probation and to teachers whose work, in the opinion of the inspector, might no longer merit the rating 'satisfactory'. Classroom visitation and observation is central to the various evaluation strategies mentioned and guidelines on the evaluations processes have been developed following a consultative process with the education partners. They are underpinned by the principles of professionalism, transparency and partnership and a statutory appeals process is in place.

In Ireland, the quality assurance policies implemented by the Department of Education and Science emphasise both external evaluation by the Inspectorate and the internal quality assurance procedures of schools themselves as important mechanisms for promoting professionalism in schools and for ensuring that the quality of provision for students is optimal. The publication of guidelines on self-evaluation for primary and post-primary schools entitled *Looking at Our School* (2003)⁴ has provided schools with a framework to inform internal quality assurance initiatives. The Inspectorate is committed to evaluating schools and teachers in a spirit of professional collaboration and in accordance with the highest professional standards. A Professional Code of Practice on Evaluation and Reporting for the Inspectorate⁵ has been published and informs the work of the Inspectorate in all its activities.

²http://www.education.ie/servlet/blobServlet/insp_pp_wse_intro.htm

http://www.education.ie/servlet/blobServlet/insp_p_wse_intro.htm

³http://www.education.ie/servlet/blobServlet/insp_pp_guide_subject.pdf

⁴http://www.education.ie/servlet/blobServlet/LAOS_Primary_index.html

http://www.education.ie/servlet/blobServlet/LAOS_PP_index.html

⁵http://www.education.ie/servlet/blobServlet/inspector_code_practice.pdf

2. Cveta Razdevsek-Pucko: Teacher Evaluation in Slovenia

In SLOVENIA there is no provision for a formal evaluation of teachers' work. Some evaluation is taking part in the system of teachers' promotion.

The Organisation and Financing of Education Act provided teachers with opportunities for promotion to titles which had an important influence on their financial situation. The acquisition of a title led to a salary increase.

Within the rules for promotion there are two groups of criteria, which should be regarded as some kind of evaluation of teachers' work:

1. Performance in educational work

A teacher's performance in educational work is assessed and justified by the principal of school. He/she takes into account the following elements in evaluating teacher performance:

- work with pupils
- cooperation with parents
- cooperation and teamwork with other staff in the school.

2. Other professional work

This criterion covers professional work indirectly related to teaching, but contributing considerably to the quality of the work of individuals, the school as a whole and elementary school education in general. Some of the tasks involved in this criterion:

- tutoring pupils in competitions
- tutoring students within the framework of teaching practice, tutoring trainees
- management of professional bodies, both within the institution and more generally
- preparation of thematic exhibitions and performances
- published translations, professional articles and reviews
- authorship or co-authorship of teaching materials, teaching aids and textbooks
- development and research work in cooperation with professional and research institutions in the area of education, and teacher-training faculties, etc.

Fulfilment of those criteria is assessed partly with documentation (e.g. publishing) and partly with internal evaluation by the principal of school (e.g. work with pupils).

More detailed data about this topic were prepared for the Eurydice analysis »Teacher study: Working conditions and pay« (2003), Chapter 3: Salaries (Evaluation of teaching performance). Available on the internet:

http://www.mszs.si/eurydice/pub/eurydice/KTV3R3_EN_full_version.pdf

3. Isabelle Robin: Teacher evaluation in France

Inspectors play a major role in the evaluation of teachers. In primary school, inspectors give a mark to teachers which is based on both teaching and administrative criteria. In secondary education, the official evaluation of teachers takes two marks into account: one for "teaching" (up to 60 points), given by the inspector, the other for "administration" (up to 40 points). At this level, each inspector is specialised in one subject matter.

This mark plays a very important role regarding the teachers' career and promotion.

There are some examples of school evaluation in France, but the evaluation of individual teachers clearly is the general model. The assessment consists of a visit in a classroom, followed by an interview between the teacher and the inspector. Professional standards have been designed for both levels, but they are poorly used during the inspections.

Even when the teacher's involvement with the other staff and his role in school life are taken into account during the interview which follows the inspection, the main focus of the inspection is on individual performance. Thus, the mark fails to reflect the teacher's various activities, but only emphasizes performance and disciplinary aspects.

4. Teacher evaluation in Portugal - Bártolo Paiva Campos

In the 1986 Education Law it was envisaged that there would be individual teacher evaluation based on performance in the area of classroom teaching and school development and that this evaluation would be linked to career progression. Twenty years later, the OECD identifies the same policy areas as critical. "The system of teachers' evaluation has to be reformed to take into account

- what they do in the classroom and
- how they contribute to improve practices in schools.

This [...] would be instrumental in identifying priorities for professional development". (OECD Economic Survey of Portugal, April 2006, p.78).

At the moment, the quality of teaching is of no relevance to keeping a teaching position, and teacher evaluation for career progression only refers to a salary scale and to a varying number of teaching hours. Promotion depends on the length of service, the number of in-service education credits, the presentation of a self-evaluation report and the absence of any official record indicating problems in relation to pupils or the rejection of middle management tasks. This is called teaching performance evaluation by legal regulations and by the trade unions. However, with this appraisal system the quality of teaching does not influence advancement in the system in any significant way, nor does this system produce useful information on the demand for in-service education by teachers or by schools or for its supply by the providers.

The fact that the 1986 policy definition has not yet been implemented clearly demonstrates that this is not only a policy matter, but also a political issue related to the power of the social actors involved. Some aspects of this complex issue are these:

- The trade union is very powerful.
- Candidates for school management positions are all elected by teachers.
- School is not responsible for the achievement of students.
- Internal and external individual teaching evaluation is impossible.

The Government is preparing some structural changes related to initial and in-service teacher education, school evaluation, and teacher careers. All of this will have an impact on the teacher evaluation system.

5. Teacher evaluation in Finland - Armi Mikkola & Birgitta Vuorinen

Evaluation of education

One of the aims of academic teacher education is that students are capable of independently analysing and solving problems in education and teaching and of developing their work through research.

Educational institutions have also created evaluation systems for their own purposes. The Finnish National Board of Education produces national evaluation information on the quality and outcome of education. It supplies development, evaluation and information services regarding education to owners and managers of schools, teachers, policy makers and the public by publishing e.g. national statistics reports of quantitative educational indicators including qualifications of teachers.

The Finnish Education Evaluation Council is an independent specialist organisation for educational evaluation and development. The Council evaluates basic education, upper secondary education, vocational education, adult education as well as Swedish-speaking education. The Council's task is to evaluate education and learning, to contribute to the development of evaluation, and to promote evaluation research.

Evaluation of teacher education

Teacher education and its quality are evaluated either in connection with institutional and disciplinary reviews or by means of a specific teacher training evaluation. Responsibility for these evaluations rests with the Finnish Higher Education Evaluation Council.

Evaluation of teacher performance

While there are evaluation procedures in place at the teacher education institution to ensure a high standard of outcome, there is no evaluation of individual teacher performance in Finnish schools.

Teacher evaluation – Views of the Cyprus Primary Teachers Unions (POED) and the Technical and Vocational Teachers Union

The Primary Teachers (POED) union as well as the Vocational and Technical Teachers Union (OLTEK) feel strongly that there is an immediate need to change the existing evaluation scheme. The need for change is highlighted by the teachers' views, but also by independent studies and reports carried out by organizations such as UNESCO.

For them, evaluation means evaluation of the school unit, of the educational system and of the teacher. It must be stressed though, that the evaluation of teachers must focus on the improvement of teacher performance.

The main principles of teacher evaluation, according to the two teacher unions, are the following:

- Every teacher should be given the opportunity to improve.
- The teacher can participate in his/her evaluation through the use of valid self-evaluation instruments.
- The teacher should be treated as a professional.
- Different evaluation procedures should be applied for different cases and purposes.
- Training for teachers should be provided along with the implementation of evaluation.
- School Advisors will support the teachers at the school unit.
- For the promotion of teachers, the head teacher of the school and teacher himself/herself should be involved.
- In every evaluation case, the teachers must be informed in an honest and open way
- There must be an opportunity for the teacher to appeal against an evaluation if necessary.
- Efforts should be made to motivate teachers and to retain them in the teaching force.

Finally, it is stressed that the New Evaluation Plan must be agreed on and implemented by all the parties involved as soon as possible.

II ENTEP meeting

During the first part of the meeting all representatives presented a brief overview on teacher evaluation in their countries. This exercise served a twofold purpose: Firstly, it was highly interesting to see how different the approaches to this issue were in the individual countries, ranging from a highly professional Inspectorate to countries with school assessment programmes and a very limited focus on the individual teacher. Secondly, the five most challenging case studies were selected for presentation in the context of the following conference.

Based on the brief contributions of the ENTEP members, Athena Michaelidou, the Cyprus representative, will write up a synoptic overview of models and trends in teacher evaluation in Europe to be published on the ENTEP website in due course.

Continuous Professional Development

Based on the individual contributions of ENTEP representatives, Ursula Uzerli (GER) and Lucien Kerger (LUX) presented a stimulating discussion paper on the main issues regarding teachers' professional development. The paper was well received, but at the same time gave rise to more thinking which led to the common decision to readjust the focus of the paper.

The next step agreed upon will be the identification of the most challenging critical issues or recognized problem zones in the member states by the network representatives. A second step will be the identification and brief description of solution-oriented perspectives, which might already be directly linked to critical CPD issues and contain solutions and policy decisions. On the other hand, these perspectives might be more general attempts to develop or re-direct CPD and as such be more vision-driven.

After the data collection, analysis and critical judgement will identify a small number of critical issues that have a common denominator in a number of the member states. It is expected that most of the room in the paper will be given to the presentation of solution-oriented perspectives so that policy makers, decision makers, educators and other stakeholders should find this document an interesting background paper for any discussion of the organisation of CPD in the near future. According to plan, this paper should be ready for a final discussion at the Helsinki meeting in September 2006.

Teacher education structures and the Bologna process - Convergence or new diversity? - Apostolis Dimitropoulos

Apostolis Dimitropoulos (Greece) presented a review of teacher education structures in the ENTEP member countries. Data analysed was mainly obtained from the EURYDICE network database on national systems of education (EURYBASE). Particular emphasis was given to the lack of detailed and updated information in the EURYDICE database.

The presentation included the following:

- Main goals and objectives of the Bologna process
- Main factors influencing progress made in different countries
- Main findings of the Bologna process Stocktaking Report (submitted in 2005 at the Bergen meeting of Education Ministers)

The presentation also

- stressed the differences in progress made across countries
- analysed difficulties in comparing teacher education structures in the ENTEP member countries. Particular reference was made to the diversity of school systems and levels of education and the direction of initial teacher training structures in preparing teachers for national school systems and school types, policy changes addressing national needs and challenges, the diversity of higher education systems and types of institutions, the ongoing reforms of higher education systems in European countries, the 'blurring' of boundaries between universities and non-university higher education institutions and changes in their relationships.

Whilst examining initial education structures of pre-primary teachers it was noted that

- pre-primary education is not compulsory in all countries
- in some cases pre-primary teacher qualifications are not regulated by state authorities
- in some cases initial training of pre-primary school teachers is not at higher education level while in other cases it is not at university-type institutions
- two main models of pre-primary teacher education structures were identified: a degree leading to qualification with a duration ranging from 3 to 5 years (concurrent model), and special training for degree holders with a duration ranging from 1 to 2 years (consecutive model)
- most countries offer the concurrent model
- few countries offer both models
- a 2nd cycle degree (Master's) is possible in some countries but generally not a requirement

Whilst examining initial education structures of primary school teachers it was noted that

- it is generally offered at higher education level with few exceptions
- it is not always offered at university-type higher education institutions
- two main models of primary teacher education structures were identified: a degree leading to qualification with a duration ranging from 3 to 5 years (concurrent model), and special training for degree holders with a duration ranging from 1 to 2 years (consecutive model)
- most countries offer the concurrent model
- few countries offer both models
- a 2nd cycle degree (Master's) is possible in some countries but generally not a requirement.

It was also noted that

- reforms of teacher education structures are under way in most European countries
- there is a clear trend towards increasing professionalisation of teacher education (i.e. research based university-type teacher education).

After discussion with ENTEP members, it was agreed

- to continue ENTEP's work in this area
- to expand on structures of secondary education teachers and other sectors.

It was also agreed that ENTEP representatives will provide updated information in answer to a questionnaire before the Helsinki meeting.

III Other ENTEP business

Coordination group

On Friday, May 12, the members of the coordination group had a meeting where the following decisions were taken:

- There should be a half-day meeting of the coordination group at least once a year, the next one being in Helsinki on Thursday, September 21, 9.30 – 12.30.
- The representatives from the two countries hosting the next conferences should be temporary members of the coordination group as well as the nominated coordinator in the year before his or her term of office.

- A list of nominees for the office of network coordinator was drawn up and the present coordinator was trusted with contacting these representatives and suggesting the next steps.
- It was concluded that the coordinator's contacts with representatives from the Scottish Ministry of Education regarding membership should be continued.

Topics for discussion in ENTEP – Febe Jansen (NL)

Febe Jansen (NL) introduced the idea of using the list of topics produced on the basis of members' input for further discussion, which should take place in three topic clusters. This procedure generally met with the approval of the representatives. However, as there is an ongoing discussion on two topics, it was decided to take up this procedure at a later stage.

Besides this, "school leadership and school quality" was brought up as a promising topic for future work in ENTEP.

RECENT NATIONAL DOCUMENTS

A very interesting text has been offered to ENTEP by the representative from the Netherlands. It is a summary of the [Higher Education and Research Act](#), which will be discussed in the Dutch Parliament this summer. The text is available on the ENTEP website.

➤ NEXT ENTEP SEMINARS

(i) *Finland: Helsinki: 21-23 September, 2006*

(ii) *Lithuania - May 2007*

The next ENTEP meeting and conference will take place in Helsinki from September 21 to September 23, 2006, while Finland has the EU Presidency. At the conference day 45 – 50 researchers, teacher educators, representatives of student organisations and the ENTEP representatives will meet to discuss issues of "Quality Assurance and Mobility in Teacher Education". The conference will be organised by the Finnish Ministry of Education in

close cooperation with the Education Faculty of Helsinki University.

➤ RECENT CHANGES OF ENTEP MINISTERS' REPRESENTATIVES

After a long stretch, ENTEP can finally welcome back the founder of the network. **Bártolo Paiva Campos** has been nominated representative of the Portuguese Minister of Education in ENTEP.

Seán Feerick left the European Commission in January 2006. ENTEP would like to thank him for the close cooperation and support of the work of the network. His place in ENTEP has now been taken over by **Paul Holdsworth**. We are looking forward to another fruitful period of cooperation with the European Commission on issues of teacher education policies.

➤ PARTICIPATION AND MEMBERSHIP

Participation in the Cyprus meeting was high with 20 representatives from 19 countries although two representatives had to cancel their envisaged participation.

At the moment Italy and Poland are not represented in the network, and the membership of Belgium and Hungary is inactive.

A special welcome also to three substitutes who were present at the Cyprus meetings: Birgitta Vuorinen from Finland, Pavel Moskala from the Czech Republic, and Elena Hadjidakou from Cyprus.

➤ ENTEP'S EXTERNAL RELATIONS

The coordinator of ENTEP was invited to take part in the Scottish Executive Seminar Series *Sharing Good Practice in Education* on 10 March, 2006. The topic was *Stronger School Leadership: Approaches from Scotland and Estonia*. One of the main conclusions was that if you aim at improving school quality, school leadership is a key issue.

Otmar Gassner
ENTEPE Coordinator