

Policy Summary by Education International



EI Declaration on Professional Ethics

In 2001, EI's third World Congress in Jomtien, Thailand, adopted a Declaration on Professional Ethics. This was updated at EI's fourth World Congress in Porto Alegre, Brazil, in 2004.

The declaration is a blueprint for EI affiliate members' own guidelines and complements the ILO Declaration on Fundamental Principles and Rights at Work (1998), and draws on UNESCO's Recommendation concerning the Status of Teachers (1966), and the UN's Universal Declaration of Human Rights (1948).

The declaration aims to:

- raise consciousness about the norms and ethics of the teaching profession;
- help increase job satisfaction in education; to enhance status and self-esteem, and;
- increase respect for the profession in communities.

You can access and download the full EI Declaration on Professional Ethics at : <http://www.ei-ie.org/ethics/>

Foreword

The choice of theme for this year's Summit on the Teaching Profession is welcome. How teachers are appraised is an issue which is fundamentally at the heart of teachers' professionalism and of young people's learning. While there are many teachers who find appraisal supportive, there are many others who distrust it.

'Teacher Appraisal- Supporting Teachers or Imposing Control?' sets out Education International's contribution to the Summit debate. Education International's Education Policy statement, agreed at its 2011 World Congress, made it clear that 'teacher review and appraisal should be based on trust and the active involvement of those being reviewed'. It emphasised that 'such an approach means that teachers are more likely to be enthusiastic and committed to such a process including to any professional standards...and professional development outcomes'.

All the evidence from research on appraisal including EI's commissioned research, such as 'the Use and Misuse of Appraisal' and studies carried out by Cambridge University, supports this approach. Appraisal is at its best when it enhances teacher learning and confidence.

I look forward to a constructive discussion at the 2013 Summit on how teachers are evaluated and how they can be involved in their evaluation. Appraisal cannot take place in isolation from other policies which affect teachers. All aspects of teacher policy can only be successful if they have been developed in partnership with teachers and their organisations. That is why this year's Summit is so important.

Fred van Leeuwen
General Secretary
Education International

Teacher Appraisal - Supporting Teachers or Imposing Control?

Evaluation and appraisal - key questions.

1. How teachers are evaluated goes to the heart of teachers' professionalism. It is why the 2011 Education International Congress identified teacher appraisal as a key issue in its Education Policy Paper. It is also why Education International believes that the decision to discuss teacher appraisal at the International Summit on the Teaching Profession is the right one. EI believes that the evidence for appraisal which supports teachers is overwhelming. As EI's policy paper says, for teacher appraisal to have a positive effect, it should be based on trust and the active involvement of those being reviewed. Its outcomes should lead to teachers' professional development needs being identified and provided for. The process should enhance teachers' self-efficacy, morale and motivation. Teacher appraisal should be about developing, not punishing, teachers.
2. Apart from the formal questions on teacher evaluation in the Summit agenda there are a whole set of other questions which arise. For example, what role should teachers have in evaluating the quality of their teaching? What criteria should be used for teacher appraisal? Who decides? Can teacher appraisal be about establishing accountability as well as providing support to teachers? What should the conditions be for creating the highest levels of teacher quality and self-confidence? How can teacher appraisal contribute to teacher policies which teachers themselves support?

Teacher appraisal-relevance and value.

3. EI's commissioned research "*The Use and Misuse of Teacher Appraisal*" (Figazzolo 2013) which is drawn from EI affiliate responses to schemes in their countries, shows that while some aspects of appraisal are recognised as valuable by teachers other features incur concern and distrust. Informal feedback, often involving classroom teacher colleagues, is an essential part of professional collaboration between teachers. Appraisal which focuses on discussion about career development is seen as uncontroversial. Teachers also believe that if appraisal schemes are to have any value they must lead to relevant, high quality professional development.

Teacher appraisal - controversy and abuse.

4. There are, however, shocking abuses of teacher appraisal in some jurisdictions. As EI evidence shows appraisal has even been used to name and shame individual teachers.

'New York City's 'worst teacher' was recently singled out and so labelled by the New York Post after the city's education department released value-added test score ratings to the media for thousands of city teachers, identifying each by name. Reporters chased down teacher Pascale Mauclair, the subject of the 'worst teacher' slam, bombarding her with questions about her lack of skill and commitment. (In fact)... Mauclair is an experienced and much admired English as a second language teacher. She works with new immigrant students who do not yet speak English at one of the City's strongest elementary schools. Her school... received an A from the city's rating system and is led by one of the city's most respected principals... who declares Mauclair an excellent teacher' (Figazzolo 2013).

The damage caused by a high reliance on test scores in teacher evaluation is self-evident and is also fundamentally unfair. It goes without saying that children's learning does not start from equality in background and fluency in home language. The critical issue is the effect of teachers on individual students' learning; something that raw test scores completely fail to reflect. EI General Secretary Fred Van Leeuwen emphasised this point in his opening speech to the 2012 Summit.

5. While the above example is still rare, there are examples of countries which have imposed schemes which involve; *'student test results being used to judge teachers' performance, with teachers being required to meet particular exam or test targets and demonstrate that pupils have made... specific progress...'* (Figazzolo 2013).
6. These so-called 'Value Added Methods' (VAM), which give high weight to test scores, are gaining currency with some jurisdictions. They usually have two characteristics. The first is that VAMs have usually been imposed and the second is that they are often linked to determining teachers' pay/compensation. The evidence from EI's own research is that comprehensive approaches to appraisal which draw from a range of sources are likely to gain greater acceptance if they have been agreed with teachers.
7. The second potential area of controversy is whether or not teacher appraisal should be used to determine additional rewards for teachers. Within the OECD the term 'reward' is an all-encompassing one and can cover a wide range of outcomes including career enhancement, sabbaticals, and advanced study. However the real area of controversy centres around 'performance related pay' or 'merit pay'. Although a relatively few jurisdictions, such as some states in the US, Chile and the UK have introduced such measures they are a tempting option for politicians and employers looking for deceptively simple measures to raise standards. For example, in the UK (England) the Government has broken a previous agreement with teacher unions on teacher appraisal and linked classroom teachers' pay progression entirely with

performance. Yet the OECD background document for the 2013 Summit admits that the impact of such measures is 'mixed' and can be 'contentious and potentially divisive'. Its study, 'Evaluating and Rewarding the Quality of Teachers' (2009), was unable to present any evidence that merit pay leads to raised standards.

8. EI believes that jurisdictions which base their appraisal systems on merit pay in the belief that it will enhance teacher quality are profoundly wrong. The evidence is that such systems lead to teachers shaping their teaching to conform to appraisal criteria and concealing any areas of their work about which they lack confidence. Such systems also fail to recognise the quality of the work of teachers who choose not to be involved in merit pay assessment. A far more productive area of policy discussion is one which explores the success of education systems which focus on teacher development and which have taken the issue of salaries/ compensation off the table by giving teachers good basic levels of pay.
9. The third area of controversy focuses on the use of appraisal for identifying teacher underperformance. The evidence from EI's study and the OECD background document is that there is no consensus between countries on the balance between support and sanctions in relation to teacher underperformance. EI believes that where appraisal is used to initiate sanctions against teachers, including dismissal, it completely undermines teachers' trust in the process. The percentage of teachers in any country who are unsuited to continue teaching after having received support and professional development is very small. In fact the characteristics of outstanding education systems, (including quality professional development and school leadership which enhances teacher self-efficacy), almost entirely remove underperformance from the picture. Feedback which focuses on enhancing teachers' learning is integral to these characteristics. Any procedures and safeguards involving sanctions for underperformance should therefore be separate from schemes for teacher appraisal and should include an appeals system.

The Summit, teacher appraisal and teacher policy.

10. While teachers appreciate honest feedback aimed at supporting their teaching, across countries there is little consensus about the purpose, value and nature of formal schemes. With no formal national schemes in some countries which are deemed to have highly performing education systems, such as Finland, Norway, Denmark and Belgium, it appears that such schemes are not essential to quality education (Figazzolo 2013). EI believes, therefore, that those who propose formal teacher appraisal schemes have to demonstrate that their schemes will enhance teaching and learning. Teachers must also see teacher appraisal as valuable for their work. Appraisal schemes which are imposed to introduce high stakes accountability into teacher evaluation damage educational quality and improvement. It is clear to EI that appraisal, if it is introduced, must be an integral part of a system-wide teacher policy which also includes policies on teacher professional development, school leadership, teacher voice, student behaviour and student voice.

11. As the OECD's own Summit background documents emphasise teacher policies will only be successful if jurisdictions have constructed them in partnership with the teaching profession and its organisations. Similarly, teacher appraisal schemes will fail if this approach to partnership has not been adopted.

In summary...

12. **El believes** that;

- where teacher appraisal schemes are introduced they should be developed and agreed with teachers and their organisations;
- teacher appraisal schemes should be an integral part of teacher policies developed and agreed with teachers and their organisations;
- the aim of teacher appraisal must be to enhance teacher confidence, self-efficacy and skills;
- teacher appraisal must deliver high quality professional development and help teachers enhance their careers;
- teacher appraisal must be trusted by teachers and its purpose must be clear;
- the teaching profession in dialogue with jurisdictions, parents, students and employers should determine any standards for quality;
- teacher appraisal which relies on test scores, and/or includes merit pay at its core and/or contains sanctions for underperformance undermines the quality of teaching and teachers.

The Role of the International Summits.

13. The 2011/12 Summits hosted by the US in New York considered how to build the quality of the teaching profession and its leadership. Important advances were made. A consensus was established on the need for countries to develop country wide policies for teacher recruitment and learning for example. There was a recognition that while building individual leadership capacity was important, effective leadership was dependent on enhancing the capacity of teachers in the classroom. A key 'take-away' action was to make policy development a partnership between government and teachers' organisations and to include a broad range of stakeholders in the process of improving education systems.

14. This year's Summit has a real opportunity to create consensus on the evaluation of teachers; an issue central to students' learning.

15. Although every aspect of teacher evaluation is likely to generate sharp debate there are a number of potential building blocks for moving forward on appraisal.

International evidence, particularly from the OECD, shows that teachers appreciate feedback which supports their work in the classroom. Constructive feedback makes a key contribution to raising teachers' self-efficacy. Quality professional development as an outcome of appraisal is recognised by teachers as being vitally important for their work. Teachers are prepared to be involved in self-evaluation if they can be confident about the process including its privacy. The development with the teaching profession of school standards as the basis for teacher self-evaluation is potentially an important and productive trend.

16. It is self-evident that teacher appraisal policies cannot be created in isolation. They have to be part of a whole system approach to teacher policy with high quality teacher training and professional development, attractive working conditions, school leadership development and the engagement of teachers in innovation and reform as part of the mix. There is no point in introducing teacher appraisal if it does not enhance the quality of teaching and young people's learning. Neither is there any point in teacher appraisal if not trusted by teachers and trusted by the education system. To quote a key conclusion from the first Summit, *'the quality of the education system cannot exceed the quality of teachers-equally the quality of the teachers cannot exceed the quality of the education system'*.
17. 'Seven deadly sins' threaten the quality of education systems and therefore the quality of teaching professions. In EI's view these sins involve; an influx of un-qualified teachers, the casualization of teachers' employment, a growing pay gap between the teaching profession and other comparable professions, ever greater imposed restrictions on teacher autonomy, a reliance on high stakes accountability measures including punitive teacher evaluation, and the breaking up of a system wide approach to education including the introduction of private sector management. Above all the financial crisis threatens the future of education. On behalf of education and teachers EI is fighting to tackle these sins and to convince jurisdictions that properly funded education systems are the basis for a secure future for every country.
18. The 2013 Summit on the teaching profession has the chance to set out objectives for advancing the quality of the teaching profession in OECD countries not only in appraisal but in all key features of teacher policy. EI believes that the Summits present not only a unique opportunity to enhance the teaching profession but to strengthen education as a public good.

Reference.

The Use and Abuse of Teacher Appraisal. An Overview of Cases in the Developed World.

Figazzolo L. Education International 2013.

Downloadable at: <http://go.ei-ie.org/teacherappraisal>



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As the global union federation representing 30 million education personnel across 392 nationally affiliated unions in 172 countries around the world, Education International is proud to acknowledge the contribution of teachers and their unions to deliver high quality publically funded education for all from early childhood to higher education.



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