Teacher Evaluation in Portugal

OECD Review

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FOREWORD

Education systems play a fundamental role in enhancing economic growth and social cohesion, developing young people to reach their full potential and underpinning healthy and vibrant societies. Student learning is influenced by many factors. These include the student's own skills, expectations, motivation and behaviour along with the support they receive from their families and the influence of their peer group. School organisation, resources and climate; curriculum structure and content; and teacher skills, knowledge, attitudes and practices are also critical factors and the focus of attention for policymakers.

Schools and classrooms are complex, dynamic environments and within them, effective teachers are enthusiastic and creative, convey ideas in clear and convincing ways, provide stimulating learning environments for different types of students, foster productive teacher-student relationships and work effectively with colleagues and parents. This was confirmed in many countries in the just-published OECD Teaching and Learning International Survey (TALIS).

Teachers are critical to the success of Portugal's efforts to raise its education standards. Teachers need feedback on their performance to help them identify how to better shape and improve their teaching practice and, with the support of effective school leadership, to develop schools as professional learning communities. At the same time, teachers should be accountable for their performance and progress in their careers on the basis of demonstrated effective teaching practice.

The key challenge for education reform in Portugal now is to implement meaningful teacher evaluation as a tool to lifting education performance and to recognise teachers as professionals deeply committed to improving the learning outcomes of their students. This report provides an external, independent review of teacher evaluation in Portugal and offers our assessment of the strengths of the current model and ways in which it needs to be improved in order to be successfully implemented.

It is important to recognise that the present model of teacher evaluation provides a good basis for further development and the way forward is to build on the significant gains that have already been made, while addressing the weaknesses. The review team found a high degree of general consensus among the teaching profession that meaningful teacher evaluation is indispensable. This is a major achievement and provides the basis and scope for moving towards successful implementation.

The task now for Portugal is to develop the roadmap and timeline for managing the transition to a more robust model for career progression, while consolidating the use of developmental evaluation for teachers within the schools that includes classroom observation for all teachers and rich qualitative feedback.

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ASSESSMENT AND CONCLUSIONS

The current model of teacher evaluation in Portugal has been contentious but is necessary

Teacher evaluation plays a key role in efforts to boost education performance by emphasising high competence as a teacher. Previously, teachers progressed through the career structure on the basis of length of service and other fairly mechanical criteria, without any connection to effective teaching practice. Within schools, there is no culture of classroom observation and little tradition of peer evaluation, feedback and the sharing of good practice. In addition, most professional development still involves attending external training events rather than continuous, school-centred coaching and mentoring support. Yet these features of the teaching environment are not counter-balanced by a high performing school system - Portugal's performance in international surveys remains well below the OECD average. Against this backdrop, the Government's efforts to introduce meaningful teacher evaluation are very important and should be sustained.

A range of factors explain resistance to implementation

Implementation of the model has been challenging. In part, this reflects natural resistance to change and the introduction of a new culture of evaluation. These changes have followed earlier adjustments in the terms and conditions of employment for civil servants, including teachers, such as the deferment of the retirement age, the two-year suspension of career progressions and very restricted wage rises. Indeed, the reforms to the teaching profession are linked to, and constrained by, public sector reforms more generally. The need to align measures for teachers with other civil servants in turn imposed a rapid timetable for introducing teacher evaluation and restoring career progression. The resistance encountered from teachers also reflects difficulties in operationalising a comprehensive model within a short time span and some unintended consequences of the model.

Meaningful teacher evaluation is critical to improving education performance

Nonetheless, placing teacher evaluation at the core of school reforms has also generated a large consensus among the teaching profession that meaningful teacher evaluation is indispensable. This is an important achievement in itself and a significant step towards successful implementation. In moving forward and addressing the weaker points that have been revealed, it is important not to lose sight of the positive features and strengths of the model or slip backwards, losing the ground that has been gained. In considering modifications, notice must also be taken of the integrated system of performance evaluation for public administration.

The current model for teacher evaluation provides a good foundation for further development

At this point, the priority is to consolidate the reform, holding a steady course, while accommodating legitimate concerns and difficulties where they arise and making the necessary adjustments. The current model provides a good basis for further development. It is comprehensive, includes most domains of

teacher performance, a wide range of sources of data, provides for more than one evaluator and has a peer-review element. Valuable expertise has been developed in schools during the current implementation process, and this should not be lost.

However, in our view, some adjustments are needed to reach the point where meaningful teacher evaluation is fully put in place. Most importantly, we believe policy needs to address two key tensions in the current model: between evaluation for improvement and evaluation for career progression; and between school-level evaluation and national-level consequences.

Balance improvement and accountability and place school-level teacher evaluation in the broader school context

The current teacher evaluation model aims to achieve both improvement and accountability (career progression) objectives through a single process that is mostly internal to the school. It is important to carefully address the tension between evaluation for improvement and evaluation for career progression and develop their complementarity within an articulated framework. In addition, given the tension between school-level evaluation and national-level consequences, it is also important to place teacher evaluation in the broader school system context. The following interlocking approach would resolve these tensions:

- Strengthen evaluation for improvement through a component predominantly dedicated to developmental evaluation.

- Lighten the current model and use it predominantly for career-progression evaluation.

- Provide links between developmental evaluation and career-progression evaluation.

- Ensure appropriate articulation between school evaluation and teacher evaluation.

Strengthen teacher evaluation for improvement purposes

There needs to be a stronger emphasis on teacher evaluation for continuous improvement of teaching practices in the school (*i.e.* developmental evaluation). In the current model, the concurrent accountability purpose can reduce the effectiveness of evaluation as an important tool for fostering improvement. Developing a component of evaluation that is predominantly dedicated to developmental evaluation and fully internal to the school would avoid this risk. This approach is consistent with the spirit of school autonomy, the new pedagogical responsibilities for school directors, and the need to reinforce performance management within schools, while respecting the professionalism of teachers.

This component would be an internal process covering both the pedagogical and functional performance of teachers and take account of the school objectives as well as the circumstances of the evaluatee. The main outcome would be feedback on teaching performance as well as on the overall contribution to the school which would lead to a purely qualitative assessment (*i.e.* with no quantitative rating) and a plan for professional development, both to be kept on the teacher's school record. It could be organised once a year for each teacher, or less frequently depending on the previous assessment by the teacher and would be carried out by line managers (*e.g.* department co-ordinators), senior peers, and the school director or members of the school management group. The key aspect is that it should result on a meaningful report with recommendations for professional development and would complement ongoing informal professional support throughout the year.

There is always a risk that developmental evaluation, given that no direct links exist with career progression, is not taken seriously enough, especially when an evaluation culture is yet to emerge. This requires the external validation of the processes in place to organise developmental evaluation, holding the school director accountable as necessary. It should also involve the school council to require annually

information from the school director on the steps that have been taken to monitor and improve the quality of teaching and learning during the year.

Lighten the current model for use as predominantly career-progression evaluation

Evaluation for career progression is an essential mechanism to assess teachers' performance, determine advancement in their career, incentivise teachers to improve their teaching practices and inform their professional development plan. Evaluation for career progression can be achieved through the model currently being implemented, but three main adjustments would facilitate implementation. *First*, it would seem sensible, given the time needed to develop expertise on teacher evaluation and the current burden placed on school actors, to simplify the current model, in particular, by reducing the frequency of career-progression evaluation and simplifying evaluation criteria and instruments. *Second*, while keeping a predominantly internal focus, career-progression evaluation should include an external evaluator. *Third*, career-progression evaluation should be linked to national-level criteria standards and indicators (while accounting for the school context). These elements would strengthen the fairness of assessments across teachers and schools.

Provide links between developmental evaluation and career-progression evaluation

Developmental evaluation and evaluation for career progression should remain connected and it is important to design a sound basis for their interface. An immediate link is that career-progression evaluation would draw on the qualitative assessments produced through developmental evaluation, including the recommendations made for improvement. This might also include an interaction between the external evaluator and internal evaluators in charge of developmental evaluation. Similarly, results of career-progression assessments can also inform the professional development of individual teachers and provide useful feedback for the improvement of developmental evaluation internal processes. In proposing different procedures for developmental and career-progression evaluation, we would not wish to add to the work of teachers and evaluators, but instead, envisage a rebalancing to make more effective use of the time already spent on evaluation.

Ensure the appropriate articulation between school and teacher evaluation

School evaluations are an important component of a broader evaluative framework that can foster and potentially shape teacher appraisal and feedback. Both school and teacher evaluations have the objective of improving student performance and effective school evaluation should include the monitoring of the quality of teaching and learning. In particular, school evaluation should include the external validation of the processes used for developmental evaluation. In addition, the results of a school evaluation should have implications for the size of the quotas of *very good* and *excellent* teachers to be granted by career-progression evaluation in a given school, as is currently the case.

School directors are accountable to their school councils for human resources management within the school. Ideally this should include a system of school quality assurance, where the school strategy and the school self-evaluation results ensure continuous monitoring and improvement of school and teacher quality. School self-evaluation needs also to encompass the mechanisms for internal developmental evaluation and for following up on the results of career-progression evaluation.

Re-examine profession-wide standards and reach a shared understanding of what counts as accomplished teaching

A national framework of teaching standards provides an essential underpinning for teacher evaluation. Teachers need a clear, concise statement or profile of what they are expected to know and be able to do. In turn, teachers' work, and the knowledge and skills needed, should reflect the student learning objectives that schools are aiming to achieve. The professional profiles already developed in Portugal – the general profile for teachers of all educational levels and specific performance profiles for pre-primary teachers and teachers of the 1st cycle of basic education – provide a good basis for further development. Specific performance profiles also need to be developed for teachers of the other levels and over time, expanded to reflect different levels of performance expected of new teachers, experienced teachers, and those with other responsibilities. A clear, well-structured and widely-supported teacher profile can be a powerful mechanism for aligning the various elements involved in developing teachers' knowledge and skills and teacher evaluation should be adapted to take them into account as soon as such profiles can be developed.

Develop common national criteria with adaptation at the school level

A fair and reliable teacher evaluation system needs to evaluate teachers using well-established criteria for 'good' teaching. The parameters defined by the Ministry for both the scientific-pedagogical and functional evaluations are a good basis to establish criteria for teacher evaluation, but we recommend the Ministry to go further.

For developmental evaluation, the Ministry could also define 'items' and well-articulated criteria to be used across all schools. Schools should retain the autonomy to further refine such 'items' and criteria and weight of each component so their particular context and objectives are contemplated. This would bring a better balance between the ownership of the process by schools and the need to ensure the comparability of standards across schools, while recognising the still incipient expertise of schools in developing instruments and criteria for teacher evaluation.

For career-progression evaluation, the Ministry should develop a smaller set of criteria common across schools, reflecting the core aspects of the teaching profession. Given the national-level consequences of career-progression evaluation, it is important to ensure that all actors have a common understanding of expectations for career progression. It would also make career-progression evaluation a less burdensome process that concentrates on key aspects and those which can be more objectively measured. In turn, the school context would be taken into account when the assessment of the teacher is carried out using the common national criteria.

Differentiate criteria according to the stage of the career and the type of education

The criteria also need to be differentiated for different stages of the career. This issue is particularly relevant in career progression decisions, but is also important in evaluation for improvement. Currently the system establishes a common set of criteria for all teachers, regardless of their career situation. It seems reasonable to adapt the criteria or to change the relative importance of different criteria according to the stage of the career, taking into account changes in roles and in management responsibilities. There could also be a case to adapt criteria to the educational level at which teaching is undertaken (aligned with differentiated teaching profiles) and to the type of education provided, including the teaching of *non-traditional* students (*e.g.* education and training courses, adult education courses, recurrent education).

Target instruments to assess the key aspects of teaching

It is desirable to evaluate the elements that are important in teaching and learning and that make teaching effective. This objective should be reflected in the choice of both the evaluation criteria and instruments, which should be closely aligned. The Review Team endorses the general recommendations from the Scientific Council for Teacher Evaluation regarding principles for the construction of evaluation instruments: selecting necessary and useful information only; ensure the precision, credibility and reliability of the data; respect the principle of transparency; cross-check data coming from different information sources and from the application of different methods; and high degree of professional ethics throughout the whole process.

We recommend that instruments be simplified, concentrating them on the most relevant aspects of teaching performance, and that guidelines are devised to assist with the use of instruments, the development of indicators and ways to carry out the assessment rating. While this is essential in the context of career-progression evaluation, it could also prove useful to schools in their internal developmental evaluation systems. Such guidelines could be developed by the Scientific Council for Teacher Evaluation, possibly in collaboration with the Inspectorate.

Rely on three core instruments: classroom observation, self-evaluation and teacher portfolio

We consider that the teacher evaluation system should be based on three core instruments: classroom observation, self-evaluation and the documentation of practices in a simplified portfolio. Teacher evaluation, both developmental and for career progression, should be firmly rooted in classroom observation, since this is where the key dimensions of teaching take place. Therefore, we concur with the Portuguese system in underlining the role of classroom observation. But there is a need to develop guidelines for observations. Again there could be a role for the Scientific Council for Teacher Evaluation and the Inspectorate in developing these guidelines.

In our view, it could be useful to develop a simplified, but well structured, portfolio to complement the teacher's self-assessment. Teacher portfolios can contain different elements including: lesson plans and teaching materials, samples of student work and commentaries on student assessment examples, teacher's self-reported questionnaires and reflection sheets. The portfolio should also allow teachers to mention specific ways in which they consider that their professional practices are promoting student learning and provide evidence to demonstrate student progress in their classrooms. It should be noted that portfolios are not only a tool for evaluation *per se*, but also play a role in supporting a reflective approach to teaching practice that is a hallmark of effective teachers.

We also recommend not using indicators such as student test results, drop-out and absentee rates for individual teacher evaluation at this stage. These indicators are fundamental, but we consider that they are more relevant for whole-school evaluation than for individual teacher performance evaluation. It remains essential that teachers provide evidence to demonstrate student progress in their classrooms, but we consider that it can be provided, for instance, through specific evidence and portfolios. Student test results are not commonly used in countries for the evaluation of individual teachers, in large part because of the wide range of other factors impacting on student results. "Value-added" models have the potential to identify the contribution an individual teacher made to a student's achievement, but they would require a major additional investment in large scale national-level student testing across levels of education and subjects and would take years to develop.

Empower and equip school leadership to take responsibility for teacher evaluation

Skilled leaders can help foster a sense of ownership and purpose in the way that teachers approach their job, provide professional autonomy to teachers and help them achieve job satisfaction and continue to develop professionally. Portugal's new approach to school management, as well as teacher evaluation, will only succeed in raising educational standards if school directors exercise pedagogical leadership and assume responsibility for the quality of education in their schools. Therefore the appropriate selection, training and career development of school leaders is a critical element.

Teacher evaluation is part of the broader process of developing each school into a professional learning community.

It is also clear that teacher evaluation will only be worthwhile in the longer term if it becomes part of a culture or climate where each school is a professional learning community. School directors and their teams of deputies, heads of department and senior teachers should be pedagogical leaders with the vision, the commitment and the capacities to fully develop their staff as effective teachers. School leadership is of fundamental importance to improving the quality of teaching and learning and raising educational performance in Portugal's schools.

Redesign and further develop training for evaluation skills

Building the capacity to carry out evaluation effectively throughout all schools is critical. In our view there needs to be a major investment in training for evaluation skills. The initial step is to broaden the knowledge, skills and evaluation experience of the trainers, drawing in international expertise in the field of evaluation theories, methodology and practice. In contrast to current arrangements, training should also include practical elements such as assignments, role-play, video recording, and strategies to deal with feedback.

School directors should have priority in the training provided for evaluation, given their crucial role in providing pedagogical leadership and reviewing effective practice and this training could be extended to other members of the school management team, in particular the Commission for the Co-ordination of Performance Evaluation.

The success of the teacher evaluation system will greatly depend on the in-depth training of the evaluators. Experience from other countries suggests that evaluators should have a range of characteristics and competencies, including: background in teaching; knowledge of educational evaluation theories and methodologies; knowledge of concepts of teaching quality; familiarity with systems and procedures of educational and school quality assurance; understanding of instrument development; awareness of the psychological aspects of evaluation; expertise in rating an assessment; and mastering of evaluation-related communication and feedback skills. Evaluators for career progression should be highly qualified in all these areas.

It is also vitally important that teachers as evaluatees are given support to understand the evaluation procedures and to benefit from evaluation results. Training modules should be offered for teachers so they know what is expected from them to be recognised as 'good' teachers, and to be prepared to make the best use of the feedback received. The aim would be that as standard professional behaviour, teachers would regularly engage in reflective practice, study their own methods of instruction and assessment, and share their experience with their peers in schools.

Accredit external evaluators for career-progression evaluation

As described earlier, we recommend that the evaluation process for career progression includes an evaluator external to the school, as part of a panel in which the school director is included. Including an external evaluator for evaluations for career progression would strengthen the credibility of the process and the comparability of the ratings applied. Credible external evaluators are most likely to be 'accomplished' current teachers who are recognised as having in-depth subject knowledge and pedagogical expertise, as highly proficient and successful practitioners, able to guide and support others in the teaching process. They should also have experience of being evaluated, have completed a dedicated training programme and have experience as internal evaluators. Their competence as evaluators could be validated through an accreditation process that could be carried out by an external agency such as the Inspectorate. Evaluators should be compensated for carrying out their role (with teaching duties reduced or extra pay) and should themselves be evaluated. Of course, it will take time to establish and accredit sufficient external evaluators to be able to implement this recommendation.

Ensure careful design to determine performance-based rewards and consider non-monetary rewards

We support the principle of career advancement on the basis of evaluation results. However, the intended additional "bonus" pay element should be approached with considerable caution. The evidence of the overall impact of such extra payments is mixed and can be contentious and potentially divisive. Rewarding teachers with time allowances, sabbatical periods, opportunities for school-based research, support for post-graduate study, or opportunities for in-service education could be more appealing for many teachers. In some circumstances it may be more effective to focus on group recognition and rewards at the school or grade level rather than individual teacher rewards. In any case, linking evaluation and reward requires a careful design of career-progression evaluation. In particular, it needs to ensure that evaluation criteria are clear, indicators are reliable and fair, evaluators have the adequate expertise, and results are well articulated to teachers.

Maintain quotas on ratings until the maturity of the system renders them unnecessary

Although unpopular with teachers, we see no alternative in the short term to retaining the school quota system until evaluators are sufficiently proficient and the criteria sufficiently explicit to render school quotas unnecessary. This will occur as the system gains in maturity and a collective understanding emerges on the teaching skills and performance that merit a *very good* or *excellent* rating. It is reasonable to associate the performance of teachers with the performance of a school, having taken contextual factors into account. It is difficult to envisage an underachieving school full of excellent teachers, a clear paradox.

Give a more prominent role to the Inspectorate

The Inspectorate can play an important role in both stimulating the quality of school leadership and the quality of teaching through their external school evaluations. These school evaluations should provide important feedback on leadership and management, the quality of the teaching and learning processes, the school climate, and the performance of students. The Inspectorate could also examine and validate schools' internal quality assurance arrangements, in particular those in place to conduct developmental evaluation, and the accreditation of external evaluators involved in career-progression evaluation. The Inspectorate can also strengthen teacher evaluation by modelling and disseminating good practices, especially while the teacher evaluation system is still in its early years.

Strengthen the role of the Scientific Council for Teacher Evaluation to guide the development of teacher evaluation

The Scientific Council for Teacher Evaluation (CCAP) fulfils a key role in the development of teacher evaluation in Portugal. This group is in a good position to recognise 'good' evaluation practices, to keep abreast of relevant research developments and, as a result, to provide sound advice and recommendations based on evidence. The CCAP could also play a role in developing tools to support the system, such as guidelines on using instruments, developing indicators, or carry out classroom observation, in collaboration with the Inspectorate.

Teacher engagement and motivation is needed for successful school reform

Meaningful teacher evaluation and the resulting feedback, reflection and professional development will only happen if teachers are motivated to make it work. Hence, it is essential to find ways for teachers to identify with the goals and values of teacher evaluation arrangements and practices. This includes providing support to teachers to help them understand what evaluation involves, how it can strengthen their role as professionals and how it can help them to improve student performance. Also, by having the opportunity locally to develop instruments and procedures for teacher evaluation, based on central guidance, teachers have the scope to develop a clear, fair and rigorous approach in every school.

Maintain teacher evaluation during the transition towards a more robust model

We have set out a number of proposals for improvement in the system of teacher evaluation in Portugal and we reiterate that the present model provides a good basis for further development. We acknowledge that many of these proposals would take at least two years to fully implement. The task now for Portugal is to develop a road map and timeline for making adjustments to strengthen teacher evaluation to capitalise and consolidate the expertise already developed within schools, and manage the transition process towards a more robust model for career progression that has high credibility with teachers, parents and the general public. In the meantime, the key priority is to strengthen the developmental evaluation within schools, including a classroom observation element for all teachers, and providing teachers with rich qualitative feedback. Teachers wishing to move more rapidly through the career scale can continue to opt for a rating that includes classroom observation. The transition would also involve the development of capacities needed to support a more robust career-progression model, including the development of national-level criteria and the training and accreditation of external evaluators. Supporting effective teaching and learning practices and strengthening accountability for performance of schools and teachers would make an important contribution to improving education outcomes in Portugal.

1: INTRODUCTION

1.1 Purposes of the OECD Review

The Portuguese authorities asked OECD's Directorate for Education to engage with the Ministry of Education in order to facilitate the development and implementation of reforms in the teaching profession, in particular the introduction of a new system of teacher evaluation. This involves mobilising the OECD's knowledge and applying it to the specific policy challenges faced by the Portuguese authorities in the area of teacher evaluation.

This OECD Review provides, from an international perspective, an assessment of teacher evaluation in Portugal, including recommendations for policy development and implementation. It offers an in-depth investigation of the teacher evaluation model which is currently being implemented. The objective is to provide an external independent perspective for the further development of teacher evaluation in Portugal. The reviewers comprised two OECD Secretariat members, and academics and practitioners from Chile, the Netherlands and the United Kingdom. The team is listed in Appendix 1.

The Review includes the core areas of teacher evaluation: approaches to teacher evaluation (*e.g.* scope, standards, criteria, evaluators, instruments); evaluation for improvement and evaluation for accountability; links to professional development; links to recognition and reward (*e.g.* career progression, pay); links to school leadership; and implementation of teacher evaluation.

1.2 The Participation of Portugal

Portugal's participation in the OECD Review was co-ordinated by Teresa Almeida Costa, Advisor to the Minister, Ministry of Education, from March 2009 on and by Ana Paula Gravito, Advisor to the Minister, Ministry of Education, from September 2008 to March 2009. Portugal's Country Background Report (CBR) for the OECD Review was commissioned by the Ministry of Education to Professor Conceição Castro Ramos, Department of Applied Social Sciences, Faculty of Sciences and Technology, New University of Lisbon. Valuable help was also provided by a range of departments within the Ministry of Education, in particular the Office for Education Statistics and Planning (GEPE, *Gabinete de Estatística e Planeamento da Educação*), with co-ordination by Isabel Almeida, Deputy-Director, GEPE, and Delegate of Portugal to OECD's Education Policy Committee.

The Review Team is grateful to the author of the CBR, and to all those who assisted her for providing a high quality informative and policy-oriented document. The CBR followed guidelines provided by the OECD and covered themes such as the education system, the teaching workforce, teacher education, teachers' careers, school processes and teacher performance evaluation. The Portuguese CBR forms a valuable output of the OECD Review in its own right and the Review Team found it to be very useful in relation to its work. The analysis and points raised in the CBR are cited frequently in this Report.[1] In this sense, the documents complement each other and, for a more comprehensive view of teacher evaluation in Portugal, are best read in conjunction.

The Review visit took place from 13 to 20 April, 2009 and covered the five education regions of North, Centre, Lisbon and Tagus Valley, Alentejo and Algarve. The visit programme is provided in Appendix 2. The Review Team held discussions with a wide range of national, regional and local authorities; representatives of educational authorities; schools; parents' organisations; teacher unions; teacher professional organisations; school leaders; students; teacher educators and researchers with an interest in teacher policy. The Review Team selected 10 schools for in-depth visits which granted interaction with school leaders and teachers (both in the position of evaluators and evaluatees). This

allowed the team to obtain a wide cross-section of perspectives from key stakeholders in the system on the strengths, weaknesses, and policy priorities regarding teacher evaluation.

This Report draws together the Review Team's conclusions. We trust that it will contribute to discussions and policy developments within Portugal, and inform the international education community about developments in Portugal that may hold lessons on their own systems.

The Review Team wishes to record its grateful appreciation of the many people who gave time from their busy schedules to assist in its work. The education community clearly attached great importance to the purpose of the visit and the fact that the Review Team brought an external perspective. The meetings were open and provided a wealth of information and analysis. Special words of appreciation are due to the National Co-ordinators, Teresa Almeida Costa and Ana Paula Gravito, for going to great lengths to respond to the questions and needs of the Review Team. The Review Team is also grateful for the invaluable efforts by Isabel Almeida, from GEPE, to ensure the good organisation of meetings. Our gratitude extends to the kind and efficient local assistance we received from staff of each of the five regional education authorities. The courtesy and hospitality extended to us throughout our stay in Portugal made our task as a Review Team as pleasant and enjoyable as it was stimulating and challenging.[2]

Of course, this Report is the responsibility of the Review Team. While we benefited greatly from the Portuguese CBR and other documents, as well as the many discussions with a wide range of Portuguese personnel, any errors or misinterpretations in this Report are our responsibility.

1.3 Structure of the Report

The remainder of the report is organised into four main sections. Section 2 provides the national context with a description of the main characteristics of the Portuguese education system, the major developments within the teaching profession and the key features of teacher evaluation. This Section tries to assist international readers by identifying what is distinctive about teacher evaluation in Portugal and the context in which it is undertaken. Section 3 then identifies the main strengths of teacher evaluation policy together with the challenges and problems it faces. Section 4 uses the analysis in the previous sections to discuss policy priorities for future development. Section 5 has some concluding remarks.

The policy suggestions attempt to build on and strengthen reforms that are already underway in Portugal, and the strong commitment to further improvement that was evident among those we met. The suggestions should take into account the difficulties that face any visiting group, no matter how well briefed, in grasping the complexity of Portugal and fully understanding all the issues.

NOTES

1   Unless indicated otherwise, the data in this Report are taken from Portugal's Country Background Report (Castro Ramos, 2009).

2   Gratitude is extended to Marlène Isoré who prepared a literature review on teacher evaluation which was extensively used in the report (Isoré, 2009) and to Michaël Bret of the OECD Secretariat for support in preparing data for the report.

2: THE CONTEXT AND FEATURES OF TEACHER EVALUATION IN PORTUGAL

2.1 The school system

2.1.1 Main features

The structure of the education system

The school system in Portugal is organised in three sequential levels: pre-primary education (ages 3 to 5), basic education (typical ages 6 to 14) and secondary education (typical ages 15 to 17). Basic education is organised according to three cycles (grades 1-4; grades 5-6 and grades 7-9). Compulsory schooling is of 9 years, and the minimum school leaving age is 15 (see Figure 1).

Age	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
Grade	Pre-primary education			1st	2nd	3rd	4th	5th	6th	7th	8th	9th	10th	11th	12th
Level/ cycle				1st cycle				2nd cycle		3rd cycle			Secondary education		
				Basic education (compulsory education)											

Figure 1. The Portuguese School System

Secondary education (grades 10-12) is organised according to strands, with courses that are either mainly geared to working life or the continuation of studies at higher education level. It currently includes: science-humanities courses, geared towards further study at higher education level; technological courses, geared towards either entering the job market or further study, especially via post secondary technological specialisation courses and higher education courses; specialised artistic courses; and professional courses, geared towards an initial qualification for pupils, giving priority to their entering the job market while, at the same time, allowing them to study further (see Appendix 3).

The Portuguese school system also provides opportunities for *non-traditional* students. Recurrent education provides a second opportunity to those individuals who are above the normal age to attend compulsory education and secondary education and who have not completed a given school level (second-chance education). Adult Education and Training Courses (EFA courses), at the basic education level, are targeted at individuals aged over 18 who did not complete the initial 9 years of compulsory education and have no vocational qualification. Finally, Education and Training Courses (CEF courses) are targeted at young people (15 years old or above), at risk of leaving school or who have already left the education system before concluding 12 years of schooling, as well as those individuals who, after 12 years of schooling, do not have a vocational qualification and need to have it for the purposes of entering the job market (see Appendix 3 for further details).

In secondary education (grades 10-12), most pupils attend courses directed at entry into higher education: 55.0% attend general courses (science-humanities), 12.0% technological courses, 13.4% professional courses, 17.6% recurrent education, 1.5% education and training courses (CEF courses) and 0.6% specialised artistic education (See Appendix 3).

The school network

The state school network is made up of school clusters and non-grouped schools: the *school cluster* is an organisational unit with its own administration and management bodies, made up of establishments of pre-primary education and one or more education levels, based on a common pedagogical project; the *non-grouped school* is an organisational unit providing one or more levels of education. School clusters are more typical of compulsory education, bringing together establishments covering the entire set or a subset of the three cycles of basic education as well as possibly pre-primary education. Non-grouped schools, more typical of post-compulsory education, sometimes solely provide secondary education. In other cases they might include the 3rd cycle of basic education. A school cluster has a number of objectives. It seeks to facilitate a sequential and coordinated path for the pupils covered by compulsory education in the particular geographical area and to facilitate the transition between levels and cycles of teaching. It also seeks to overcome the isolation of establishments and prevent social exclusion, to consolidate the pedagogical capacity of the establishments that are part of it and the rational use of its resources. In school clusters, there is a school director and one co-ordinator per organisational unit within the cluster.

Public schooling is dominant

The great majority of students attend public schools. In the 2006-07 school-year, 81.7% of students attended public schools (52.4% in pre-primary education, 88.6% in basic education and 81.2% in secondary education). Private education is self-financed (through attendance fees) and is governed by legislation and its own statutes, which should respect the Education Act. As part of their autonomy, private and cooperative schools are responsible for the recruitment and evaluation of their teachers and use their own models to evaluate both teaching performance and organisational performance.

Distribution of responsibilities

School governance is fairly centralised. The main lines of action about the curriculum, the educational programmes, national exams, teacher recruitment and deployment, and the budget distribution are defined centrally by the Ministry of Education. Ministry services with a bearing on teacher policy include the Directorate General for Human Resources in Education (DGRHE), the Directorate General for Innovation and Curricular Development (DGIDC), the Office for Education Statistics and Planning (GEPE), the Office for Educational Evaluation (GAVE), the Scientific and Pedagogical Council for Continuous Training (CCPFC), the General Inspectorate of Education (IGE), and the Scientific Council for Teacher Evaluation (CCAP). The CCPFC takes responsibility for the accreditation of professional development courses for teachers and the accreditation of the associated providers. The IGE controls the legal conformity of procedures in schools, audits school management activities, promotes best practices in schools and, in particular, runs the National Programme for the External Evaluation of Schools. It plays a minor role in the evaluation of individual teachers. The CCAP is an advisory body set up in February 2008 to monitor and provide recommendations on the implementation of teacher evaluation.

Five regional education authorities (Regional Directorates for Education: North, Centre, Lisbon and Tagus Valley, Alentejo and Algarve) co-ordinate the implementation of policy within their respective territorial limits. Their tasks include supporting the schools in their activities, planning of the school network (including identification of teacher needs), disseminating centrally-dictated guidelines for implementation of specific programmes and collecting information for policy development. In recent years, in the context of decentralising decision-making, municipal authorities have been granted some responsibilities. These include the provision of curricular enrichment activities in the 1st cycle of compulsory education (including the hiring of the associated trainers); social support such as the provision of school meals and transportation; the management of the school infrastructure in such a way it accommodates full day education; and initiatives to extend pre-primary education in metropolitan areas.

Policy development

The development of educational policies led by the Ministry of Education involves consultations with specific advisory bodies. These include the National Education Council, which forms views across the whole range of educational issues; the Schools Council, which represents the viewpoint of schools; and the Scientific Council for Teacher Evaluation whose membership includes researchers, professional and disciplinary organisations, individual teachers, and individual school directors. Other groups which are typically consulted include the Confederation of Parents' Associations, the National Association of Portuguese Municipalities, and teachers' professional associations (including disciplinary associations).

In matters which relate to teachers' working conditions, it is a legal obligation that teacher unions are consulted. Teacher unions have had an important role in the development of the teaching profession since democracy was re-established in 1974 and continue to be influential. Rates of teacher unionisation are high (around two-thirds of teachers). There are several teacher unions: four federations (bringing together 13 unions) and eight independent unions (see list of unions in Table 11 of CBR, Castro Ramos, 2009). The organisations which represent the greatest number of teachers are FENPROF (*Federação Nacional dos Sindicatos de Professores*, National Federation of Teacher Unions), with about half of the unionised teachers and FNE (*Federação Nacional da Educação*, National Federation for Education) with about a quarter of unionised teachers. Issues being currently discussed with the Ministry of Education include the reform of the teacher career statute (*Estatuto da Carreira Docente*, ECD), teacher evaluation, differentiation within the teaching profession, the teaching aptitude exam to enter the profession and the creation of a top salary step to guarantee parity with higher civil service positions.

2.1.2 Main trends and concerns

Low starting point and significant quantitative growth

A major handicap for Portugal has been the very low starting point in terms of education attainment and literacy of its population. A fifth of all 15-64 year-olds were illiterate in the mid-1970s and less than 5% had completed upper secondary education (Guichard and Larre, 2006). Two consequences of the low educational attainment have been the difficulty in finding qualified teachers when the education system expanded and the impact parents' education has had on subsequent generations' educational attainment (Guichard and Larre, 2006). Nevertheless, efforts to ensure access to education for all Portuguese resulted in a rapid expansion of enrolment. The proportion of the population that has attained at least upper secondary education grew from 12% for the generation aged 55-64 in 2006 to 44% for the generation aged 25-34 in the same year (see Appendix 4). Lower secondary education is now virtually universal and enrolment rates for 15 to 19 year olds grew from 68% in 1995 to 73% in 2006 (below the OECD average of 81.5%) (OECD, 2008a). The coverage of pre-primary education has also increased rapidly and reached a participation rate of 71.8% (children aged 4 and under as a proportion of the population aged 3 to 4), above the OECD average of 69.4% (OECD, 2008a).

Challenges with educational attainment remain

Despite the expansion of the education system, educational attainment remains a challenge. It is the lowest in the OECD area for the working-age population with 28% of 25-64-year-olds having attained at least upper secondary education in 2006 (see Appendix 4). The high share of students leaving the education system too early with low skills remains also a major problem. Upper secondary graduation rates reached 53% in 2004, well below the OECD average of 80% (2nd lowest figure among the OECD countries for which data are available). The high proportion of early school leavers is associated with the relatively low appreciation of schooling by large groups of the population likely to result from the parents' low educational attainment, the availability of unskilled jobs and the bias of upper secondary education towards general education (Guichard and Larre, 2006).

Weak performance in international surveys

The achievements of students measured by the results of the 15 year-olds at PISA (Programme for International Student Assessment) are well below the OECD average. In the 2006 PISA assessment, Portuguese students ranked 24th, 26th and 27th among OECD countries in the reading, mathematics and science literacy scales respectively (see Appendix 4). Among the 15 year-olds, over 30% scored below, or at, level 1 in mathematics and about 25% in reading, implying that they have acquired only very basic skills (against OECD averages of 21.3 and 20.1%). Only 5.7% of students scored among the best performing students (*i.e.* at level 5 or 6) in mathematics and 4.6% in reading (well below OECD averages of 13.3% and 8.6%) (OECD, 2007).

The perception of inefficiencies

There has been a considerable investment in education in recent years. Expenditure on primary, secondary and post-secondary non-tertiary institutions as a proportion of GDP rose from 3.6% in 1995 to 3.8% in 2005. In 2005, it stood at the OECD average level. Expenditure per student rose 57% in real terms from 1995 to 2005. As a result, and given the poor performance at the international level, there is the perception of inefficiencies in the school system. This perception, in particular, hits the public sector following the public release of school-level results. In 2008, in a ranking of schools established on the basis of secondary level national examinations, no public school made it to the top ten schools and only 8 public schools were ranked among the top 30 schools.

2.1.3 Main developments

Teacher evaluation has been introduced into a school system which is adapting to several other major changes in its structure and organisation. The changes, which all have implications for teachers, include:

A major reform of school leadership

School leadership is in transition at the present time in Portuguese schools. A profound reform is currently being implemented whereby leadership is moving from *primus inter pares* arrangements to the figure of school director with well identified authority and responsibilities. Until recently, Portuguese school clusters and non-grouped schools were headed by principals (or presidents of executive councils) who were teachers elected to this position by their peers. Principals were therefore 'first among equals'. They chaired the executive councils – which had a majority membership of teachers – and functioned largely as administrators, ensuring that the school operated efficiently and complied with legislation. Similarly, other management units within schools such as Teachers' Councils (for 1st cycle of compulsory education) or Curricular Departments (for the remaining educational levels) had their heads (teachers within schools) elected by their peers.

This system is changing so as to introduce greater involvement of the community and the appointment of directors on evidence of their merit.[1] New school management bodies are being created,[2] General School Councils, which include representatives from the teaching and non-teaching staff, parents and/or pupils (in secondary schools), local authorities and the local community. Teachers will be in a minority on the Council.[3] The Council will be responsible for operational, strategic, planning and monitoring decisions and for the election (or dismissal) of the school director, who is accountable and responsible to the Council. The school director will be president of the Pedagogical Council and has executive power in relation to administration and management functions and the option of choosing the immediate team: deputy directors, assistants,[4] school and curricular department co-ordinators and form tutors. The Pedagogical Council acts as a pedagogical supervision and co-ordination and educational guidance body. The school director is also the chair of the Administrative Council, which takes responsibility for administrative and financial matters.

The reform aims at achieving the following objectives:

- To strengthen the participation of families and communities in the strategic direction of educational institutions.

- To improve the effectiveness of leadership in schools through the clear identification of a leader with authority and responsibilities.[5]

- To consolidate the autonomy of schools in a context of responsibility and accountability.

Developments across the school system

A range of policy initiatives are changing the way the work in schools is organised. In first cycle basic education, the Ministry of Education has been developing since 2005 a set of measures aimed at improving teaching and learning conditions.[6] These measures include (Matthews *et al.*, 2009; Ministry of Education, 2008a):

- *The reorganisation and redeployment of the school network* with the closure of small schools and those with below-average success rates, and the policy of school cluster formation. As a result the number of public schools has decreased from 14 127 in 1997-98 to 10 071 in 2006-07.

- *The generalisation of full day school and provision of curricular enrichment activities* (CEAs). The school day was extended to a minimum of eight hours a day comprising, in addition to regular classes, study support and curricular enrichment activities, namely English, sport, music and other artist expressions or other foreign languages. CEA teaching staff are new or relatively inexperienced teachers employed on a fixed-term basis by local authorities. The majority have a degree and a teaching qualification.

- *Government funding of school meals and transportation*.

- *Programmes for in-service training* for teachers of Mathematics, Portuguese language and Experimental Science teaching.

- *The definition of curriculum orientations*, establishing minimum hours dedicated to the teaching of the core subject areas of the curriculum.

Major initiatives at the other education levels include:

- *The diversification of educational offerings*, in particular through the promotion of vocational/professional programmes. The proportion of students enrolled in non-general programmes in secondary education increased from 27% in 1996-97 to 34% in 2006-07 (Ministry of Education, 2008b). The diversification of offerings also relates to recurrent education, adult education and training courses (EFA courses) and education and training courses (CEF courses), as described earlier.[7]

- *Complementing regular classes with student support activities*, where possible provided by the form/subject teacher.

- The re-launch of development programme-contracts for schools in a difficult social environment (*Educational Priority Areas*), covering the entire school system.

Increasing devolution of responsibility to the school level

In addition to greater devolution of responsibility to local educational authorities (see Section 2.1.1), schools have been granted additional responsibilities in recent years. While levels of school autonomy remain modest compared to other OECD countries (see OECD, 2008a), new areas of responsibility include hiring part of the teaching staff (on fixed-term contracts) and the organisation of enrichment curricular activities. Schools can opt to be granted more autonomy by signing an *autonomy contract* with the

Ministry of Education. Conditions to be granted an autonomy contract include undertaking a self-evaluation and being evaluated in the context of the National Programme for the External Evaluation of Schools. These contracts permit the consolidation of autonomy in areas such as pedagogical organisation, curriculum organisation, human resources, school social support and financial management.

A growing emphasis on evaluation and assessment

In addition to the teacher evaluation model being currently introduced, the Ministry of Education launched, in 2006, the National Programme for the External Evaluation of Schools, implemented by the General Inspectorate (IGE). The extension of school evaluation to the entire education system will be achieved in the 2010/2011 academic year, from which time schools will be evaluated every four years. External evaluation leads to a classification, based on the identification of the strengths and weaknesses of the school, and to recommendations that the school should follow up and act upon until the next cycle of external evaluation. At present, the only link between external school evaluation and the evaluation of teachers is that the school evaluation rating has a bearing on the size of the quota of *Very Good and Excellent* marks that can be attributed to teachers who work in the concerned school (see Section 2.3.2).

As part of the political priorities of the 17th Constitutional Government (2005-2009), "The new policy guidelines are based on changing the way school is perceived and organising the education system and resources to serve public interest in general, and pupils and their families specifically and a second objective, to establish the culture and practice of evaluation and accountability in all aspects of the education and training system, according to criteria of results, efficiency and equity of schools and the technical services that support them."

2.2 The teaching profession

2.2.1 Main features

Characteristics of the teaching workforce

The main developments within and characteristics of the teaching workforce are as follows:

- *An overall growth of the number of teachers, with fluctuations depending on educational levels.* The number of teachers in public schools grew 3.4% between 1997-98 and 2006-07 (35.7% in pre-primary education, -5.8% in first cycle of basic education, -1.3% in second cycle of basic education and 4.1% in the third cycle of basic education and secondary education combined). This growth occurred in spite of the 8.2% decrease in the number of students in the school system (Ministry of Education, 2008b). The ratio of students to teaching staff is particularly favourable in Portugal. It is the lowest in the OECD area in secondary education at 7.9 and the 3rd lowest in primary education at 10.6 (see Appendix 4).[8]

- *A significant increase in the qualification levels.* While in 1991 the proportion of employed teachers with a higher education qualification was 48.5%, this proportion stood at 84.3% ten years later. The percentage of teachers of lower secondary education who completed university education reached 95.3% in 2007-08, above the average of 83.7 across countries which participated in the TALIS[9] survey (see Appendix 4).

- *Ageing at all educational levels.* Even if Portugal does not have a particularly aged teaching workforce in the OECD context – the proportion of teachers who were aged 50 and over in 2006 was 25.7, 20.9 and 19.3% in primary, lower secondary and upper secondary education respectively (well below the OECD averages of 28.8, 32.3 and 35.6%, see Appendix 4), ageing has been a trend in recent years. In 2002 the respective proportions were 21.3, 14.2 and 13.4% (OECD, 2004).

- *A feminised profession*. Teaching is highly feminised in Portugal. The proportion of females among the teaching workforce stood at 98.1, 80.6, 66.6 and 64.6% for pre-primary, primary, lower secondary and upper secondary education respectively, in all cases above the OECD average (see Appendix 4).

- *No significant quantitative shortages in the profession*. Portugal does not currently face shortfalls in teacher numbers. Only in vocational/professional areas, some difficulties to find suitable teachers have been faced as the result of the expansion of offerings in this area.

Employment status

Teachers with permanent tenure are civil servants and their employment conditions follow the general rules established for public sector workers. Teachers can secure a permanent post within a non-grouped school or a school cluster or within a *pedagogical zone*.[10] Qualified teachers can also be hired on fixed-term contracts. In fact, beginning teachers almost always start with a fixed-term contract, with a view to the temporary substitution of teachers, in the context of the recruitment of trainers for vocational/professional areas, and for curricular enrichment activities and projects to combat school failure. In 2008-09, the proportion of teachers in school teaching posts, in pedagogical zone teaching posts and on fixed-term contracts were 67%, 23% and 10% respectively. Data from TALIS indicate that the proportion of lower secondary education teachers permanently employed stood at 67.6% in 2007-08, the lowest such proportion among the countries analysed.

Recruitment of teachers

Access to permanent positions is determined centrally through a public competition at the national level. Following their application, candidates are ranked on a list on the basis of the nature of their current link with the administration (permanent, temporary, or with no ties in the case of a first placement), the average grade obtained in their initial higher education studies and the length of service. The top candidates are then deployed to schools according to their preferences. This teacher placement model has led to major imbalances between schools, with a concentration of the best qualified and most experienced teachers in the best located and most prestigious schools. It also implies that the great majority of new teachers have to apply every year, in the hope of being placed closer to their place of residence.

In spite of a political discourse supporting school autonomy, the tradition of centralised administration, the complexity of the system and the opposition of unions (fearing lack of transparency and inequities), have not permitted the transfer of responsibility over teacher recruitment to schools. However, as of 2006-07, schools are allowed to hire contract teachers to meet their extra needs. Schools are responsible for the job offers and define the selection criteria according to national norms. As of the 2009-10 school year, the legally required qualifications to access the profession (through a permanent or a temporary post) consist of a teaching university degree with both scientific and pedagogical components.

Teacher profiles

Two types of professional profiles have been developed for the teaching profession: (i) a general profile of competence common to all educational levels; and (ii) specific performance profiles for pre-primary teachers and teachers of the 1st cycle of basic education. The general profile of competence defines reference standards for the teaching profession across educational levels. It includes four main dimensions: professional, social and ethical; teaching and learning; participation in school activities and links to the community; and professional development. The specific performance profiles, only available for the two initial levels of education, provide detailed reference standards for the competences to deliver the curriculum, concentrating on the teaching and learning dimension. The specific profiles seek mainly to inform the organisation of initial teacher education programmes as well as their accreditation.

Initial teacher education and professional development

Initial teacher education is a requirement to enter the profession and is provided in universities – which confer qualifications for all levels and areas of education – and teacher training colleges (*Escolas Superiores de Educação*) – which qualify pre-primary teachers and teachers for the 1st, 2nd and 3rd cycles of basic education. Initial teacher education typically includes the following components: (i) personal, social, cultural, scientific, technological or artistic training suited to future teaching; (ii) education sciences; (iii) teaching practice supervised by the training institution, in co-operation with the school where the teaching practice takes place. There are three major models: the integrated model (combining both disciplinary and pedagogical preparation), the sequential model (disciplinary preparation followed by pedagogical preparation) and the in-service professional model. The latter model, somewhat marginal at the present time, was created in the late 1980s to grant an opportunity to teachers who had accessed the profession without a higher education degree to upgrade their qualifications.[11] Each of these models is organised with reference to the legal framework of teacher education and in accordance with the pedagogical autonomy granted to the higher education institution. A reform of initial teacher education was initiated in 2007-08. It essentially entails the reorganisation of the curricula, the extension of the scope of the training to encompass more than one level or cycle of education, mechanisms to provide incentives for quality and innovation, and qualifications by subject area.

Teachers in Portugal have access to a variety of professional development activities with more traditional forms, such as courses, modules, single subjects and seminars coexisting with other forms that are provided in schools, such as training workshops, internship projects and study circles. Levels of participation are similar to the average within OECD countries. In 2007-08, the percentage of lower secondary teachers who undertook some professional development in the 18 months prior to the TALIS survey was 85.8%, slightly below the TALIS average of 88.5% (see Appendix 4). Participation in such activities typically occurs outside of term time. A variety of providers exists, including: higher education institutions, municipally and inter-municipally-based training centres, made up of schools who are associated for this effect (Schools Association Training Centres, *Centro de Formação de Associação de Escolas*, CFAE), professional and scientific association training centres, and central or regional educational administration services. Two recent developments are particularly noteworthy: professional development activities are no longer automatically associated with career progression; and it was determined that training plans (both individual and school ones) will need to be based on both schools' developmental needs and individual teacher needs identified through teacher performance appraisal.

2.2.2 Main developments

In addition to teacher performance evaluation, the following were significant developments within the profession.

Differentiation in the profession: the introduction of a senior teacher cadre

A major recent development has been the introduction of vertical differentiation within the profession, through the creation of the category of senior teacher. As a result, the career structure is currently based in two categories: teacher (with 6 steps) and senior teacher (with 3 steps) (see Appendix 3). This introduces the important distinction between progression (within each category) and promotion (to senior teacher) and represents a major departure from the automatic progression based on length of service of the previous model. An important implication is that only teachers who are promoted to senior teachers are able to reach the top of the career. Another major consequence is that it allows the budget for teacher salaries to be contained. According to 2005 figures, 53% of teachers were on the top 3 steps of the previous career structure, taking 63% of total salaries paid to teachers (Freire, 2005).[12]

Access to the category of senior teacher requires both approval of the candidate on a public exam[13] and the availability of a senior teacher post in a given school. A further requirement is 15 years of teaching service and a performance evaluation of *Good* or better (see Section 2.3). The provision of senior teacher

posts is at the school level, the objective being that senior teachers constitute about a third of the teaching staff in each school. Senior teachers are given additional responsibilities. These may include: pedagogical co-ordination of the grade, cycle or course; management of schools association training centres (CFAE); co-ordination of curricular departments and councils of teachers; monitoring and support functions during teachers' probationary periods; designing and grading the national exams which evaluate knowledge and competences for admission to the teaching profession; participation as members of the jury in the public exam for admission to the category of senior teacher; supporting teachers who are starting their career and teacher performance evaluation.

The opening competition to assign the first senior teacher posts was organised in 2006-07 with the process and selection of candidates carried out at the school level. It was a large process involving about 50000 candidates, 32600 of whom were given a senior teacher post. This process has substantial implications for the implementation of teacher evaluation as a proportion of senior teachers are given responsibilities as evaluators (see Section 2.3) and was severely criticised (see Section 3.3).

More stringent conditions for entry into the profession

The new legal framework provides for new rules to enter the profession. Two new major elements, already regulated but not yet implemented, are:

- *Exam to enter the profession*. Following their initial education and before applying to regular (permanent) teaching posts, teachers will be required to pass an exam to enter the profession. This is a national exam on competences that are transversal to the various teaching areas and on the technical and scientific knowledge of each subject. GAVE will take responsibility for designing the exam which is planned to be introduced in 2009-10.

- *Probationary year*. Definite qualified teacher status will only be reached upon the successful completion of a probationary period, which verifies if the teacher has the ability to adapt to the demands of professional performance. Implementation is planned for the 2009-10 school year. The probationary year corresponds to the first year in which the teacher obtains a position on the staff of a school that may not be, and in general has not been, the first year that the teacher teaches.

Emerging trend of stability in school tenure for contract teachers

New placement and contracting rules have been established with the objective of guaranteeing greater stability for contract teachers with their school placement and pedagogical continuity in schools. The new provisions allow contract teachers to stay a minimum of four years in a given school as long as some conditions are met: (i) there are no teachers in the school with no timetable; (ii) the concerned teacher's timetable is complete; and (iii) the school agrees to the renewal of the contract.

2.3 Teacher evaluation

2.3.1 Origins and background

Teacher performance evaluation in Portugal is relatively new. It has its origins in an application process for access to a given step in the teaching career structure which was introduced in 1992 through the ECD (Teaching Career Statute), which legislates for teachers' professional matters. The process involved a public examination of the candidate's *curriculum vitae* and of an educational project. Revision of the ECD in 1998 revoked the public examination requirement for access to the given scale step and based the evaluation process on three aspects: (i) a document of critical reflection written by the evaluatee; (ii) compulsory accredited in-service training; and (iii) established time on the respective scale. A commission of the school pedagogical council conducted the evaluation, which resulted in a *satisfactory* or an *unsatisfactory* judgment. Satisfactory teachers could request evaluation by another commission so as to

obtain a *good* classification. After achieving a good classification and 15 years service, a teacher could request a *very good* classification.

The intention of these measures was to attempt to shift the career reward structure from a *horizontal* approach, in which progress along an incremental salary scale depends fundamentally on length of service, to a *vertical* one in which the higher levels reward higher performance. In practice, progression to *good* has been virtually automatic, with no differentiation in the capability of long serving teachers. The system therefore did not produce the expected outcomes. Mechanisms for distinction through merit were rarely applied owing, it is reported (Curado, 2002), to the prevailing teachers' culture of equality and refusal to be involved in competition.

The current Government recognised that change was needed since teacher performance evaluation was failing on three counts, which new legislation was intended to remedy:

- Teacher evaluation was failing to fulfil the social aims of education and to improve its quality and efficiency.

- It did not relate career progression to enhanced competence as a teacher.

- The lack of differentiation of functions contributed to inequalities in schools.

The 1998 arrangements had become "a simple bureaucratic procedure with no content" (Castro Ramos, 2009). TALIS results corroborate the view that prior to 2008 Portugal had a weak evaluation framework.[14] As shown in Figures 1 and 2 of Appendix 5, Portugal was among the countries where a greater number of teachers did not receive any feedback or appraisal of their work in their school either through teacher evaluation or through school evaluation. In addition, as shown in Figure 3 of Appendix 5, it was also among the countries where teacher appraisal and feedback had the least impact. Overall, teacher evaluation was not fulfilling the objective of the government's programme "to establish the culture and practice of evaluation and accountability in all aspects of the education and training system".

2.3.2 Main features of the teacher evaluation model

A new national system of teacher performance evaluation was instituted in 2007,[15] which defines the principles and the procedures to be adopted by schools and teachers. It was established in the broader context of the integrated system of performance evaluation for public administration (SIADAP, *Sistema Integrado de Avaliação do Desempenho da Administração Pública*) which applies to civil servants. The teacher performance evaluation model is currently in the process of being implemented and has suffered some adjustments as described below. This Section describes the main features of the current teacher evaluation model.

Aims and objectives

Under the current model, teacher evaluation aims to assess quality standards of teachers' professional performance, taking into account the socio-educational context in which their activity takes place. The system's aims are *to improve students' learning outcomes and the quality of the learning,* and to provide *guidelines for personal and professional development* of teachers, *within a framework which recognises merit and excellence*. To this end, eight specific objectives are defined, five of which are related to the reward system, stimulating development and changing teachers' practices:

- To contribute to the improvement of teachers' pedagogical practice;

- To contribute to increasing individual improvement of the teacher;

- To distinguish and reward the best professionals;

- To promote cooperative work among teachers, with the aim of improving students learning outcomes;

- To promote excellence and the quality of services provided to community.

Three of the objectives are related to the need for gathering information that facilitates and forms a basis for management decisions. These objectives are:

- To permit the inventory of the teachers' training needs;

- To detect the factors that influence the professional output of teachers;

- To provide management indicators for teaching staff.

Combining the purposes of improvement and accountability

The rationale which guides the teacher evaluation model regards evaluation as both a tool for professional development and improvement of teaching practice, as well as a regulator for career advancement (as the main accountability element). A unified model of evaluation has to achieve a balance between these two purposes, which are not entirely comfortable bedfellows.

Performance evaluation means that there is a classification based on a five-level scale. The assessment of different aspects is made on a scale of 1 to 10. The final result is expressed as follows: *Excellent* from 9 to 10; *Very Good* from 8 to 8.9; *Good* from 6.5 to 7.9; *Regular* from 5 to 6.4; and *Insufficient* from 1 to 4.9. This evaluation contributes to career progression, renewal of contract for contract teachers, access to posts including with the purpose of moving to another school, and access to senior teacher rank.

The formative dimension of evaluation, associated with professional development, is seen in the implementation of an individual professional development plan and its objective is to contribute to diagnosing teachers' training needs. This should form the basis of the annual school training plan and, also, permit the creation of conditions for cooperative work between teachers, which is focused on improving students' learning outcomes. The Law does not provide a detailed prescription of how to put into operation the formative dimension as it is assumed the school will take on such responsibility. At the time of the Review visit, the implementation of the model was not advanced enough to grant the Review Team the possibility to observe school practices in this regard. It is assumed that opportunities for feedback with formative purposes will be provided in particular via: (i) self-evaluation; (ii) the training plan for teachers rated *Regular* or *Insufficient*; and (iii) the planned meetings between the evaluatee and the evaluator.

Key aspects

The model covers the totality of teachers in the system, tenured and contract teachers at all levels of education, at any stage of the career, and teaching any type of education (regular, professional, recurrent, CEF and EFA courses).[16] Evaluation is intended to be carried out at the end of every two school years as long as the teacher taught for at least half of the period of the time under evaluation. There are, however, two special cases: evaluation of teachers on the probationary year, which relates only to work done during one school year; and the evaluation of contract teachers which should be carried out at the end of the respective contract (which can be less than one year) and before its possible renewal.

The teacher evaluation model has two components:

- *The scientific-pedagogical performance of the teacher* with the assessment of the following aspects: preparation and organisation of teaching activities; performance of teaching activities; the pedagogical relationship with pupils; and the process of assessing students' progress. This aspect of evaluation requires classroom observation.

- *The functional performance of the teacher* assessing the contribution of the teacher to the fulfilment of the school's mission and objectives using criteria such as attendance, the carrying out of duties, participation in projects, links with the community and participation in in-service training and personal development activities. Other criteria originally included students'

academic results and school dropout rates, and assessments by students' parents provided agreement from the teacher was granted and internal school regulations were observed.

Teacher evaluation is carried out at the school level and follows on the whole an internal approach mostly based on evaluation by the peers. The norms that regulate the evaluation model are supposed to establish general principles and guidelines only. The school is to take responsibility for the process timeline, the design of specific evaluation tools and instruments, the distribution of evaluation duties, the identification of the evaluators' needs, and the follow-up on evaluation results. The objective is that the evaluation process suits the context of the concerned school. The model breaks away from the instituted culture and practice in that, for the first time, schools are required to construct evaluation instruments.

Reference standards, criteria and instruments

The legal framework establishes that evaluation standards for teacher performance should take into account both teaching professional profiles and the socio-educational context of the concerned school. The main reference standards for teacher evaluation are provided by the general profile of competence for teachers (see Section 2.2), which establishes the following key assessment domains:

- The professional and ethical dimension;

- Teaching and learning development;

- Participation in the school and relationship with the school community; and

- Lifelong professional development and training.

Another reference standard is the set of general and professional duties of teachers, stipulated in various pieces of legislation, such as the Teaching Career Statute. At the level of the school, the relevant references are the school development plan, the internal regulation and the annual activity plan.

The model incorporates a range of evaluation instruments and information sources, the main of which are:

- *Objective setting* mandatory for each teacher and approved by the school management.

- *Self-evaluation*, implemented via the completion of a specific form discussed between the evaluatee and the evaluator and which makes explicit the teacher's contribution to the achievement of the objectives, particularly those regarding the improvement of the students learning outcomes (see Appendix 6).

- *Standardised forms to record teacher performance across a range of dimensions*. These are two specific forms – one concerning the scientific-pedagogical evaluation and one concerning the functional evaluation – which list the aspects to be assessed, and specify the criteria and indicators to be used in the assessment for each of the aspects assessed (Appendix 6 provides the forms suggested by the Ministry of Education).

- *Classroom observation*, which is mandatory for teachers undergoing the scientific-pedagogical evaluation.

- *Individual interviews*, when requested by the teacher being evaluated, to trigger critical reflection between evaluators and evaluatees.

- *Other evidence* such as reports certifying the accomplishment of training; pedagogical tools developed and used; and tools for student assessment.

The standardised forms to record teacher performance specify evaluation parameters, which are divided into items and sub-items that detail them further (see Appendix 6). These are key tools used in the evaluation process which seek to capture performance across the range of domains under evaluation. The responsibility for the design and use of the standardised forms to record teacher performance lies with the schools. The Ministry of Education only defines the parameters at the highest level of aggregation (corresponding to aspects defined by letters A, B, C, D and E in the forms shown in Appendix 6). The subsequent level of detail on the aspects to be assessed (items and sub-items, corresponding, in the forms provided in Appendix 6, to the levels A.1, A.2, B.1, *etc.* for items and A.1.1, A.1.2, B.1.1, *etc.* for sub-items) as well as the elements to record performance (including indicators) and the assessment criteria are defined at the school level. The weighing of the different items into a final classification is also a school decision. This allows for the evaluation to be organised in the context of the school but also means that aspects assessed and evaluation standards differ across schools.

The parameters defined by the Ministry for the scientific-pedagogical component of the evaluation are: (a) preparation and organisation of teaching activities; (b) fulfilment of teaching activities; (c) pedagogical relationship with the students; (d) evaluation of students' learning; and (e) evaluation of teacher's performance (for teachers with evaluation duties only). As regards the functional evaluation, the parameters defined at the central level are: (a) level of assiduity and commitment to given duties; (b) improvement of students' outcomes and reduction of dropout rates in relation to socio-educational background; (c) participation in school life; (d) professional development; and (e) relationship with the community (see Appendix 6).

Evaluators

Three types of evaluators take part in the evaluation process. Responsibility for the scientific-pedagogical evaluation lies with the co-ordinator of the teachers' council (for pre-primary education and 1st cycle basic education) and the curricular department co-ordinator (for the other cycles of basic education and secondary education) but can be delegated to a senior teacher (or a teacher if a senior teacher of the relevant area is not available). One of the objectives of the creation of the senior teacher category was to identify a group of more experienced teachers who could serve as evaluators. If assigned such duties, teachers are compelled to exert them.

Responsibility for the functional evaluation lies with the school director who can delegate such functions to another member of the school management team. It is also intended that the scientific-pedagogical evaluation of co-ordinators (of both the teachers' council and the curricular departments) will be carried out by the Inspectorate while their functional evaluation will be taken up by the school director. In turn, it is intended to have the Inspectorate evaluate school directors.

Each school establishes a Commission for the Co-ordination of Performance Evaluation whose members are the president of the pedagogical council (co-ordinator) and four other members of the same council (who are senior teachers). Among other things, the Commission takes responsibility for the organisation of teacher evaluation within the school, for the validation of the classifications of *Excellent, Very Good and Insufficient* attributed by evaluators, and for measures relating to teachers who received a classification of *Insufficient*.

Consequences of evaluation

The evaluation is intended to have consequences both in formative aspects and in the terms of career development and the attribution of performance rewards. Regarding the latter, the framework is intended to provide the basis for consequences at the following levels:

- *Progression in the career and access to the rank of senior teacher*. The awarding of an *Excellent* for two consecutive periods reduces the time required to access the rank of senior teacher by 4 years, the attribution of an *Excellent* and a *Very Good* reduces that time by 3 years and two *Very*

Good grants a reduction of two years. *Regular* or *Insufficient* ratings imply that the evaluation period is not counted for progression in the career.

- *Obtaining tenure at the end of the probationary period.*

- *Contract renewal for contract teachers.*

- *Chances in the application to a post in a school, including when it involves the mobility of tenured teachers.*

- *The award of a performance prize.* It is intended to award a monetary prize to tenured teachers performing teaching duties who receive two consecutive evaluations equal to or better than *Very Good*. The amount of this prize has yet to be decided, although it is expected to be equivalent to the teacher's respective monthly salary.

If the teacher holds a tenured post, the awarding of two consecutive or three non-consecutive classifications of *Insufficient* determines the non-distribution of teaching duties in the following school year and, while keeping her status as a civil servant, the teacher has to move to another career in the same year or the following school year. The awarding of *Regular* or *Insufficient* is also accompanied by a plan for in-service training for the improvement of practice.

As described above, there is a classification based on a five-level scale. The proportion of teachers that can be awarded *Very Good* or *Excellent* ratings per school is limited by quotas, applied centrally and which can be increased depending on the results of the school's external evaluation carried out by the Inspectorate (IGE). The norms are up to 5% of teachers designated *Excellent* and up to 20% designated *Very Good*, but in high performing schools, these quotas can be extended up to 10% *Excellent* and 25% *Very Good*. Quotas are hugely contentious, as described later.

2.3.3 Implementation

The current approach to teacher evaluation has become one of the most contentious education reforms in Portugal. The implementation process has generated a *continuum* of organised action, mobilising teachers, politicians and the public opinion. There have been various national and regional demonstrations, strikes, petitions, motions and other forms of protest in an expressive and persistent way, involving tens of thousands of teachers organised by the teachers' unions, but also by some teachers' movements not associated with unions (Castro Ramos, 2009).

Difficulties in implementation may be explained by three main reasons. First, the teacher evaluation model represents a major cultural departure from established practices in Portuguese schools. The model plays a key role in the policy of changing the basis on which teachers reach the upper parts of the salary scale from length of service and other fairly mechanical criteria to evidence of high competence as a teacher. There is also a defensive culture of unexamined classroom practice, little tradition of peer evaluation, feedback and the sharing of good practice. Hence, it is not surprising that there was resistance to its application on the part of teacher unions and a proportion of teachers. Second, by the time teacher evaluation was introduced, there was a general dissatisfaction among the teaching profession resulting from earlier adjustments in the terms and conditions of employment for civil servants, including teachers, such as the deferment of the retirement age, the two-year suspension of career progressions and very restricted wage rises. Third, there were clearly technical difficulties to put the model into place as a result of its comprehensiveness and the short time span planned. Examples include:

- Insufficient preparation of schools to devise evaluation instruments;

- Limited understanding by teachers of the purposes and uses of evaluation;

- The excessive workload inherent to the evaluation process;

- Difficulties in finding ways to account appropriately for students' learning outcomes in teacher evaluation;

- The reluctance of many teachers to accept the legitimacy of the evaluators; and

- The possibility for teachers to be evaluated by evaluators from a different subject area.

These difficulties led to adjustments in the teacher evaluation model to facilitate its implementation. It was agreed that in the 2007-08 school year, there would be a transitional system applicable only to contract teachers and those who wanted to progress to the higher pay scale. The government also adopted a set of simplification measures which led to the application of a transitional model in the entire system in the 2008-09 school year, including:

- Guaranteeing that teachers would be evaluated by evaluators from the same subject area;

- To remove, for the academic year 2008/09, the criterion involving student learning outcomes and dropout rates, following a recommendation by the Scientific Council for Teacher Evaluation (CCAP);

- To make optional the meetings between evaluators and evaluatees both for the setting of individual objectives and the discussion of the final classification;

- To make the scientific-pedagogical evaluation, which requires classroom observation, optional but in any case necessary for achieving the classification of *Very Good* or *Excellent*.

- If the evaluatee requests a scientific-pedagogical evaluation, the number of required observed classes becomes two, unless the evaluatee requests a third observation;

- To make optional the evaluation for teachers under contract in professional, vocational, technological and artistic areas who are not included in recruitment groups; and

- To simplify the evaluation system for teacher evaluators and compensate them for the extra workload.

In 2009, conditions were met to initiate the implementation of the model across the system. Better information was available, schools developed knowledge to devise evaluation instruments and standardised record forms, and some training became available. By the time the Review visit occurred (April 2009), about 80% of the teacher force was reported to have completed their objectives, but the proportion opting for the scientific-pedagogical evaluation, the observational element, was very low (below 30%). Schools were carrying out the first classroom observations and most were in the process of finalising the preparation of their instruments, namely the standardised forms to record teacher performance. We also understand that the application of the model in 2007-08, involving mostly contract teachers, resulted in a process with little meaning as the basis for evaluation was often limited to indicators on school attendance and the fulfilment of teaching obligations and almost always resulted in a *Good* rate.[17] Box 1 illustrates the introduction of teacher evaluation as perceived in a school we visited.

The fundamental points of divergence expressed by the platform of teacher unions organised to negotiate with the Ministry of Education are the following (Castro Ramos, 2009):

- The rules for entering the profession and the division of teaching staff into teachers and senior teachers, aggravated by a recruitment procedure that is subject to quotas and unfair with unacceptable rules; and

- The performance evaluation model, which is considered unfair, bureaucratic, incoherent, inadequate and impracticable, and should be changed at the end of the 2008/09 academic year.

Box 1. The introduction of teacher evaluation as perceived in a school

Among the many thoughtful and measured responses we received from school visits, the following example, described by one group, gives a picture that is typical of how schools feel about teacher evaluation seen through the eyes of senior staff involved in the *interim* school and pedagogical councils.

'When the first legislation was passed in 2007, we tried to comply. There was a fairly calm and tranquil response. Further legislation specified that evaluation would just apply to contract teachers and those who wanted to progress to the higher pay scale. Then a simplified regime was introduced, so our teacher evaluation co-ordination commission defined what needed to be done, set out a timescale and started developing the required documents. Then in May 2008 we examined possible instruments for next year, when evaluation was to include all teachers. Forms for the observation of classes were developed and approved by the pedagogical council. The evaluators were then identified. These included departmental co-ordinators and senior teachers. The remaining forms and documents were produced by October 2008. Subsequently, staff reacted with many concerns and things started 'heating up'. Teachers felt that:

· *Indicators of student success and drop-out rates should not be included in the evaluation of individual teachers.*

· *The proposed number of class observations was not sufficient.*

· *Parents' evaluation caused concern.*

· *There was insufficient training of evaluators, and it should have been available earlier and more practical.*

· *Evaluators should be experts in the same curriculum area as evaluatees.*

· *Evaluators were not necessarily more qualified than those they were to evaluate.*

· *The quota system which limits the proportion of 'excellent' and 'very good' teachers is unfair.*

In January 2009, the school received the simplified version of the regulations. Certain criteria were no longer central, such as drop-out rates. The teacher evaluation co-ordination commission was charged with finalising the documents and instruments and introducing a timescale for evaluations before the end of the 2008/2009 school year. By 30 January, 90 of the 140 teachers had completed their self-evaluation documents, 14 more came in after being reminded. Twenty teachers have requested the observation part of the evaluation, of which one was a contracted teacher. By April, the school was developing an observation instrument.

This case study captures most of the widely perceived challenges posed by the teacher evaluation system. It represents one of the schools which has seriously tried to comply with and implement requirements and is typical of the responses we received when visiting schools. In some schools, no teachers had come forward for observational evaluation. It was widely felt that the 2008 legislation had major implications and left too little time to implement an effective system by summer 2009.

In light of these developments the Ministry of Education took a number of measures to facilitate the implementation of teacher evaluation: it set up the Scientific Council for Teacher Evaluation (CCAP) in February 2008, with the purpose of monitoring the evaluation system and provide recommendations for its improvement; it created the Parity Commission in January 2009, made up of representatives of the central administration and teachers' unions to monitor the implementation of the model; it re-opened the negotiation process with the unions in January 2009, on different aspects of the statute, such as those related to the restructuring of the career and teacher performance evaluation (Castro Ramos, 2009). In addition, it plans negotiations with the teacher unions in June and July 2009 to decide on adjustments to the teacher evaluation model in light of the evidence collected thus far on its effectiveness.

NOTES

1   This selection process breaks with the principle of peer election for the school governing body which had constituted a valuable and symbolic exercise in the "democratic management" of the school, closely linked to the political and social movement which emerged after the Revolution of 25th April 1974.

2   Interim General Councils were in place at the time of the OECD Review visit, and the appointment of the substantive directors under the new system had not been completed.

3   It is up to schools to determine the composition of the General Council, provided that two rules are respected: that all interested parties are represented; and that the professional representatives carrying out their duties in school cannot combine to hold a majority of seats in the Council.

4   The number of assistants to the school director is fixed depending on the size of the school and of the complexity and diversity of the education on offer, namely the levels and cycles of teaching and the type of courses offered.

5   This is a major departure from the recent *primus inter pares* arrangements intimately linked to the transition to a democratic regime in 1974. The figure of the school director still brings memories of the 'authoritarian' figure leading schools during the dictatorial regime.

6   For a detailed analysis of such measures see Matthews *et al.* (2009).

7   Schools can also host a *New Opportunities* Centre, with the involvement of their regular teaching staff. The centres are based in public and private schools, in training centres and in firms as part of the *New Opportunities* Initiative. Led by both the Ministry of Education and the Ministry of Labour, the initiative seeks to expand and provide diversified or complementary training, appropriate for both job market requirements and for the specific characteristics of the unskilled working population.

8   In this report the equivalence between the terminology used by OECD to refer to educational levels (based on the ISCED statistical classification) and the terminology used in the Portuguese education system is as follows: primary education = 1st and 2nd cycles of basic education; lower secondary education = 3rd cycle of basic education; upper secondary education = secondary education; secondary education = 3rd cycle of basic education and secondary education.

9   OECD's Teaching and Learning International Survey (see Appendix 4).

10   Pedagogical zones, each covering a number of non-grouped schools and clusters, are being discontinued as teachers are progressively being integrated in the staff of single organisational units.

11   The expansion of the education system which occurred in the 1970s and 1980s entailed the recruitment of teachers with a range of backgrounds, including a proportion with inadequate or partial qualifications for teaching.

12   Portugal is the country within the OECD area with the highest proportion of public school expenditure going to the compensation of teaching staff with 83.2%, well above the OECD average of 63.3% (95.5% goes to the compensation of school staff, the highest such figure in the OECD area).

13   The public exam is based on the professional activity carried out by the teacher, with a view to demonstrate the candidate's aptitude to perform functions at higher level. It involves the presentation and discussion of a project to a jury. The project may cover a range of areas such as: preparation and organisation of teaching activities; pedagogical relation with the students and evaluation of student learning; innovative projects that are likely to contribute to the improvement of students' outcomes; and school management and organisation.

14   OECD's Teaching and Learning International Survey. TALIS is the first international survey to focus on the working conditions of teachers and the learning environment in schools. It focuses on lower secondary education teachers and the principals of their schools. It was implemented in 2007-08 in 23 countries. See further information in Appendix 4. It should be noted that results for Portugal reflect perceptions on teacher appraisal and feedback before the current teacher evaluation model was introduced.

15   Decree-Law no. 15/2007, 19th January.

16   An exception are teachers who are exclusively involved in Enrichment Curricular Activities (ECA), for whom separate evaluation models exist.

17   A report by the Scientific Council for Teacher Evaluation provides a detailed analysis of the implementation of the teacher evaluation model in 30 schools which voluntarily joined a network organised by the Council to monitor the implementation of the model (CCAP, 2009a). In this group of schools, 74% of teachers set their individual objectives (a figure which varied from 8% in one school to 100% in five schools). Of those teachers who set their objectives, 22% requested the scientific-pedagogical evaluation which requires classroom observation.

3: STRENGTHS AND CHALLENGES OF TEACHER EVALUATION

3.1 Overall framework for teacher evaluation

The centrality of teacher evaluation

The importance of teacher quality in promoting the learning and raising the attainment of students has been demonstrated in many studies conducted by the OECD, researchers and other organisations (see, for example, OECD, 2005). Recently, the publication of the McKinsey report (McKinsey & Company, 2007) into high achieving education systems came to the unequivocal conclusion that the three factors which were most important in successful school systems including, for example, Singapore, Finland and Korea, related to appointing the most capable and best trained graduates to become teachers, *improving their skills through career-long professional development*, and focusing on the learning needs and progress of individual students. The effective monitoring and evaluation of teaching is central to the continuous improvement of the effectiveness of teaching in a school. It is essential to know the strengths of teachers and those aspects of their practice which could be further developed. Teaching is too important to be an unexamined profession. From this perspective, the development of teacher evaluation in Portugal is a vital step in the drive to improve the effectiveness of teaching and learning and raise educational standards.

We endorse the objective of introducing meaningful teacher evaluation into the school system in Portugal. The education process should not be a secret garden, hidden behind a closed door, inaccessible to collaboration, enrichment or the scrutiny which brings accountability. The educational diet and classroom experience of learners are too important to be immune from evaluation. Given the lack of evaluation culture in Portuguese schools, it has taken political courage from the Government to appropriately place teacher evaluation at the core of school reforms.

The consensus gained about the need for teacher evaluation

We appreciate that for many years authentic teacher evaluation did not rest comfortably with sections of the teaching profession in Portugal who saw it as alien to their work culture and an affront to their professionalism. In the course of its visit, the Review Team formed the clear impression that there is now consensus within the teaching profession about the need for teachers to be evaluated. Evaluation as part of a development process is particularly valued. This includes the positions of the major teacher unions, reflected on the models they have put forward (FENPROF, 2009; FNE, 2009; SPLIU, 2009; SEPLEU *et al.*, 2009). There is a clear conviction that the previous teacher evaluation model was not achieving its purposes and a new model was needed. This is no minor achievement and is a major asset on which to build.

This is not surprising as the recent results of TALIS reveal that the great majority of teachers report that the appraisal and feedback they receive is beneficial, fair and helpful for their development as teachers (OECD, 2009). In Portugal, in particular, teachers perceive the appraisal and feedback as helpful in the development of their work to a greater extent than the average in the countries surveyed by TALIS (see Appendix 4). Portugal is also among the countries where the relationship between whether teachers received appraisal and feedback and their reported self-efficacy is the strongest (OECD, 2009). This provides further impetus to strengthen evaluation in Portuguese schools.

The double purpose of teacher evaluation: improvement and accountability

It is appropriate that teacher evaluation serves a double purpose: improvement and accountability. Evaluation for professional development seeks to improve the teacher's own practice by identifying strengths and weaknesses for further professional development. It involves helping teachers learn about, reflect on, and improve their practice. The evaluation framework also permits to place the examination of teachers' practices in the school context so professional development opportunities are aligned with the school development plan. Much of this already exists in Portuguese schools but there is scope for improvement in areas such as classroom observation, peer discussion, coaching, or self-critical analysis.

The function of teacher evaluation in career progression is distinctly different to its developmental role. The principle of advancement on merit seems to us to be entirely appropriate and necessitates a mechanism for appraising or evaluating performance at nodal points in a teacher's career. In most organisations, increased seniority or promotion bring increased responsibility and more demanding leadership and management roles. This is not always the case in Portuguese schools, where some long service teachers were reported to us as shedding responsibilities; which were then undertaken by lower paid teachers. Access to these higher paid positions in other occupations or education systems typically includes elements of both performance appraisal and competition. We cannot see any benefit to the education system in the more-or-less automatic progress of a teacher up the pay scale without any serious element of accountability or demonstration of increased expertise. The teacher evaluation system introduces thresholds based on merit for further advancement or acceleration up the scale. It also works as a means to provide recognition to teachers. This must be more appropriate than a seniority-based system in which progression depends mainly on length of service.

Evaluation placed in the school context

It is a strength that teacher evaluation is organised at the school level, takes account of the school context, and is mostly a process internal to schools. Schools have to respond to different needs depending on the local context and face different circumstances. Hence it is desirable that an individual teacher is evaluated against reference standards with criteria that account for her school's objectives and socio-educational background. In the context of school autonomy, it is also appropriate that teacher evaluation is used by schools in the management of their human resources.

Schools are expected to adapt central guidelines and frameworks for their own use, in the spirit of autonomy. This has the advantage of giving the school some ownership of the evaluation processes and ensuring that all aspects are carefully considered by the school. It has the disadvantage that schools have little expertise in devising evaluation instruments and none in the area of lesson observation and evaluation. The use of internally devised instruments is in principle appropriate for developmental evaluation. In terms of career progression, however, there is a case for using a national framework and standard procedures. The Ministry has sought to effect a compromise, giving local flexibility within a national framework.

The lack of pedagogical leadership

Teacher evaluation of a kind can be – and is being - introduced by prescribing the mechanisms and methods by which it should be carried out, relying on the school director, school and pedagogical councils to implement the regulations. But without real and recognised pedagogical leadership which uses the evaluation process developmentally, it is likely to retain its image as a bureaucratic device aimed at limiting the number of teachers who reach higher ranks of the salary scale. School leadership and management arrangements are therefore crucially important to the implementation of central regulations, especially the introduction of such far-reaching policies as teacher evaluation.

It has become apparent to us that although the newly established school directors, as chairs of the Pedagogic Councils, will be expected to exercise or exert pedagogical leadership of the school and take

ultimate professional responsibility for the quality of education provided by the school, there is no tradition of the directors, or presidents of the past, assuming this role.[1] The result is that schools tend to be administered rather than led. They are more like collectives of highly autonomous teachers who function independently, especially in second and third cycle basic schools and secondary schools, within an organisation which provides the necessary facilities, resources and non-teaching support. The policy developments involving the creation of more representative School Councils, the appointment of school directors on merit and the gradual devolution of responsibilities to regions, local authorities and increasingly to some schools, require effective leadership at school level if they are to improve the quality of schools and outcomes for learners. We see the new arrangements as an important step towards instilling and empowering leadership in schools, but feel that the lack of leadership experience in the system suggests that firmer structures, reward systems and training will be needed before it becomes operationally effective in schools at large.

The aim of strengthening the leadership role of the school director is to identify, clearly and unequivocally, the main person responsible for consolidating the School Council's formal authority by being 'the last' (or first?) 'link in the chain of educational administration, in order to assume *responsibility and public accountability for the management of various resources at the disposal of the school.*' (Castro Ramos, 2009). This concern with professional and technical quality is not new. However, the system recently introduced has *'an added dimension which values and emphasizes the responsibility of public service, the participation and involvement of head teachers in school life, namely teacher performance evaluation'* (Castro Ramos, 2009).

The lack of a school leadership culture in Portuguese schools means that policy directives issued from the centre are interpreted and managed locally by school committees, without the benefit or catalyst of recognised leadership. The Country Background Report (Castro Ramos, 2009) identified the tensions which arose when an executive council president elected by peers *'vacillated in the position they took, sometimes siding with teachers against the school administration and sometimes assuming the role of representative of the administration against the teachers, but rarely as a manager. This still happens today...'* With some exceptions, we encountered less than wholehearted engagement by school directors in the new teacher evaluation arrangements. And it is indicative that the best and most constructive experiences of teacher evaluation we came across in the school visits we undertook were associated with more determined and far-sighted school directors.

The move to School Councils and new arrangements for electing school directors on merit are an important first step in establishing leadership culture and expectations. The next challenge will be to embed the expectation that directors will assume pedagogical leadership, take responsibility for and be accountable to the School Council for the performance as well as the conduct of the school. We see instilling such leadership as central to establishing professional learning communities and authentic teacher evaluation in schools. At the time of our visit, School Councils were *interim* and schools were on the threshold of appointing their 'new' school directors. The newly-formed school, pedagogical and administrative councils were chaired at the time of our visit by acting presidents (teachers).

The lack of 'open door' climate

To be effective, evaluation for professional development requires a culture in which there is developmental classroom observation, professional feedback, peer discussion and coaching opportunities. It is also helpful to have a strong element of reciprocity in the evaluation processes. This requires an 'open-door' climate of willingness to share classroom practice which is virtually unknown in the Portuguese education system, especially at the upper educational levels. Each teacher is an island, who – in common with teachers in some other democracies in Europe and beyond – share a characteristic which can be described perhaps as 'professional sovereignty'. By this we mean that the teacher has exclusive and unaccountable control over what takes place in this domain. The teacher's professional authority stems from two roots: his or her qualifications, and tenure - which may be hard won but once attained provide a

secure and largely unexamined job for the teacher's working life. This is untenable if educational standards are to improve.

TALIS results confirm this reality. In Portugal, as illustrated in Figures 5 and 6 of Appendix 5, direct appraisal of classroom teaching received relatively little emphasis in assessing teaching and teachers' work (20th country among 23 TALIS countries according to teachers' perceptions, see Appendix 4). Similarly, in 2003, 5% of Portuguese 15-year-olds were enrolled in schools where school directors reported that they had made classroom observations in the preceding year (the lowest figure among OECD countries, against an OECD country mean of 60%) (Pont *et al.*, 2008).

It is a significant strength of the current teacher performance evaluation system that it provides a means by which the practice of teachers is exposed to daylight. The opening up of classroom practice to constructive professional scrutiny can only improve practice. This is resisted by some groups, although most individual teachers claim not to be against evaluation. Some of the groups we met have represented to us that schools are democracies, with teachers free to work in the way they choose but in close and equitable co-operation. It appears to us that this stance is self-serving and offers little benefit to students, parents or the community. Although the quality of initial and further teacher training has improved in recent years and the assessment of prospective teachers made more rigorous, the qualifications held by a teacher on entry into the profession are not a reliable predictor of ongoing pedagogical effectiveness. This adds to the importance of a periodic evaluation of teacher effectiveness.

The tension between the improvement and accountability functions

We have considered carefully the tension that can exist between evaluation for improvement (developmental evaluation) and evaluation for career progression (as part of performance management) which, in Portugal, the teacher evaluation model seeks to achieve concurrently. The former is, as we have argued and as the Ministry recognises, crucially important to improve the quality of teaching and learning. The performance management element is also important, as it is central to managing career progression.

Combining both the improvement and career progression functions into a single teacher evaluation process raises difficult challenges. When the evaluation is oriented towards the improvement of practice within schools (developmental evaluation), teachers are typically open to reveal their weaknesses, in the expectation that conveying that information will lead to more effective decisions on developmental needs and training. However, when teachers are confronted with potential consequences of evaluation on their career and salary, the inclination to reveal weak aspects of performance is reduced, *i.e.* the improvement function is jeopardised. Using the same evaluation process for both purposes undermines the usefulness of some instruments (such as self-evaluation), and creates an additional burden on evaluators as their decisions have somewhat conflicting consequences (tension between improving performance by identifying weaknesses and limiting career progression, if the evaluation prevent teachers from advancing in their career, to mention the most evident tension). In practice, countries rarely use a pure form of teacher evaluation model but rather a unique combination that integrates multiple purposes and methodologies (Stronge and Tucker, 2003).

These risks are compounded in the Portuguese context of lack of maturity of teacher evaluation. For example, evaluation is not ingrained in the school culture, evaluatees and evaluators have little experience, and evaluators have not had their legitimacy recognised. In addition the accountability component of the model provides for consequences at the national level (as there is a single career structure) while the evaluation process is internal to the school and conducted by evaluatees' peers.

Dominance of career progression over improvement aspects

In the furore about teacher evaluation in Portugal, the developmental opportunities of evaluation have been dominated by the issues related to career progression. Teacher evaluation is, it appears, something to be applied to those teachers in particular categories or at particular points in their careers rather than being

mainstreamed into the work of the school. Evidence from other systems shows the power of developmental peer observation of lessons with clear foci and effective feedback in making a strong contribution to notching up the quality of instruction.

In some way the system is trying to achieve improvement through accountability which causes tensions. An emphasis on accountability may in some instances lead teachers to feel insecure or fearful and reduce their appreciation of their work (OECD, 2009). By contrast, teachers and their unions expect opportunities of social recognition of their work and opportunities for professional growth through the development of a formative system of teacher evaluation (Avalos and Assael, 2006).

Narrow resources in some instances

Some of those interviewed raised concerns about the lack of resources for aspects of the teacher evaluation process, particularly the time needed for development work, observational evaluation and feedback. In some schools, at least, the work required has significantly exceeded the extra hours allowed for it. This occurred, for instance, in the process of developing the standardised forms to record teacher performance with the specification of the criteria and indicators to be used, especially as a result of the little experience of schools in these areas and the limited guidance from educational authorities.

Limited articulation with school evaluation

At the present moment, the only link between the external evaluation of schools and teacher evaluation consists of the impact the results of school evaluation have on the size of the quotas of high performing teachers allowed in each school. We believe such link should be considerably strengthened. School evaluation, both external and self-evaluation, typically includes in most countries the monitoring of the effectiveness of the quality of teaching and learning at the school, including the internal processes of quality assurance. Inevitably this intersects with the evaluation of individual teachers and a clear articulation between school evaluation and teacher evaluation needs to be established.

The need to develop expertise on the effectiveness of teacher evaluation policies and practices

Systems of teacher evaluation have a lot to benefit from worldwide evidence on best policies and practices. It is also important to monitor the implementation of teacher evaluation policy, understand the difficulties faced and the settings which facilitate implementation. This allows the development of adjustments which will progressively lead to the improvement of practices with due consideration for the context faced in Portuguese schools. For these reasons, the creation of the Scientific Council for Teacher Evaluation (CCAP) is an excellent initiative. The expertise brought together by the mix of renowned researchers and established practitioners is a good basis to monitor the implementation of the teacher evaluation model and provide recommendations for its improvement.

At the moment, we also believe that the role of the Inspectorate (IGE), which ought to be a source of national expertise in all aspects of school and pedagogical evaluation, does not contribute to the extent it should to the delivery of the teacher evaluation model. We see much potential for the Inspectorate to disseminate good practice on teacher evaluation across the school system. In addition, there is certainly more room for the Inspectorate to expand its activities in collecting evidence of the quality of teaching and learning in the schools it inspects, so it is in a good position to validate internal processes for the evaluation of teachers.

3.2 Evaluation procedures

The centrality of classroom observation

The Review Team considers that teaching practices and evidence of learning are the most relevant sources of information about professional performance. Therefore, the pivotal role given to classroom

observation in the teacher evaluation model is appropriate. Beyond the issue of the minimum number of observations (3 in the original system, 2 in the revised version), we consider that the development of reasonable and reliable observation instruments and the training of evaluators is an essential task. Although the number of teachers who had requested classroom observation was very small in the schools we visited, and further considering that most of the scheduled observations had not been carried out at the time of the visit, we heard concerns from teachers and evaluators about the difficulties of handling those observations, considering the many aspects that were expected to be assessed.

Classroom observations are the most common source of evidence used in OECD countries, whether American (*e.g.* Canada, Chile, United States), European (*e.g.* Denmark, France, Ireland, Spain) or Asian-Pacific (*e.g.* Australia, Japan, Korea). This process shows whether the teacher adopts adequate practices in his more usual workplace: the classroom (Isoré, 2009; UNESCO, 2007).

The importance of self reflection

The Review Team also endorses the key role of self-evaluation. The perspective of the teacher being evaluated is essential, because it allows evaluatees to express their own views about their performance, and reflect on the personal, organisational and institutional factors that had an impact on their teaching. Currently, the self-evaluation form requires each teacher to rate herself on a number of dimensions of teaching and other functions within the school (see Appendix 6). Teachers are expected to offer explanations and support for their rating. As such, the current instrument is a combination of self-rating and brief documentation of teaching practices. This latter aspect is usually addressed in a more systematic way through professional portfolios, in which teachers organise examples, documentations, explanations and reflections regarding their teaching experience.

Multiple sources of evidence and multiple evaluators

The teacher evaluation model is comprehensive, includes most domains of teacher performance, a wide range of sources of data, provides for more than one evaluator and has a peer-review element. As explained in Isoré (2009), gathering multiple sources of evidence about teacher practice meets the need for accuracy and fairness of the evaluation process, taking into account the complexity of what a 'good' teacher should know and be able to do (Danielson, 1996, 2007; Peterson, 2000). Also, the participation of multiple evaluators is often seen as a key to successful practices; at least more than one person should be involved in judging teacher quality and performance (Peterson, 2000; Stronge and Tucker, 2003). Danielson and McGreal (2000) explain that the '360-degree evaluation systems', which incorporate the participation of many kinds of evaluators, support the idea that a teacher's competence may be seen from several different perspectives and that it should be exemplary (or at least adequate) from all those different angles. The case for involving more than one evaluator strengthens with high stakes evaluation, that is to say evaluation for career progression rather than for developmental feedback.

The functional performance component

The work of a teacher involves considerably more than the pedagogical activities associated with student learning. It is therefore a positive feature that the current model provides for a component to assess the functional performance of the teacher within the school. This recognises the fact that the demands on schools and teachers are becoming more complex and teachers have their areas of responsibility broadened. Some examples are: working and planning in teams; projects between schools, and international co-operation; management and shared leadership; providing professional advice to parents; building community partnerships for learning; and participation in in-service training (OECD, 2005).

A markedly ambitious approach

The Portuguese teacher evaluation model involves the use of a wide array of instruments, including self-evaluation, classroom observation, interviews, student results and standardised forms to record teacher

performance. Most of these instruments have to be adapted at the school level. This is an ambitious model, as it attempts to tap all areas of the functioning of a teacher. Most of the school staff we interviewed consider the system demanding and difficult to implement. The Review Team heard many complaints about the lack of local expertise and support to undertake this task. Some schools do not have local capacities to develop or adopt instruments. This leads to complex or less reliable implementation, negative experiences and negative school climate. Partially, the difficulties could be attributed to the fact that the system is in its early stages, and Portugal does not have a well established evaluation culture in the teaching profession. Given the lack of maturity with teacher evaluation and the limited expertise in the area, the teacher evaluation model might be deemed as markedly ambitious.

However, while the multiplication of instruments and evaluators is more likely to provide a solid basis to evaluate teachers, limited resources make trade-offs inevitable. As explained in Isoré (2009), comprehensive teacher evaluation procedures imply greater direct and indirect costs at every stage of the process: reaching agreements on the design of the system requires time for discussions and consultations with all stakeholders (Avalos and Assael, 2006); training evaluators is expensive and requires time (Danielson, 1996, 2007); conducting evaluation processes induces additional workload for both teachers and evaluators, unless offsetting is made by reducing workload with other responsibilities (Heneman *et al.*, 2006); and aligning broader school reforms such as professional development opportunities requires more educational resources (Heneman *et al.*, 2007; Margo *et al.*, 2008).

The challenges of adapting standards and evaluation criteria at the school level

The essential basis for good practice in evaluation is the existence of clear criteria which are consistently applied by competent (trained and experienced) evaluators. This requires the development of explicit guidelines about what is expected from professional practice. The Portuguese teacher evaluation model defines four key assessment domains (see Section 2.3), as a basis for schools to develop their assessment instruments and standardised forms to record teacher performance (see Appendix 6). The preparation of the latter proved a challenging task for schools due to the newness of the process, their lack of experience and some lack of clarity in the legal formulation of the procedures to be adopted. For various reasons, particularly the quest for rigour and objectivity, some schools multiplied the number of items and sub-items making the forms and the process of building them more complex, while the monitoring and guidance of the process by the administration proved to be insufficient. The consequence was also that the process required a lot of time and energy from teachers and school leaders, causing a general sense of excessive workload and bureaucracy (Castro Ramos, 2009).

The Scientific Council for Teacher Evaluation (CCAP) has cautioned about the diverse interpretations that this framework allows, which is producing some confusion in schools about what is really expected from teachers: "some schools may be perplexed by the difficulty of distinguishing what is essential in this process and that the central function of the school as a learning institution and the professional role of teachers is promoting students' learning". These difficulties prompted a recommendation from the Council to simplify the set of criteria and provide clearer instructions to the schools. In its document titled "Guiding Principles on Organizing the Process of Teacher Performance Evaluation" (CCAP, 2008a), the Council recommends a regrouping of the key dimensions for assessment as follows:

> *A. Professional, social and ethical dimension (transversal dimension)*
> *B. Teaching and learning development dimension*
>   Domain 1: Attendance and fulfilment of teaching duties
>   Domain 2: Preparation and organisation of teaching activities
>   Domain 3: Teaching activities
>   Domain 4: Pedagogical relationship with students
>   Domain 5: Evaluation of student learning
>   Domain 6: Evolution of student outcomes, taking account of socio-educational context
> *C. School participation and relationship with the community dimension*
>   Domain 7: Prevention and reduction in dropout rates, taking account of socio-educational context

Domain 8: Participation in the school
Domain 9: Participation in educational guidance structures and in the school management bodies
Domain 10: Relationship with the community
Domain 11: Development of projects in research, development and educational innovation
D. Lifelong Professional development dimension
Domain 12: Ongoing training and professional development

The Review Team agrees that this framework is a good starting point, but it still does not fully address the need for a clear set of criteria which help the evaluator to assess what good performance is. It follows that the domains need to be further specified, with definitions, indicators and perhaps examples which help the evaluator judge the standard and effectiveness of performance. These specifications are critical for internal evaluation systems that are expected to translate or adapt these criteria into the evaluation instruments.

Once national criteria are more fully specified and hierarchically organised, schools will face less difficulty in distinguishing essential from less relevant information. The Review Team observed that in those schools where teacher evaluation was more advanced, very diverse approaches were seen regarding the gathering and combination of information. In some cases, schools preferred a more "objective" system, combining information and results that were easier to gather (and to combine), whereas in other cases, a more qualitative approach was prevalent. These observations reveal the lack of clear guidelines regarding the relative importance of different dimensions and domains of teaching. The main risk is the lack of comparability if schools have too diverse interpretations about the meaning and relative importance of different aspects of teaching.

3.3 Competencies to assess and to use feedback

The issue of the legitimacy of evaluators

There is widespread concern about the competence of some senior teachers who were identified as evaluators, particularly if they are not as well qualified as those they are evaluating or if they do not share the same subject expertise, particularly in secondary education. Senior teachers, however, were appointed through due competitive process and are in place (see Section 2.2.2). Still, the initial competition to assign the first senior teacher posts was severely criticised by most teachers and teacher unions. Selection criteria were considered unjust. For instance, one of the criteria was pedagogical supervision duties and functions, but only within the last seven years of the career. This excluded many experienced teachers who had performed these functions earlier in their careers.[2] Another point of contention results from the fact that senior teacher posts are filled at the school level. The implication is that obtaining a senior teacher post might prove more difficult in one school than another, leading to divergent standards across schools. As a result, it became clear to the Review Team that time and again evaluatees did not recognise legitimacy to evaluators. Although the current established procedure to become a senior teacher is more adequate (see Section 2.2.2) since, for instance, it includes evaluation skills as a selection criterion, it is evident that the process to choose the first senior teachers has had some negative repercussions in the implementation of the teacher evaluation model.

Moreover, some newly appointed senior teachers expressed their lack of motivation, competences and preparation to carry out evaluation, claiming in some cases that they were not aware of the fact that becoming a senior teacher would lead to responsibilities as evaluator. The Review Team met examples of evaluators who, in the first place, did not come forward for scientific-pedagogical evaluation themselves often because they did not agree with the teacher evaluation model, yet they still needed to assume their responsibilities as evaluators. Hence, against what would be good practice, evaluators do not have the experience of being evaluated.

Teachers also often expressed uneasiness to be evaluated by a senior teacher of a different subject than their own. We are not convinced there is necessarily any correlation between formal qualifications and the ability to evaluate the effectiveness of pedagogy. It is an open question as to whether the evaluator must be expert in the same specialism, particularly if evaluation focuses on the effectiveness of teaching in promoting learning. Allowing access to a specialist evaluator from a different school, as is now granted by the teacher evaluation model, provides one way of resolving this issue, although at extra expense.

Limited training for evaluators

The main initiative to prepare the actors involved in teacher evaluation was the design by the Ministry (through DGRHE) of a short training programme to provide the basics of the teacher evaluation model. The programme was divided into two distinct and complementary phases: the training of trainers nominated by CFAE (Schools Association Training Centres) (25 hours) and the training of a range of actors by the trainers at the CFAEs. Programmes were targeted at school directors and members of school management (15 hours), members of commissions for the co-ordination of performance evaluation (15 hours), evaluators (22.5 hours), and teachers being evaluated (about 15 hours) and was mostly organised over the Summer 2008, when the model was already being implemented. The focus of the training was the interpretation of the legal framework but it also included theoretical frameworks for teacher evaluation, and the reflection and analysis of professional practices, with the aim of orienting teacher performance evaluation towards personal, professional and organisational development.

By all accounts, training has been cursory and technical, focused on applying the evaluation requirements, procedures and instruments but giving no practice in the process of classroom evaluation. Training providers are mainly more positive about the quality of training than teachers who have undertaken it. Within schools, there is considerable consensus that the training offer was insufficient and not effective. Courses were designed late in the process (early 2008), trainers had little time to prepare and acquire a complete understanding of evaluation methodology and techniques, and the scope of the training was limited. The main criticism concerned the predominant focus on the interpretation of the norms and the sketchy coverage of the actual preparation of evaluation instruments and the application of evaluation procedures. There is considerable evidence that it has done little to help evaluators to judge practice and nothing to put them in the position of being evaluated, without which experience their role is very one-sided.

Little expertise of school leaders in evaluation

There is no specific initial education to train school leaders or managers in Portugal, nor does the specific career of school leader exist. Most of those currently responsible for schools developed competencies on the job. Others have undertaken specialised training in school administration while in the post (postgraduate courses in higher education institutions or training accredited by the Scientific and Pedagogical Council for Continuous Training). There are also some initiatives in the area of continuing education such as technical courses for school administrators offered by the Ministry of Education since 2004 on areas such as 'Tools for the Management of Human Resources" and "Self-evaluation of Schools".

Specialised training typically includes skills in supervision and evaluation of staff with the view to improving the quality of educational activities. However, as discussed earlier, due to the limited attention paid to specific pedagogical evaluation and management skills, the profile as a whole seems not yet sufficient to prepare school directors adequately for their new role as educational and human resource managers with a prominent role in school (self-) evaluation, school improvement, teacher performance evaluation and teacher career development.

It is interesting to note that the results of school evaluations carried out by the Inspectorate reveal that "Vision and strategy" is, on average across evaluated schools, the weakest among the four aspects assessed within the leadership domain (the other being "Motivation and engagement", "Openness to innovation" and "Partnerships, protocols and projects"). Not surprisingly, the same school evaluations reveal that,

within the domain "Delivery of educational service", "Supervision of teaching in the classroom" is identified as the greatest limitation (against the other three aspects, "Articulation and sequentiality", "Differentiation and support" and "Coverage of the curriculum and appreciation of learning") (IGE, 2009).

Little preparation for teachers

As discussed earlier, the culture of evaluation among Portuguese teachers is incipient. Few opportunities exist for reflection and the sharing of practices. These mostly occur in the context of the different legally established meetings (quarterly evaluation of school outcomes, planning and coordination of programmes and activities in the curricular departments) or within the context of self-evaluation processes and the external evaluation of schools. We found far less evidence of group reflection on professional practices or on the effectiveness of pedagogical practice. Formal evaluation, pedagogical guidance and supervision merely take place in the context of initial and in-service training.

Specific training programmes on teacher evaluation administered by the Training Centres (CFAE) were also proposed to teachers to assist them with their evaluation. Under the heading "The practice of evaluation in professional performance", three modules were developed: (1) Analysis of and reflection on the normative framework (2.5 hours); (2) Concept of professional development and professional competencies (5 hours); and (3) Self-evaluation (7.5 hours). The focus was placed on the clarification of the procedures to be followed and the actions that are expected of teachers in terms of setting objectives, collecting evidence of practice, and conducting a self-evaluation. Far less attention was paid to aspects like shared responsibility for the quality of teaching and student results, common understanding of the indicators that make up good teaching, and how to use feedback effectively. Also, encouragement for mutual classroom observation, purely for improvement purposes, is not part of the training. It should also be noted that a very small proportion of teachers with no evaluation responsibilities took this training.

3.4 Using evaluation results

Evaluation with a view to improve practice and reward performance

Appropriately teacher evaluation is intended to identify areas of improvement for individual teachers, and lead to the preparation of individual improvement plans (including professional development) which take into account the overall school development plan. Without a link to professional development opportunities, the evaluation process is not sufficient to improve teacher performance, and as a result, often become a meaningless exercise that encounters mistrust – or at best apathy – on the part of teachers being evaluated (Danielson, 2001; Milanowski and Kimball, 2003; Margo *et al.* 2008).[3] Such link is part of the current framework for teacher evaluation in Portugal even if, given its stage of implementation, there is no experience yet to assess how well it will work in practice. The school is being provided with autonomy to determine how teacher evaluation results will feed into its teacher professional and school development plans. School pedagogical leadership will play the key role in ensuring the effectiveness of such link (*Pont et al.*, 2008). Another key element will be the resources to become available for professional and school development.

Evaluation of teacher performance can also be used as a basis for recognition and celebration of a teacher's work. It provides opportunities to recognise and reward teaching competence and performance, which is essential to retain effective teachers in schools as well as to make teaching an attractive career choice (OECD, 2005). Hence, as said earlier, the principle of career advancement on merit seems to us to be entirely appropriate. Most countries do not directly link teacher evaluation results with teacher pay but, instead, to career progression (therefore establishing an indirect link with salaries). An example is England where teachers who meet the standards for "Post Threshold, Excellent and Advanced Skills Teachers" also access the higher pay scale (TDA, 2007a).

However, it needs to be kept in mind that the issues surrounding developing a closer relationship between teacher performance and reward are controversial in all countries; and research in this field is difficult and has produced mixed results.[4] There seems to be agreement that the design and implementation of performance-based rewards are crucial to their success. As explained in Harvey-Beavis (2003), there is a wide consensus that previous attempts at introducing performance-based reward programmes have been poorly designed and implemented (Mohrman *et al.* 1996; Ramirez, 2001). Problems in developing fair and reliable indicators, and the training of evaluators to fairly apply these indicators have undermined attempts to implement programmes (Storey, 2000). One problem identified is poor goal clarity because of a large number of criteria, which restricts teachers' understanding of the programme and makes implementation difficult (Richardson, 1999). Explanations of how, and on what criteria, teachers are assessed may be difficult to articulate. When this occurs, it is almost impossible to give constructive feedback and maintain teacher support for the programme (Chamberlin *et al.*, 2002).

The tension between school-level evaluation and national-level consequences

Since the teaching career, salary scales and competitions for permanent posts are defined at the national level, consequences of the school-based teacher evaluation model go clearly beyond the school. These include progression within the career, chances in competing for a tenured post in another school (*e.g.* when a tenured teacher wants to move to another school), chances in competing for a tenured post for contract teachers, or access to the senior teacher rank.

Local interpretation of central government guidelines, as reference standards and evaluation criteria are defined at the school level, risks a lack of consistency and equity in career-progression evaluation. There is a clear tension between school-level standards for teacher evaluation and national-level consequences of teacher evaluation. We believe that there is a lack of mechanisms to ensure the consistency of standards and criteria for career-progression evaluation, without which the system is bound to produce unjust results, as many teachers already fear. Our view is that evaluation for career progression may not be effectively handled within an entirely internal evaluation system. There is a need for a minimum national core of evaluation items and criteria to be used across schools.

The role of the quotas

The system whereby each school is granted a quota of teachers who can be awarded the *very good* or *excellent* outcomes finds no favour with the schools and the teachers. It also runs counter to a criterion-referenced evaluation. The only plausible argument to defend it, especially in systems with an incipient culture and tradition of evaluation models such as the Portuguese, is to preclude a situation whereby most teachers end up being rated as *very good* or *excellent*, in which case the model loses its purpose.

There is a certain logic, however, in linking the parameters for teacher effectiveness to the external assessment of school effectiveness, undertaken by the Inspectorate, in a culture in which teachers proclaim collective responsibility for the school. Teachers say that allowance should be made for a school's circumstances and the degree of challenge it faces. We presume that the Inspectorate takes such matters into account when setting the quotas.

NOTES

1   According to TALIS results, in Portugal school directors undertake less direct supervision of instruction than the average. Interestingly, TALIS results also reveal that in Portugal the school leadership style of framing and communicating school goals was significantly and positively related to teachers' reported self-efficacy (OECD, 2009).

2   This also relates to the fact that, via the previous process of election by peers, certain positions of responsibility such as department co-ordinators were taken by inexperienced teachers.

3   As illustrated in Figure 4 of Appendix 5, TALIS results reveal that in Portugal, prior to the introduction of the current teacher evaluation model, teacher appraisal and feedback had an impact below the TALIS average for each aspect of teaching considered in the analysis.

4   See Harvey-Beavis (2003) for a review of this literature.

4: POINTERS FOR FUTURE POLICY DEVELOPMENT

Consolidate the reform: hold a steady course, accommodate concerns and difficulties, and make the necessary adjustments

There are, without doubt, many teachers in Portugal, who fulfil their roles with integrity and professionalism, seeking always to find the most effective ways of instructing and of supporting the learning of their students. There is also evidence, not least from students and parents, that the teaching profession has some members who are ineffective, who cannot maintain a purposeful and calm learning environment and whose approach to teaching, for example, can rely heavily on regurgitation, with little digestion, of the material from their undergraduate studies. The autonomy of teachers in Portugal is not consistent with the usual concept of autonomy within a public service. In this ideal, autonomy – which means the delegation of responsibility and the powers and resources need to exercise this autonomy, is properly balanced by accountability for the quality of the service provided. At present there is no way of knowing the quality of pedagogy in Portugal since the effectiveness of classroom practice remains unexamined. Portugal's performance in international comparisons of student outcomes suggests that much can be done to improve the effectiveness of teaching and learning, since the country does not suffer from teacher shortages or other significant inadequacies of infrastructure.

Authentic teacher evaluation, by which we mean that which comes to an accurate appraisal of the effectiveness of teaching, its strengths and areas for development, followed by feedback, coaching, support and opportunities for professional development, is central to establishing a high performing education system. It is also essential to celebrate, recognise and reward the work of teachers. Promoting teacher evaluation is clearly in the national interest as well as serving students and their families and communities. The national policies for teacher evaluation seek to achieve this and should hold a steady course, accommodating well-founded concerns, recognising well-substantiated implementation difficulties and making the adjustments necessary so teacher evaluation becomes a meaningful and valuable exercise in schools. Our advice to those steering the policy ship would be: hold to your course and speed, fine-tune the cargo and gain support from the teaching profession.

The biggest need is to embed evaluation as an ongoing and indispensable part of professionalism. Students and their progress are subject to it all the time. There is no ethical or moral principle which excludes teachers. But evaluation against objectives, standards and benchmarks should not focus solely on mainstream teachers but include equally heads of department, senior teachers and school directors.

Balance the improvement and accountability functions and place school-level teacher evaluation in the broader school system context

The current teacher evaluation model aims to achieve both improvement and accountability (career progression) purposes through a single process mostly internal to the school. As discussed, earlier, it is important to carefully address the tension between evaluation for improvement and evaluation for career progression and develop their complementarity within an articulated framework. In addition, given the tension between school-level evaluation and national-level consequences, it is also important to place teacher evaluation in the broader school system context. As explained in OECD (2005),

> "Ongoing, informal evaluation directed at teacher improvement must be distinguished from the evaluation needed at key stages in the teaching career, such as when moving from probationary

status to established teacher, or when applying for promotion. Such evaluations, which are more summative in nature, need to have a stronger external component and more formal processes, as well as avenues for appeal for teachers who feel they have not been treated fairly."

In order to resolve these tensions, the Review Team proposes the following approach:

- Strengthen teacher evaluation for improvement with the introduction of a component predominantly dedicated to developmental evaluation, fully internal to the school, for which the school director would be held accountable, to be used for internal performance management, and to provide an assessment (only) of a qualitative nature to inform professional development plans.

- Lighten the current model for use as predominantly career-progression teacher evaluation, mostly internal to the school but with an external element, based on common national-level criteria across schools, and with consequences for career advancement.

- Ensure links between developmental evaluation and career-progression evaluation.

- Ensure appropriate articulation between school and teacher evaluation.

Table 1 summarises the proposed approach. The detailed suggestions and the associated arguments are provided below.

Strengthen evaluation for improvement with the introduction of a component predominantly dedicated to developmental evaluation

There needs to be a stronger emphasis on teacher evaluation for improvement purposes (*i.e.* developmental evaluation). Given that there are risks that the improvement function is hampered by the current model (as a result of its concurrent accountability purpose), we propose that a component predominantly dedicated to developmental evaluation, fully internal to the school, be created. This component comes in the spirit of school autonomy, the new pedagogical responsibilities for school directors, and the need to reinforce performance management within schools.

This development evaluation would have as its main purpose the continuous improvement of teaching practices in the school. It would be an internal process covering both the pedagogical and functional performance of teachers and would be carried out by line managers (*e.g.* department co-ordinators), senior peers, and the school director (or members of the management group). The reference standards would be the profile of competences for teachers at the national level but with school-based indicators and criteria. This evaluation should also take account of the school objectives and activity plan. The main outcome would be feedback on teaching performance as well as on the overall contribution to the school which would lead to a purely qualitative assessment (*i.e.* with no quantitative rating associated) and a plan for professional development, both to be kept on the teacher's school record. The teacher appraisal could also be used for human resource management with, for instance, the potential re-assignment of tasks within the school by the school director.

While there would need to be a certain degree of formality, it would not need to be a heavy bureaucratic process. It can be low-key and low-cost, and include self-evaluation, peer evaluation, classroom observation, and structured conversations and regular feedback by the school director and experienced peers. It could be organised once a year for each teacher, or less frequently depending on the previous assessment by the teacher. The key aspect is that it should result on a meaningful report with recommendations for professional development and would complement ongoing informal professional support throughout the year.

Table 1. A framework for school and teacher evaluation in Portugal

Evaluation	Purpose	Evaluatee	Nature of evaluation	Reference standards and criteria
School evaluation				
External school evaluation	(1) To monitor the effectiveness of the school including the quality of teaching and learning; inform educational authorities, the School Council, parents and community. (2) To identify challenges faced by the school and provide recommendations and support for improvement.	School; School Council; and School Director	**External**, covering all aspects of school activities	Objectives of school system, with national-level indicators and standards, with account of school context
School self-evaluation	(1) To inform the School Council about quality and standards of school and monitor progress of the implementation of the school plan. (2) To inform the school improvement and developmental plan. (3) To provide information for the external evaluation of the school.	All members of the school community	**Internal**, covering all aspects of school activities	Objectives of school system; School development plan, internal regulations, annual activity plan
Articulation between school and teacher evaluation				
School evaluation (both self- and external evaluation) to include an assessment of school internal mechanisms to assess the quality of teachers and teaching. In particular the external evaluation of a school should include an assessment of the school's teacher developmental evaluation procedures, provide recommendations for improvement and hold the school director accountable if such procedures are deemed inadequate. Another articulation consists of linking the size of the quota for *excellent* and *very good* teachers to the assessment rating of the school.				
Teacher evaluation				
Developmental evaluation	Continuous improvement of teaching practices	Individual teacher (all teachers)	**Internal**, covering both pedagogical and functional performance	Profile of competences for teachers with school-based indicators and standards; school plan and internal regulations
Career-progression evaluation (for tenured teachers)	Career progression with input into teacher development plan	Individual tenured teachers (permanent staff)	**Internal with external component**; covering both pedagogical and functional performance	Profile of competences for teachers with national-level indicators and standards, with account of school context
Career-progression evaluation (for contract teachers)	Same as above	Individual contract teachers	Same as above	Same as above

Table 1. A framework for school and teacher evaluation in Portugal (continued)

Evaluation	Instruments	Evaluators	Frequency	Consequences
School evaluation				
External school evaluation	School self-evaluation; Indicators of performance; school visit; interviews	Inspectorate	Initial three-year cycle then proportionate thereafter (*i.e.* frequency depends on previous assessment rating)	(1) Feedback on the range of domains of school functioning, including internal assessment of teaching and learning, and recommendations for improvement; (2) Size of the quotas for *excellent* and *very good* teachers; (3) Other potential group rewards or support
School self-evaluation	Self-assessments by heads of department; interviews; Surveys of parents and learners; analysis of performance data, including teacher evaluations	School director, members of management group, heads of department, teachers	Updated once a year	(1) Feed into school improvement and developmental plan; (2) feed into school external evaluation; (3) adjustments to be decided by the School Council, including potential consequences for school director
Articulation between school and teacher evaluation				

School evaluation (both self- and external evaluation) to include an assessment of school internal mechanisms to assess the quality of teachers and teaching. In particular the external evaluation of a school should include an assessment of the school's teacher developmental evaluation procedures, provide recommendations for improvement and hold the school director accountable if such procedures are deemed inadequate. Another articulation consists of linking the size of the quota for *excellent* and *very good* teachers to the assessment rating of the school.

Evaluation	Instruments	Evaluators	Frequency	Consequences
Teacher evaluation				
Developmental evaluation	Self-evaluation, classroom observation, interviews	Line managers (*e.g.* co-ordinators); peers; school director	Once a year or less frequent depending on previous assessment	(1) Feedback on teaching performance as well as on the overall contribution to school and professional development plan; (2) potential re-assignment of tasks within school by school director; (3) qualitative assessment (*i.e.* no rating) to inform career-progression evaluation
Career-progression evaluation (for tenured teachers)	Self-evaluation, portfolio including non-pedagogical activities, classroom observation, interviews	School director and accredited external evaluator (a teacher from another school with expertise in the same area as the evaluatee)	Depends on the stage of the career: every 2 years in the 4 years which follow the probationary year; every 3 or 4 years thereafter	(1) Advancement in the career: impact on how evaluation period is counted for progression in the scale (along the lines of the current model) [Quotas at the school level would be maintained initially]; (2) potential re-assignment of tasks within the school system; (3) Input into the professional development plan
Career-progression evaluation (for contract teachers)	Same as above	Same as above	At the end of the contract	(1) Contract renewal; (2) 'Points' for application to tenured posts; (3) Input into the professional development plan

A system of internal evaluation respects the professionalism claimed by teachers at large and the integrity of the school or cluster as the organisational unit. Internal evaluation allows the evaluation to be contextualized to the circumstances of the evaluatee and the school in which he or she is working. It provides for immediate feedback and access to school-based and external professional development. Moreover, in the context of our earlier arguments about the importance of school leadership, it is desirable to give to school directors an important tool for managing the teaching personnel and for bolstering their authority in the school. The ultimate objective is to strengthen local evaluation capacities and gradually build a new professional development culture within schools. The expectation is that regular appraisal will be increasingly considered as an integrated, routine part of professional life.

There is always a risk that developmental evaluation, given that no direct links exist with career progression, is not taken seriously enough, especially when an evaluation culture is yet to emerge. For this reason, it will take school directors determination and pedagogical leadership to establish meaningful developmental evaluation within schools. As suggested below, school evaluation should comprise the external validation of the processes in place to organise developmental evaluation, holding the school director accountable as necessary. It should also involve the school council to require annually information from the school director on the steps that have been taken to monitor and improve the quality of teaching and learning during the year.

Lighten the current model for use as predominantly career-progression evaluation

The Review Team considers that evaluation for career-progression can be achieved through the model being currently implemented. It recommends pursuing its implementation with three main adjustments. First, it would seem sensible, given the time needed to develop expertise on teacher evaluation and the current burden placed on school actors, to proceed with some simplifications to the current model. These, in particular, could involve reducing the frequency of career-progression evaluation and simplifying evaluation criteria and instruments (see below). Second, while keeping a predominant internal focus, career-progression evaluation should include an external component. Third, career-progression evaluation should rely on national-level criteria standards and indicators (while accounting for the school context).

Career-progression evaluation has as its purposes holding teachers accountable for their practice, determining advancement in the career, and informing the professional development plan of the teacher. It would be mostly an internal process covering both the pedagogical and functional performance of teachers but with an external element which seeks to ensure the fairness of assessments across schools.[1] The evaluation would be undertaken by the school director (or another member of the management group) together with an accredited external evaluator, typically a teacher from another school with expertise in the same area as the evaluatee. External evaluators would receive specific training for this function and would need to be accredited by the proper organisation (see below). They would also take responsibility for the scientific-pedagogical evaluation possibly assisted by a senior teacher based at the school. The reference standards would be the general profile of competences for teachers with national-level indicators and standards common across all schools. However, it is important to take into account the school context in the assessment, especially for the functional performance evaluation component as it is particularly sensitive to the context faced by the teacher. The main outcome would be the implications for career advancement, along the same lines of the current model, but would also inform the teacher's professional development plan. It is suggested that the frequency depends on the stage of the career. For example, it could occur every two years in the four years which follow the probationary year and every 3 or 4 years thereafter. Evaluation for career progression would not need to coincide with step transitions within the salary scale. As substantiated below, evaluation criteria and instruments could also be simplified.

Box 2 provides a contrast between the conditions to undertake developmental evaluation and the conditions to conduct career-progression evaluation.

Box 2. Conditions to undertake developmental evaluation versus career-progression evaluation

Teacher performance evaluation for improvement purposes is likely to benefit from conditions such as:

- A non-threatening evaluation context.
- A culture of mutually providing and receiving feedback.
- Clear individual and collective objectives with regard to improving teaching within the school.
- Simple evaluation instruments such as self-evaluation forms, classroom observation, and structured interviews.
- A common understanding of what are the indicators of good teaching.
- A sharing of school objectives.
- A supportive pedagogical school leadership.
- Opportunities to enhance competencies.
- Resources and means to improve practice.
- Teacher evaluation integrated in a system of school self-evaluation and quality assurance.

Teacher performance evaluation for career progression is likely to benefit from conditions such as:

- An independent and objective assessment of the teacher's performance.
- National-level standards and criteria across schools.
- Stronger external component and more formal processes (than developmental evaluation)
- Well-established rules regarding the consequences of the evaluation.
- Clear individual objectives with regard to all aspects of a teacher's performance.
- Well-trained, competent evaluators of teaching performance.
- Well trained school directors for assessing teachers' overall functioning and development with regard to the individual objectives agreed upon.
- Possibilities for task differentiation within the school.
- Impact on professional development plan.
- Possibilities for appeal for teachers who feel they have not been treated fairly.

Ensure links between developmental evaluation and career-progression evaluation

Developmental evaluation and evaluation for career progression cannot be disconnected from each other. Designing a sound basis for their interface is of major importance. An immediate link is that career-progression evaluation needs to take into account the qualitative assessments produced through developmental evaluation, including the recommendations made for areas of improvement. This might also include an interaction between the external evaluator and internal evaluators in charge of developmental evaluation. Similarly, results of career-progression assessments can also inform the professional development of individual teachers and provide useful feedback for the improvement of developmental evaluation internal processes. In proposing different procedures for developmental and career-progression evaluation, we would not wish to add to the work of teachers and evaluators, but instead, envisage a rebalancing to make more effective use of the time already spent on evaluation.

Guarantee the appropriate articulation between school and teacher evaluation

Analysis from TALIS (OECD, 2009) suggests that school evaluations can be an essential component of an evaluative framework which can foster and potentially shape teacher appraisal and feedback. Given that the systems of school evaluation and teacher appraisal and feedback have both the objective of maintaining standards and improve student performance, there are likely to be great benefits from the synergies between school evaluation and teacher evaluation. To achieve the greatest impact, the focus of school evaluation should either be linked to or have an effect on the focus of teacher evaluation (OECD, 2009).

This indicates that school evaluation should comprise the monitoring of the quality of teaching and learning and take into account student results. In particular, school evaluation should comprise the external validation of the processes in place to organise developmental evaluation, holding the school director

accountable as necessary. In addition, the results of a school evaluation should have implications for the size of the quotas of *very good* and *excellent* teachers to be granted by career-progression evaluation in a given school, as is currently the case.

Taking forward human resources management is ideally embedded in a system of school quality assurance, where the school strategy and the school self-evaluation results ensure a continuous monitoring and improving of school and teacher quality. In the context of school self-evaluation, the evaluation of teaching quality and the evaluation of the scientific pedagogical performance of individual teachers fit perfectly. The quality of teaching and the learning results of students are predominantly regarded as a responsibility of groups of teachers or of the school as a whole. In this light, school self-evaluation needs also to play emphasis on assessing the appropriateness of mechanisms both for internal developmental evaluation and for following up on the results of career-progression evaluation.[2]

Focus national criteria and standards on key aspects

Re-examine profession-wide standards and reach a shared understanding of what counts as accomplished teaching

A national framework of teaching standards is essential for teacher evaluation. The priority is to have in place a clear and concise statement or profile of what teachers are expected to know and be able to do. A fundamental precondition for the preparation of a profile of teacher competencies is a clear statement of objectives for student learning. Teachers' work and the knowledge and skills that they need to be effective must reflect the student learning objectives that schools are aiming to achieve. There needs to be profession-wide standards and a shared understanding of what counts as accomplished teaching (OECD, 2005).

The professional profiles already developed in Portugal – the general profile for teachers of all educational levels and the specific performance profiles for pre-primary teachers and teachers of the 1st cycle of basic education - provide a good basis for further development. Specific performance profiles need to be developed for teachers of the other educational levels. The further development of professional profiles will necessarily require time. At a later stage, the profiles could also be expanded to express different levels of performance appropriate to beginning teachers, experienced teachers, and those with higher responsibilities. It also needs to be ensured that the professional profiles provide the common basis to organise the key elements of the teaching profession such as initial teacher education, teacher certification (*e.g.* the entry exams), teachers' ongoing professional development, career advancement and, of course, teacher evaluation. A clear, well-structured and widely supported teacher profile can be a powerful mechanism for aligning the various elements involved in developing teachers' knowledge and skills (OECD, 2005) and teacher evaluation should be adapted to take them into account as soon as such profiles are finalised. In this perspective, we endorse the recommendation by the Scientific Council for Teacher Evaluation to promote the elaboration of professional standards characterising the nature, knowledge and requirements for teaching to align the various aspects involved in the teaching profession (CCAP, 2009b).

Develop common national criteria with adaptation to the school level

A fair and reliable teacher evaluation system needs criteria to evaluate teachers relatively to what is considered as 'good' teaching. Teaching competences and responsibilities should be listed in order to build a comprehensive definition of what teachers should know and be able to do in the exercise of their profession. A reference contribution in this area is the Danielson's *Framework for Teaching* (1996, 2007), which is articulated to provide at the same time "a 'road map' to guide novice teachers through their initial classroom experiences, a structure to held experienced professionals become more effective, and a means to focus improvement efforts". The *Framework* groups teachers' responsibilities into four major areas further divided into components:

- *Planning and Preparation*: demonstrating knowledge of content and pedagogy; demonstrating knowledge of students; selecting instructional goals; designing coherent instruction; assessing student learning.

- *The Classroom Environment*: creating an environment of respect and rapport; establishing a culture for learning; managing classroom procedures; managing student behaviour and organising physical space.

- *Instruction*: communicating clearly and accurately; using questioning and discussion techniques; engaging students in learning; providing feedback to students; demonstrating flexibility and responsiveness.

- *Professional Responsibilities*: reflecting on teaching; maintaining accurate records; communicating with families; contributing to the school and community; growing and developing professionally; showing professionalism.

This framework has influenced a large number of teacher evaluation systems around the world. For instance, Chile's four domains and twenty criteria of assessment were largely inspired by the *Framework* (Avalos and Assael, 2006). Another example can be found in the *Professional Standards for Teachers* in England (TDA, 2007b). These standards cover all aspects grouped into 'professional attributes' – including relationships with children and young people, 'professional knowledge and judgment' and 'professional skills'. Moreover, the standards differentiate in several stages from what can be expected of the newly qualified teacher to the standard expected of excellent and advanced skills teachers.

The parameters defined by the Ministry for both the scientific-pedagogical and functional evaluations (see Section 2.3.2 and Appendix 6) overlap considerably with the areas suggested by Danielson's framework and are a good basis to establish criteria for teacher evaluation. We do, however, recommend the following adjustments:

- For developmental evaluation, in addition to the 'parameters', the Ministry could define 'items' and well-articulated criteria to be used across all schools. However, schools should keep the autonomy to further refine such 'items' and criteria, by selecting 'sub-items', indicators for each criterion, and the weighing of each component so their particular context and objectives are contemplated. In our view, this will bring a better balance between the ownership of the process by schools and the need to ensure the comparability of standards across schools, while recognising the still incipient expertise of schools in developing instruments and criteria for teacher evaluation.

- For career-progression evaluation, the Ministry should develop a reduced set of criteria common across schools. Given the national-level consequences of career-progression evaluation, it is important to ensure that all actors have a common understanding of expectations for career progression, that criteria are the same across schools, and that criteria are limited to the core aspects of the teaching profession. The objective is to make career-progression evaluation a non-burdensome process which concentrates on the key aspects and those which can be more objectively measured. In turn, the school context is to be taken into account when the assessment of the teacher is formed against the common national-level criteria.

The development of professional profiles and the subsequent preparation of national standards for teacher performance evaluation will require time and commitment on the part of both the Ministry and the profession as a whole.

Differentiate criteria according to the stage of the career and the type of education

One additional issue that the Review Team recommends to address is the need to differentiate criteria for different stages of the career. This issue is particularly relevant in career progression decisions, but is

also important in evaluation for improvement. Currently the system establishes a common set of criteria for all teachers, regardless of their career situation. However, it is clear that the progression in the career comes with changes in the roles performed. Particularly, it is clear that more experienced teachers are usually appointed to management responsibilities (*e.g.* Department co-ordinators, members of school councils). It seems reasonable to analyse the possibility of adapting criteria to the stages of the career or to change the relative importance of different criteria according to the stage of the career. As an example, in England, new teaching standards were introduced in 2007 to provide a framework for teacher evaluation in accordance with the school broader policies. The link is emphasised between what is expected from a 'good' teacher at each stage of the career on the one hand, and occasions for improvement towards the next career stage on the other hand (TDA, 2007a).

There could also be a case to adapt criteria to: (i) the educational level at which teaching is undertaken (consistent with differentiated teaching profiles); and (ii) the type of education provided as with the teaching of *non-traditional* students (*e.g.* education and training courses, adult education courses, recurrent education).

The differentiation of the criteria according to the stage of the career and the type of education could be considered at a later stage of the implementation of teacher evaluation once the common set of criteria for all teachers is consolidated following a re-examination of profession-wide standards.

Target instruments to assess the key aspects of teaching

Define a range of principles to select instruments

It is desirable to evaluate what is important in teaching and learning, not every bureaucratic obligation of a teacher. This objective should be reflected in the choice of both the evaluation criteria and instruments. The framework and instruments need to focus on what matters, what makes teaching effective. Clearly, instruments also need to be aligned with the criteria for evaluation. The Review Team endorses the general recommendations from the Scientific Council for Teacher Evaluation regarding principles for the construction of evaluation instruments (CCAP, 2008b; see also Annex 5 in Castro Ramos, 2009): selecting necessary and useful information only; ensure the precision, credibility and reliability of the data; respect the principle of transparency; cross-check data coming from different information sources and from the application of different methods; and high degree of professional ethics throughout the whole process.

We recommend that instruments be simplified, concentrating them in the most relevant aspects of teaching performance, and that guidelines are devised to assist with the use of instruments, the development of indicators and ways to carry out the assessment rating (*e.g.* through the development of sets of rubrics). While this is essential in the context of career-progression evaluation, it could also prove useful to guide schools in their internal developmental evaluation systems. These guidelines would also provide an important reference in the training of evaluators. Such guidelines could be developed by the Scientific Council for Teacher Evaluation, possibly in collaboration with the Inspectorate.

Rely on three core instruments: classroom observation, self-evaluation and teacher portfolio

We consider that the teacher evaluation system should rely on three core instruments: classroom observation, self-evaluation and documentation of practices in a simplified portfolio. Teacher evaluation, both developmental and for career progression, should be firmly rooted in classroom observation. Most key aspects of teaching are displayed while teachers interact with their students in the classroom. Therefore, we concur with the Portuguese system in underlying the role of classroom observation. But there is a need to develop guidelines for observations. Evaluators and teachers alike should know in advance what is being observed, and the rules for judging professional practice in the classroom should be clear, particularly in instances of career-progression evaluation. We warn against the risk of developing excessively complex observation rubrics, and suggest that observation be focused on a relatively small and

manageable set of indicators. Again there could be a role for the Scientific Council for Teacher Evaluation and the Inspectorate in developing guidelines for classroom observation.

In our view, it could be useful to separate aspects that are combined in the current approach to self-evaluation, developing a simple, but well structured portfolio to complement the self-assessment of teachers. The current self-evaluation instrument does not specify the type of evidence or support that teachers have to provide with their self-evaluation. Moreover, the instrument is relatively long, covering too many areas of teaching. An alternative is to develop a shorter version of the self-evaluation, and separately request teachers to complete a simple but well structured portfolio with specific evidence about key aspects of their teaching. The portfolio should also allow teachers to mention specific ways in which they consider that their professional practices are promoting student learning. Different elements can compose teacher portfolios, including: lesson plans and teaching materials, samples of student work and commentaries on student assessment examples, teacher's self-reported questionnaires and reflection sheets (see Isoré, 2009, for a discussion on the use of portfolios including for development purposes versus career progression purposes). It should be noted that portfolios are not only a tool for evaluation *per se*, but also play a role in supporting a reflective approach to teaching practice that is a hallmark of effective teachers.

We also recommend not using at this stage indicators such as student results, drop-out and absentee rates for individual teacher evaluation. We agree that these indicators are fundamental, but consider that they are more relevant for whole-school evaluation than for individual teacher performance evaluation. This recommendation does not imply that teachers are exempted from providing evidence to demonstrate student progress in their classrooms, but consider that it can be provided, for instance, through specific evidence and portfolios. Student results are not commonly used as sources of evidence for teacher evaluation in countries (OECD, 2005; UNESCO, 2007). Given that a wide range of factors impact on student results, identifying the specific contribution of a given teacher is faced with numerous statistical challenges.[3] In this respect, the development of "value-added" models represents significant progress as they are designed to control for the individual student's previous results, and therefore have the potential to identify the contribution an individual teacher made to a student's achievement. However, in order to be effective, value-added models require vast amounts of data to be collected through large scale national-level student testing across levels of education and subjects, an option with prohibitive costs.[4]

Similarly, the Review Team is of the view that parents' surveys are more relevant for whole-school evaluation than for individual teacher performance evaluation. As explained by Isoré (2009), the little current evidence on this subject shows that parents value teacher characteristics that surprisingly depart from student achievement: 'the teacher's ability to promote student satisfaction' (Jacob and Lefgren, 2005), 'humane treatment of students', 'support for pupil learning', and 'effective communication and collaboration with parents' (Peterson *et al.*, 2003).

Empower and equip school leadership to take responsibility for teacher evaluation

There are no doubts that the new school management arrangements are an opportunity to consolidate teacher evaluation within schools. Effective operation of the teacher evaluation system will depend to a great extent on the way the concept and practice of school leadership gains ground among the new school directors and school councils. It is difficult to envisage either productive teacher evaluation or increased school autonomy without such leadership. Other education systems have increasingly recognised the importance of school leadership in raising standards, as substantiated in an OECD report (Pont *et al.*, 2008).[5] The new approach to school management as well as teacher evaluation will only succeed in raising educational standards if school directors take direct responsibility for exerting pedagogical leadership and for assuming the quality of education in their schools. Therefore the selection, training and career development of school leaders should be given great importance.

The School Council should be responsible for setting and monitoring the school's arrangements for teacher evaluation, including holding the school director accountable for the effective running of the

internal system for developmental evaluation. The complex interrelationship of personnel and career development and school improvement requires that the evaluation, management, and improvement processes are embedded and integrated in a system of school quality assurance.

Skilled leaders can help foster a sense of ownership and purpose in the way that teachers approach their job, provide professional autonomy to teachers and help teachers achieve job satisfaction and continue to develop professionally (OECD, 2005). In Finland, the school director is the pedagogical leader, responsible for the teachers in her school and for the implementation of measures needed to enhance teaching quality. As a result, most of Finnish schools have a system that includes annual discussions aimed at evaluating the teacher's fulfillment of individual objectives set up during the previous year and determining developmental needs for the following year (UNESCO, 2007).

Redesign and further develop training for evaluation skills

In our view there needs to be a complete redesign and major investment in training for evaluation skills. Considerable time is needed for explanation of the system, communication, consensus building with the educational field about the indicators and norms that make up school or teacher quality, preparing and training of evaluators in terms of methodology, techniques and approaches, as well as providing time and resources for instrument development. Since school and teacher evaluation affect the school community in its core, also attention should be paid to fulfilling the conditions of innovation and change within the schools. Developing skills and competencies for teacher evaluation across the system will necessarily take time and require a substantial commitment from both the Ministry and the main actors involved in teacher evaluation.

The initial step is to broaden the knowledge, skills and evaluation experience of the trainers. Drawing in international expertise in the field of evaluation theories, methodology and practice is considered essential. In contrast to current arrangements, training should also include practical elements such as assignments, role-play, video recording, and strategies to deal with feedback.

The ability to review effective practice is so crucial to their new role that school directors should have priority in the training provided for evaluation. An offer targeted at school directors could focus on human resources development and school quality assurance, including school self-evaluation. This would involve personnel management, including aspects such as structured interactions with teachers, setting of objectives, linking school objectives to personnel development plans, making use of various sources of information on teaching quality and functional performance, development of instruments, and management instruments to use evaluation results. It would cover both the aspects dealing with developmental evaluation and those involved with career-progression evaluation. It would also seem beneficial to extend this training to other members of the school management team, in particular the Commission for the Co-ordination of Performance Evaluation, with a view to concentrate responsibility for the development of expertise on teacher evaluation within the school on this particular group.

The success of the teacher evaluation system will greatly depend on the in-depth training of the evaluators. Experience from other countries suggests that evaluators should have a range of characteristics and competencies, including: (i) background in teaching; (ii) knowledge of educational evaluation theories and methodologies; (iii) knowledge of concepts of teaching quality; (iv) familiarity with systems and procedures of educational and school quality assurance, including the role of teaching quality in school quality and the role of teaching quality in personal development; (v) understanding of instrument development, including reliability and validity of observation and other assessment tools; (vi) awareness of the psychological aspects of evaluation; (vii) expertise with the quantitative rating of an assessment; and (viii) mastering of evaluation-related communication and feedback skills. Evaluators for career-progression evaluation should, in particular, be highly qualified in all these areas (see below).

Guaranteeing that teachers are provided with support to understand the evaluation procedures and to benefit from evaluation results is also vitally important. Training modules should be offered for teachers so

they know what is expected from them to be recognised as 'good' teachers (reference standards), and to be prepared to make the best use of the feedback received. This would contribute for teachers to appropriate the process through support and coaching. It is also expected that gradually evaluation and feedback become important aspects offered in initial teacher education and regular professional development activities. The expectation is that teachers engaging in reflective practice, studying their own methods of instruction and assessment, and sharing their experience with their peers in schools, becomes regular practice in the profession.

Accredit external evaluators for career-progression evaluation

As described earlier, we recommend that career-progression evaluation includes an evaluator external to the school, as part of a panel in which the school director is included. Including an external evaluator for evaluations for career progression would strengthen the credibility of the process and the comparability of the ratings applied. Credible external evaluators are most likely to be 'accomplished' current teachers who are recognised as having in-depth subject knowledge and pedagogical expertise, as highly proficient and successful practitioners, able to guide and support others in the teaching process. Their competence as evaluators could be validated through an accreditation process that could be carried out by an external specialised agency such as the Inspectorate. Preferably, external evaluators for career-progression evaluation should be experienced teachers (*e.g.* being a senior teacher could be a requirement), active in teaching and apply for their role as evaluator. Evaluators should be compensated for carrying out their role (with teaching duties reduced or extra pay) and should themselves be evaluated. They should also have experience of being evaluated as a teacher, have experience as an internal evaluator and complete a dedicated training programme. The latter could involve, as rightly suggested by the Scientific Council for Teacher Evaluation (CCAP, 2009b), specialised training provided by institutions of higher education. Of course, it will take time to establish and accredit sufficient external evaluators to be able to implement this recommendation.

Ensure careful design to determine performance-based rewards and consider non-monetary rewards

We do support the principle of career advancement on the basis of evaluation results. However, the intended additional "bonus" pay element should be approached with considerable caution. The evidence of the overall impact of such extra payments is mixed and can be contentious and potentially divisive (OECD, 2005). Rewarding teachers with time allowances, sabbatical periods, opportunities for school-based research, support for post-graduate study, or opportunities for in-service education could be more appealing for many teachers. In some circumstances it may be more effective to focus on group recognition and rewards at the school or grade level rather than individual teacher rewards (OECD, 2005).

Building a closer linkage between evaluation and reward (career advancement, bonus pay, or non-monetary rewards), though, requires a careful design of career-progression evaluation. In particular, it needs to ensure that evaluation criteria are clear, indicators are reliable and fair, evaluators have the adequate expertise, and results are well articulated to teachers.

Maintain quotas until the maturity of the system renders them unnecessary

Although unpopular with teachers, we see no alternative in the short term to retaining the school quota system until evaluators are sufficiently proficient and criteria sufficiently explicit to render school quotas unnecessary. This will occur as the system gains in maturity and a collective understanding of the signification of a *very good* or *excellent* rating (in terms of the associated skills and performance) is reached. It is reasonable to associate the performance of teachers with the performance of a school, having taken contextual factors into account. It is difficult to envisage an underachieving school full of brilliant teachers, a clear paradox.

Give a more prominent role to the inspectorate

The Inspectorate has an important role in both stimulating the quality of school leadership and the quality of teaching. This is done through feeding back the results of external school evaluation, ideally consisting of feedback on leadership and management, feedback on the quality of the teaching and learning processes, feedback on school climate, and feedback on the performance of students. Since the teacher evaluation system is in its initial stage of implementation, the Inspectorate also has an eminent role in modelling and disseminating good practice in school leadership, human resources management, school self-evaluation and teacher evaluation. Regarding the latter, this could include disseminating the expertise developed by the Scientific Council for Teacher Evaluation. As proposed earlier, the role of the Inspectorate could also include the validation (or even accreditation) of schools' internal quality assurance arrangements, in particular those in place to conduct developmental education, and the accreditation of external evaluators involved in career-progression evaluation.

Strengthen the role of the Scientific Council for Teacher Evaluation as the source of expertise to guide the development of teacher evaluation

The Scientific Council for Teacher Evaluation (CCAP) fulfils a key role in the development of teacher evaluation in Portugal. Bringing together educational researchers and distinguished teachers into an advisory group to monitor and guide an eminently technical matter such as teacher evaluation is a decision to support with determination. Such group is in a good position to recognise 'good' evaluation practices, to keep abreast of relevant research developments and, as a result, to provide advice based on sound evidence. We believe that the system would have much to gain if the recommendations produced by the CCAP received serious consideration. As proposed earlier, we also believe that the CCAP could play a role in developing certain key elements of the system such as guidelines to use instruments, develop indicators, or carry out classroom observation. These could be developed in collaboration with the Inspectorate. There is also a need to establish an articulation with the Inspectorate so the expertise generated by the CCAP is disseminated at the school level using the operational capacity and skill of the Inspectorate.

Maintain teacher evaluation in the transition towards a more robust model

We have set out a number of proposals for improvement in the system of teacher evaluation in Portugal and we reiterate that the present model provides a good basis for further development. We acknowledge that many of these proposals would take at least two years to fully implement. The task now for Portugal is to develop a road map and timeline for making adjustments to strengthen teacher evaluation to capitalise and consolidate the expertise already developed within schools, and manage the transition process towards a more robust model for career progression that has high credibility with teachers, parents and the general public.

The objective would be to put in place the operation of developmental evaluation and career-progression evaluation, as proposed in this report, in two to three years time. The transition towards such model would involve maintaining teacher evaluation with a view to strengthen developmental evaluation within schools and developing capacities needed to support a more robust career-progression evaluation model, along the following lines:

- *Strengthening of developmental evaluation within schools*

  The key priority should be to strengthen developmental evaluation within schools relying on the work and expertise schools developed recently with the application of the current model. The objective would be for each school to have in place in 2-3 years time its own developmental evaluation arrangements for external validation. The transitional arrangements could be as follows:

o   Schools, using as a basis the current model and the procedures they have developed to implement it (*i.e.* instruments, indicators, criteria), develop arrangements for developmental evaluation. Such evaluation should lead, for each teacher in the school, to a *qualitative* assessment and to a professional development plan. This qualitative assessment should include a classroom observation element for all teachers, and provide teachers with rich qualitative feedback. Schools develop expertise on the use of evaluation results for professional development and school development purposes.

o   Teachers request an assessment *rating* on a voluntary basis for career progression purposes. Making the career progression rating optional in the transition period acknowledges the need to make the current arrangements for career progression evaluation more robust. However, if a teacher feels confident in the fairness and effectiveness of an assessment rating, he or she should have the option to receive it. As with current arrangements, regular progression through the career could be achieved with functional evaluation only, while the possibility of moving more rapidly through the career scale would require a scientific-pedagogical evaluation with classroom observation.

o   School directors and school councils take responsibility (and are held accountable) for ensuring that developmental evaluation arrangements are in place in their schools and such arrangements are validated by an external agency within 2 to 3 years time.

o   As suggested earlier, in addition to the 'parameters', the Ministry of Education provides further guidance to the schools by defining 'items' and well-articulated criteria to be further specified by schools.

o   Further training for evaluation skills is provided across the system, in particular for school directors, members of the Commission for the Co-ordination of Performance Evaluation in schools, evaluators and evaluatees.

- *Developing capacities for robust career-progression evaluation*

    The Ministry launches wide-ranging work to provide an adequate basis for career-progression evaluation to be fully in place in 2-3 years time. Such work would mostly consist of:

    o   The development of national-level criteria for career-progression evaluation which would involve the development of specific standards/profile for the profession.

    o   The training and accreditation of external evaluators.

NOTES

1   In a way similar to the external evaluator who sits on the panel as part of the public examination for becoming a senior teacher.

2   These views are well aligned with the recent recommendation by the Scientific Council for Teacher Evaluation to strengthen the links between teacher evaluation and the evaluation of schools, which we strongly endorse (CCAP, 2009b).

3   For a review of such challenges see Isoré (2009).

4   For a review of the use of value-added models in school systems, see OECD (2008b).

5   A comprehensive analysis of the impact of school leadership on student outcomes found that the school leader's role in *promoting and participating in teachers' learning activity and their development* was twice as important as any of her other functions (Robinson, 2007).

5: CONCLUDING REMARKS

The new model of teacher evaluation has become one of the most contentious education reforms in Portugal. This is in part because it plays a key role in the State's policy of changing the basis on which teachers progress in the career from length of service and other fairly mechanical criteria to evidence of high competence as a teacher. There is also a culture of unexamined classroom practice, little tradition of peer evaluation, feedback and the sharing of good practice. In addition, the balance of professional development weighs heavily on attending external training events rather than school-centred continuing professional development. This culture is not mitigated by a high performing school system. Indeed it is likely to act as a barrier to school improvement since there is no evidence that the collective approach to school organisation provides the leadership, initiative and drive to raise sights, expectations and performance and do more than simply administer the school so as to comply with the flow of central regulations and requirements. Against this perspective, the Government is fully justified in its renewed efforts to introduce meaningful teacher evaluation.

Implementation of the model has been challenging. This is in part the result of the natural resistance of a system with little culture of evaluation and also the dissatisfaction from adjustments in the conditions of employment such as the two-year suspension of career progressions. However, it is also the consequence of the difficulties faced to put into operation a comprehensive model in a short time span. Some unintended consequences of the model were not anticipated but it is also clear that placing teacher evaluation at the core of school reforms achieved a large consensus among the teaching profession that meaningful teacher evaluation is indispensable. Although this is at early stage and is only partially successful, it is important not to lose the ground that has been gained.

The current model provides a good basis for further development. It is comprehensive, includes most domains of teacher performance, a wide range of sources of data, provides for more than one evaluator and has a peer-review element. Expertise has been developed in schools in the current implementation process, which is not to be lost. However, in our view, some adjustments are needed to bring meaningful teacher evaluation to fruition. Most importantly, we believe policy needs to address two key tensions in the current model: between evaluation for improvement and evaluation for career progression; and between school-level evaluation and national-level consequences. In order to resolve these tensions, we suggested strengthening evaluation for improvement with the introduction of a component predominantly dedicated to developmental evaluation, lightening the current model for use as predominantly career-progression evaluation with an external element and common national-level criteria across schools, and introducing proper links between evaluation components including school evaluation. We acknowledged that many of our proposals would take at least two years to fully implement and suggested arrangements for the transition. The latter would involve maintaining teacher evaluation with a view to strengthen developmental evaluation within schools and developing capacities needed to achieve more robust career-progression evaluation.

Teacher evaluation and the resulting feedback, reflection and professional development will only work if teachers make it work, however. To a great extent it is the motivated teacher who ensures the successful implementation of reforms in schools. Hence, it is imperative to find ways for teachers to identify with the goals and values of teacher evaluation arrangements and practices (OECD, 2006). Teachers must be supported in understanding what the evaluation expects from them to be recognised as good teachers and in preparing adequately for the evaluation process. This explains the emphasis we have put on the need to redesign and further develop training for evaluation skills. Also, by having the

opportunity locally to develop instruments and procedures for teacher evaluation, based on central guidance, teachers have the scope to develop a clear and fair but rigorous approach in every school. The ultimate objective is to embed evaluation as an ongoing and essential part of professionalism.

It is clear to us that, just as the implementation of teacher evaluation depends on the professionalism of teachers, it will only be valuable in the longer term if it is part of the culture or climate of each school as a professional learning community. Such an ethos is brought about by leaders with vision, moral purpose and the will to develop staff and raise the educational standards of young people. School directors cannot achieve this alone; they must build teams and distribute leadership responsibility to others, particularly their deputies, heads of department and senior teachers, all of whom should be pedagogical leaders and role models in their own right. School leadership is of fundamental importance to improving the quality of teaching and learning and raising standards in Portuguese schools.

Other key conclusions of the Review Team are:

- Teachers should continue to shape and apply the teacher evaluation arrangements, including the direct evaluation of teaching and learning, having regard for the circumstances in which their schools work.

- School directors should ensure that within a short period of time, evaluation applies equitably to every member of the teaching staff of the school, and is fundamentally used to provide feedback on effectiveness against objectives, inform school-based professional development, and ensure the recognition of the most effective teachers.

- School Councils should ensure that their schools are meeting the requirements of the Ministry of Education and that school directors are evaluated against their objectives.

- Serious consideration should be given to the evidence-based advice provided by the Scientific Council for Teacher Evaluation, and dissemination of best practice should be undertaken.

- The Ministry, Regional and Local Authorities should systematically strengthen school leadership structures, conditions, terms of reference, training, accountabilities and rewards, in consultation with major stakeholders.

- The Inspectorate should complete their current cycle of school evaluations as soon as possible so as to remove uncertainty about quotas. We suggest that it then considers focusing on the effectiveness of new structures for school leadership and validating the school's competence in evaluating the quality of teaching and learning.

- Training organisations should focus more on practice-based and experiential approaches to staff development, including giving all evaluators experience of not only evaluating but also being the subjects of evaluation. The effectiveness of training should always be evaluated.

- Schools should get on with the job of providing uniformly high quality learning for every child or young person, using teacher evaluation and professional development as tools to assist them in this.

We are convinced that Portuguese education stakeholders are engaged in a far-reaching reform which holds the promise of raising the professionalism and status of teachers in Portugal and, most importantly, of improving the learning and attainment of students. We are persuaded that the tensions and anxieties generated by this reform, the plentiful discussions and hard work gone into its application, will not be wasted but will instead form the basis for a ground-breaking transformation of the teaching profession in Portugal.

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SEPLEU, SNPL, SINAPE/FEPECI and SIPE (*Sindicato dos Educadores e Professores Licenciados pelas Escolas Superiores de Educação e pelas Universidades; Sindicato dos Professores Licenciados; Sindicato Nacional dos Profissionais de Educação; Sindicato Independente de Professores e Educadores*, 2009), *Avaliação do Desempenho: Proposta*, Lisboa.

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APPENDIX 1: THE OECD REVIEW TEAM

Gonnie van Amelsvoort, a Dutch national, is Head of International Affairs in the National Education Inspectorate of the Netherlands. She has been Leading Inspector in vocational school assessments and has managed several research projects including the development of meta-criteria for self-evaluation, and the alignment of internal and external evaluation. She has contributed to educational initiatives in several countries such as Croatia, Germany and Serbia, including coaching colleagues through international peer reviews. She is a member of the Executive Committee of the Standing International Conference of Inspectorates (SICI). She has been the Chief Editor of the Annual Report on the state of Education in the Netherlands. From 1993 to 2001 she was a Lecturer and Researcher in educational policy and planning at the University of Twente, where she also took responsibility for the production of the OECD INES Network C data on teachers and curriculum. She specialised in organizational management and educational evaluation and research.

Jorge Manzi, a Chilean national, is Professor at the School of Psychology of the *Pontificia Universidad Católica de Chile*. He is Director of the Centre for Measurement of the School of Psychology at the *Universidad Católica*, which is the main Chilean organisation dedicated to educational measurement. He has been associated with the main initiatives for educational measurement in Chile. In particular, he is the Research Director of the teams which designed and currently implement the technical aspects of two systems of teacher evaluation in Chile: the *Sistema de Evaluación del Desempeño Profesional Docente* (*Docentemás*) and the *Programa de Asignación de Excelencia Pedagógica* (AEP). He has also been involved in the technical aspects associated with systems to measure quality in education, tests to assess student progress and has been involved in several national level commissions on education. He holds a PhD in Psychology from the University of California, Los Angeles. His academic interests include educational measurement and social psychology.

Peter Matthews, a British national, is an Education Consultant and Visiting Professor at the Institute of Education, University of London. He was previously head of school inspections in the Office for Standards in Education, England. He now specialises in the evaluation of national education policies and works mainly for governments or national organisations in the UK and other countries. He recently led an international evaluation of *Policy Measures Implemented in the First Cycle of Compulsory Education* in Portugal for the Ministry of Education. In England, he has evaluated programmes of system leadership, described in the publications *Schools leading* Schools (NCSL) and *System Leadership in Practice* (OUP McGraw-Hill), and was involved in redesigning the qualification for school principals. He has worked on a number of OECD projects in relation to school leadership, teacher policy and school assessment. He has contributed to educational evaluation and school improvement projects in South Africa, the Gulf States, Bermuda, the Netherlands and Italy and his many publications include research in both science and education. He has also been a senior officer in local government and has worked in schools and teacher education.

Deborah Roseveare (Team Leader) is Head of the Education and Training Policy Division in the OECD since June 2007. She takes the lead in providing policy analysis and advice to help governments develop effective policies for education and learning. A dual New Zealand and British national, she has held several positions in the Economics Department since joining the OECD Secretariat in 1993 as a senior economist. In the Policy Studies Branch, she has worked on public economics issues including fiscal policy, ageing populations, education policy and human capital development issues. Before that, she was the Economic Counsellor in the New Zealand Delegation to OECD, a manager within the Budget

Management Branch of the New Zealand Treasury and has also held posts dealing with primary health care policy, macroeconomics, trade, and economic statistics within the NZ public service.

Paulo Santiago (Team Co-ordinator), a Portuguese national, is a Senior Analyst in the OECD Directorate for Education, where he has been since 2000. He has assumed responsibility for two major cross-country reviews, each with the participation of over twenty countries: a review of teacher policy (between 2002 and 2005, leading to the OECD publication "Teachers Matter") and the thematic review of tertiary education (between 2005 and 2008, leading to the OECD publication "Tertiary Education for the Knowledge Society"). He has also led reviews of teacher policy and tertiary education policy in several countries. He is currently taking responsibility for the project "Evaluation and Assessment Frameworks for Improving School Outcomes". He holds a PhD in Economics from Northwestern University, United States, where he also lectured. With a background in the economics of education, he specialises in education policy analysis.

APPENDIX 2: PROGRAMME OF THE REVIEW VISIT

During the review visit, the Review Team met the following groups and individuals:

Ministry of Education
- Jorge Pedreira, Secretary of State Adjunct and for Education
- Valter Lemos, Secretary of State for Education
- Advisors to the Minister of Education

Central services from the Ministry of Education:
- General Directorate for Human Resources in Education (DGRHE – *Direcção-Geral dos Recursos Humanos da Educação*)
- Office for Education Statistics and Planning (GEPE – *Gabinete de Estatística e Planeamento da Educação*)
- Financial Management Office (GGF – *Gabinete de Gestão Financeira*)
- Unit for Educational Evaluation (GAVE – *Gabinete de Avaliação Educacional*)

Regional Education Directorates of:
- North (DREN)
- Centre (DREC)
- Lisbon and Tagus Valley (DRELVT)
- Alentejo (DREALT)
- Algarve (DREALG)

Scientific Council for Teacher Evaluation (CCAP - *Conselho Científico para a Avaliação de Professores*).

Author of the Country Background Report, Conceição Castro Ramos.

President of the National Education Council, Júlio Pedrosa

Teacher Union: National Federation of Teachers (FENPROF - *Federação Nacional dos Professores*)

Teacher Union: National Federation of Education Unions (FNE - *Federação Nacional dos Sindicatos da Educação*)

National Association of Teachers (ANP - *Associação Nacional de Professores*)

Professional Disciplinary Associations (Mathematics; History; English; Portuguese; Biology and Geology; Electronics).

Schools Association Training Centres (*Centro de Formação de Associação de Escolas*, CFAEs):

Representatives of Centres and Trainers of training for teacher evaluation.

General Inspectorate of Education (IGE – *Inspecção-Geral da Educação*)

The National Education Council (*Conselho Nacional de Educação*)

Schools' Council (Conselho das Escolas)

National Confederation of Parents' Associations (CONFAP - *Confederação Nacional das Associações de Pais*)

National Platform of Students' Associations (Secondary education)

Group of teacher unions
- SPLIU - *Sindicato dos Professores Licenciados pelos Politécnicos e pelas Universidades* (Graduate Teachers from Polytechnics and Universities Trade Union)

- SIPPEB - *Sindicato dos Professores do Pré-escolar e do Ensino Básico* (Pre-primary and Compulsory Education Teachers Trade Union)

Group of teacher unions
- SINAPE - *Sindicato Nacional dos Profissionais de Educação* (National Union of Education Professionals)
- SINDEP - *Sindicato Nacional e Democrático dos Professores* (Democratic and National Union of Teachers)
- SEPLEU - *Sindicato dos Educadores e Professores Licenciados pelas Escolas Superiores de Educação e pelas Universidades* (Educational Childcare Staff and Graduate Teachers from Higher Colleges of Education and Universities Trade Union)
- SNPL - *Sindicato dos Professores Licenciados* (Graduate Teachers Trade Union)
- SIPE - *Sindicato Independente de Professores e Educadores* (Teachers and Educational Childcare Staff Independent Trade Union)
- Pró-Ordem - *Associação Sindical Pró-Ordem dos Professores* (Pro-Teachers Association Trade Union)

Research Seminar (Group of researchers and established practitioners)
- Maria do Céu Roldão, Teacher Training College, Santarém (*Escola Superior de Educação de Santarém*)
- Natércio Afonso, Faculty of Psychology and Educational Sciences, University of Lisbon
- Marcos Onofre, Faculty of Human Kinetics, Technical University of Lisbon
- Mário Pereira, President of a School's Executive Council
- José Augusto Araújo, President of a School's Executive Council

Teacher educators (Representatives from teacher education institutions)
- *Escola Superior de Educação de Lisboa* (Teacher Training College, Lisbon)
- *Escola Superior de Educação de Setúbal* (Teacher Training College, Setúbal)
- *Escola Superior de Educação de Bragança* (Teacher Training College, Bragança)
- *Instituto de Educação e Psicologia, Universidade do Minho* (Institute of Education and Psychology, Minho University).

Visits to the following schools to meet with school management, a group of evaluators, and a group of evaluatees in each school:
- *Escola Básica 2º e 3º ciclos Damião de Góis, Marvila (*Basic School, 2nd and 3rd cycles of basic Education, leading school of cluster)*, Lisbon.*
- *Escola Secundária Alves Redol, Vila Franca de Xira* (Secondary school).
- *Escola Secundária com 3.º Ciclo do Ensino Básico de Amarante* (Secondary school with 3rd cycle of basic education)
- *Escola Básica dos 2.º e 3.º Ciclos de Miragaia* (Basic school, 2nd and 3rd cycles, leading school of cluster), Porto
- *Escola Básica dos 2.º e 3.º Ciclos D. Luis Loureiro* (Basic school, 2nd and 3rd cycles, leading school of a cluster), Pindelo (Viseu).
- *Escola Secundária Marques de Castilho, Águeda* (Secondary school).
- *Escola Básica Integrada com Jardim de Infância Frei António das Chagas* (Integrated Basic School with kindergarten), Vidigueira.
- *Escola Secundária com 3.º Ciclo do Ensino Básico Diogo de Gouveia* (secondary school with third cycle of basic education), Beja.
- *Escola Secundária de Albufeira* (Secondary School)
- *Escola Básica Integrada de Ferreiras* (Integrated Basic School)

PRELIMINARY VISIT undertaken by member of the OECD Secretariat (10-11 February, 2009)

Meetings:

- Minister of Education, Secretaries of State;
- Central services of Ministry of Education: General Directorate for Human Resources in Education (DGRHE); Office for Education Statistics and Planning (GEPE); Financial Management Office (GGF)
- Regional Education Directorates of: North (DREN); Centre (DREC); Lisbon and Tagus Valley (DRELVT); Alentejo (DREALT); and Algarve (DREALG).
- Scientific Council for Teacher Evaluation.
- Author of the Country Background Report, Conceição Castro Ramos.
- National Federation of Teachers (FENPROF)
- National Federation of Education Unions (FNE)
- National Association of Teachers (ANP)
- General Inspectorate of Education (IGE)
- Schools' Council (*Conselho das Escolas*)
- National Confederation of Parents' Associations (CONFAP)

School visit: *Escola Secundária com 3.º Ciclo do Ensino Básico da Quinta do Marquês* (secondary school with third cycle of basic education), Oeiras (Lisboa).

APPENDIX 3: ADDITIONAL FEATURES OF THE PORTUGUESE EDUCATION SYSTEM AND THE TEACHING PROFESSION

Distribution of pupils across educational levels, cycles and types (School year 2006-07)

Level	Cycle	Type/Strand	Number of pupils	%
Total			1775779	**100**
Pre-primary education (typical ages 3-5)			263887	**14.9**
Basic education (compulsory education) (typical ages 6-14)	Total		1155181	**65.1**
	1st cycle (grades 1-4)	Total	500823	*43.4*
		Regular	499550	99.7
		Specialised artistic	249	0.0
		EFA courses	1024	0.2
	2nd cycle (grades 5-6)	Total	255766	*22.1*
		Regular	252819	98.8
		Specialised artistic	254	0.1
		CEF courses	774	0.3
		EFA courses	1067	0.4
		Recurrent	852	0.3
	3rd cycle (grades 7-9)	Total	398592	*34.5*
		Regular	359594	90.2
		Specialised artistic	253	0.1
		Professional	952	0.2
		CEF courses	25925	6.5
		EFA courses	2082	0.5
		Recurrent	9786	2.5
Secondary education (typical ages 15-17)	Grades (10-12)	Total	356711	**20.1**
		Regular - Total	238843	67.0
		Regular - General courses/Science-Humanities	196023	--
		Regular - Technological courses	42820	--
		Specialised artistic	2256	0.6
		Professional	47709	13.4
		CEF courses	5224	1.5
		Recurrent	62679	17.6

Source: Ministry of Education (2008c).

Definitions:

EFA COURSES (*Cursos de Educação e Formação de Adultos* – Adult Education and Training Courses): Integrated education and training provision, which confers dual certification (educational and vocational), for individuals over 18 years old, who did not attend 9 years of compulsory education, have no vocational qualification, are employed or unemployed, enrolled at the Job Centres of the Employment and Vocational Training Institute or appointed by other entities, such as companies, ministries and unions. This course confers school certification equivalent to 1st, 2nd or 3rd cycles of compulsory education and level 1 or 2 vocational certification.

CEF COURSES (*Cursos de Educação e Formação* – Education and Training Courses): Integrated education and training provision aimed at young people (15 years old or above), at risk of leaving school or who have already left the education system before concluding 12 years of schooling, as well as those individuals who, after 12 years of schooling, do not have a vocational qualification and need to have it for

the purposes of entering the job market. It confers a level 1, 2 or 3 qualification and a certificate of conclusion of grades 6, 9 or 12, respectively.

RECURRENT EDUCATION: Type of school education for any individual who is over the normal age to attend compulsory education and upper secondary education. It represents a second opportunity to all of those who have dropped out of the education system at an early stage or those who pursue their studies for cultural or professional reasons. It also represents a first opportunity for those who have never attended school, therefore attenuating the imbalances between the several age groups, in relation to educational levels.

The structure of the teaching career

The structure of the teaching profession is based on two categories: teacher and senior teacher, which were recently created by the Teaching Career Statute (*Estatuto da Carreira Docente*, ECD). Each category is divided into steps, as follows:

Category	Step	Years within step	Monthly salary, 2008
Teacher	1	5	1.475,83€
	2	5	1.661,41€
	3	5	1.811,65€
	4	4	1.926,53€
	5	4	2.076,77€
	6		2.165,14€
Senior teacher	1	6	2.165,14€
	2	6	2.642,35€
	3		3.004,68€

Progression in the teaching profession consists of step increases in each category and depends on the following conditions:

- In the teacher category: fulfilment of a minimum period as a tenured teacher in the immediately preceding step, with at least two performance evaluation periods given a minimum *Good* grade.

- In the senior teacher category: fulfilment of a minimum period as a tenured teacher in the immediately preceding step, with at least three performance evaluation periods given a minimum *Good* grade.

- In both categories: attendance (and making good use of) in-service teacher training modules which (on average 25 hours a year).

Access to the category of senior teacher requires both approval of the candidate on a public exam and the availability of a senior teacher post in a given school. A further requirement is 15 years of teaching service and a performance evaluation of *Good* or better. The provision of senior teacher posts is at the school level, the objective being that senior teachers constitute about a third of the teaching staff in each school.

Access to the top step of the teacher category is reserved to teachers who passed the public exam. Teachers not appointed to a senior teacher post because of a lack of vacancies, can gain entry to the 6th step of the teacher category. As a result, the length of service in that step counts (for the purposes of progression) as service carried out in the 1st step of the senior teacher category, up to a limit of six years.

For teachers in the teacher category, obtaining a doctorate or masters degree entitles them to a bonus award of four and two years respectively, which counts towards the length of service requirement for

access to the senior teacher category. For teachers in the senior teacher category, obtaining a doctorate or masters degree entitles them to a bonus award of two years and one year respectively, which counts towards the length of service requirement for access to the following career step.

In comparison to other OECD countries, teacher salaries in Portugal are relatively low at the start of the career but improve as the teacher goes up the salary scale. Starting salaries are below the OECD average (24th highest figure in the OECD area at all educational levels). By contrast, salaries at the top of the scale are above the OECD average for both primary education (8th highest value) and lower secondary education (10th highest value), and around the OECD average for upper secondary education (13th highest figure) (see Appendix 4).

APPENDIX 4: COMPARATIVE INDICATORS

	Portugal	OECD country mean	Portugal's rank[1]
EDUCATIONAL ATTAINMENT			
Population that has attained at least upper secondary education, by age group (2006) (excluding ISCED 3C short programmes)			
Ages 25-64	28	68	=29/30
Ages 25-34	44	78	28/30
Ages 55-64	12	55	30/30
Population that has attained tertiary education, by age group (2006)			
Ages 25-64	13	27	=28/30
Ages 25-34	20	33	25/30
Ages 55-64	7	19	30/30
Upper secondary graduation rates (2004)			
% of upper secondary graduates (first-time graduation) to the population at the typical age of graduation	53	80	21/22
STUDENT PERFORMANCE			
Mean performance in PISA (Programme for International Student Assessment) for 15-year-olds (2006), Source: OECD (2007)			
Reading literacy	472	--	24/30
Mathematics literacy	466	--	26/30
Science literacy	474	--	27/30
SCHOOL SYSTEM EXPENDITURE			
Expenditure on primary, secondary and post-secondary non-tertiary institutions as a % of GDP, from public and private sources			
1995	3.6	--	=15/25
2000	3.9	--	=8/28
2005	3.8	3.8	=13/29
Public expenditure on primary, secondary and post-secondary non-tertiary education as % of total public expenditure (2005), public institutions only	8.2	9.0	=13/26
Total expenditure on primary, secondary and post-secondary non-tertiary education from public sources (2005) (%)	99.9	91.5	1/27
Annual expenditure per student on educational institutions (2005)[2] Public institutions only			
Pre-primary education (for children aged 3 and older)	4808	4888	16/25
Primary (US$)	4871	6252	21/28
Lower secondary (US$)	6555	7437	16/24
Upper Secondary (US$)	6381	8366	19/24
All secondary (US$)	6473	7804	23/29
Change in expenditure per student on educational institutions (Primary, secondary and post-secondary non-tertiary education, Index of change between 1995, 2000 and 2005 (2000 = 100)			
1995	72	89	19/21
2005	113	119	15/27
Current expenditure – composition (2005)[3] Primary, secondary and post-secondary non-tertiary education, public inst. only			
Compensation of teachers (%)	83.2	63.3	1/20
Compensation of other staff (%)	12.3	16.0	14/20
Compensation of all staff (%)	95.5	79.9	1/28
Other current expenditure (%)	4.5	20.1	28/28

	Portugal	OECD country mean	Portugal's rank[1]
SCHOOL-AGE POPULATION			
Expected changes in the school-age population by 2015 relative to 2005 (2005=100), Source: OECD (2006)			
Ages 0-4	93	97	21/30
Ages 5-14	100	94	7/30
Ages 15-19	100	94	6/30
SCHOOL STAFF NUMBERS			
Ratio of students to teaching staff (2006)[4]			
Pre-primary	15.0	15.1	11/26
Primary	10.6	16.2	=24/27
Lower Secondary	8.3	13.3	23/24
Upper Secondary	7.5	12.6	24/24
All Secondary	7.9	13.2	29/29
Average class size (public institutions, 2006) [5]			
Primary	18.6	21.5	20/23
Lower secondary (general programmes)	22.5	23.8	13/21
Ratio of teachers to number of personnel for pedagogical support (lower secondary education, 2007-08), Source: TALIS (OECD, 2009)[6]	10.8	13.3	14/23
Ratio of teachers to number of school administrative or management personnel (lower secondary education, 2007-08), Source: TALIS (OECD, 2009)[6]	10.5	8.4	4/23
CHARACTERISTICS OF THE TEACHER WORKFORCE			
Age distribution of teachers (% aged 50 and over, 2006)[7]			
Primary	25.7	28.8	12/23
Lower secondary	20.9	32.3	20/23
Upper secondary	19.3	35.6	22/23
Gender distribution of teachers (% of females, 2006)[7]			
Pre-primary	98.1	96.8	12/25
Primary	80.6	79.5	15/26
Lower secondary	66.6	65.9	12/24
Upper secondary	64.6	52.5	3/27
Teachers' educational attainment (2007-08), Source: TALIS (OECD, 2009)[6]			
% of teachers of lower secondary education who completed an ISCED 5A qualification or higher	95.3	83.7	9/23
Employment status of teachers (2007-08), Source: TALIS (OECD, 2009)[6]			
% of teachers of lower secondary education permanently employed	67.6	84.5	23/23
TEACHER WORKLOADS			
Net teaching time, hours per year (2006)[8]			
Primary education	860	812	9/25
Lower secondary education	757	717	7/24
Upper secondary education, general programmes	688	667	11/25
Working time required at school, hours per year (2006)			
Primary education	1260	1185	8/16
Lower secondary education	1260	1214	7/14
Upper secondary education, general programmes	1260	1159	6/14
Total statutory working time, hours per year (2006)			
Primary education	1440	1662	14/17
Lower secondary education	1440	1651	13/16
Upper secondary education, general programmes	1440	1654	13/16

	Portugal	OECD country mean	Portugal's rank[1]
TEACHER SALARIES			
Annual teacher salaries, public schools (with minimum training, 2006)[2]			
Primary - starting salary (US$)	20072	27828	24/28
Primary - 15 years experience (US$)	32866	37832	20/28
Primary - top of scale (US$)	51552	46290	8/28
Primary - ratio of salary after 15 years experience to GDP per capita	1.58	1.22	3/28
Lower secondary - starting salary (US$)	20072	30047	24/27
Lower secondary - 15 years experience (US$)	32866	40682	21/27
Lower secondary - top of scale (US$)	51552	49778	10/26
Lower sec. - ratio of salary after 15 years experience to GDP per capita	1.58	1.26	=4/27
Upper secondary - starting salary (US$)	20072	31110	24/27
Upper secondary - 15 years experience (US$)	32866	43360	23/27
Upper secondary - top of scale (US$)	51552	52369	13/26
Upper secondary - ratio of salary after 15 years to GDP per capita	1.58	1.34	6/27
Ratio of salary at top of scale to starting salary (2006)			
Primary	2.57	1.71	2/26
Lower secondary	2.57	1.71	2/25
Upper secondary	2.57	1.72	2/25
Number of years from starting to top salary (lower secondary, 2006)	26	24	=14/25
Salary per hour of net contact (teaching) after 15 years experience (2006)[2]			
Primary (US$)	38	46	18/23
Lower secondary (US$)	43	58	18/22
Upper secondary (US$)	48	68	19/22
Ratio of salary per teaching hour of upper secondary to primary teachers	1.25	1.44	=17/22
Real change in teachers' salaries (between 1996 and 2006) (1996=100)[9]			
Primary – starting salary / minimum training	103	--	14/18
Primary – salary after 15 years of experience / minimum training	112	--	10/18
Primary – salary at top of scale / minimum training	102	--	15/18
Lower secondary – starting salary / minimum training	103	--	14/16
Lower secondary – salary after 15 years of experience / minimum training	112	--	9/16
Lower secondary – salary at top of scale / minimum training	102	--	14/16
Upper secondary – starting salary / minimum training	103	--	12/16
Upper secondary – salary after 15 years of experience / minimum training	112	--	7/16
Upper secondary – salary at top of scale / minimum training	102	--	12/16

	Portugal	OECD country mean	Portugal's rank[1]
Decisions on payments for teachers in public schools (2006)[10]			
Criteria for base salary and additional payments awarded to teachers in public institutions		Information for 29 systems	
√ :Base salary ▲: Additional yearly payment △: Additional incidental payment			
Years of experience as a teacher	√	√ 28 ▲ 9 △ 7	
Management responsibilities in addition to teaching duties	▲	√ 13 ▲ 18 △ 7	
Teaching more classes or hours than required by full-time contract	△	√ 2 ▲ 9 △ 18	
Special tasks (career guidance or counselling)	▲	√ 3 ▲ 14 △ 11	
Teaching in a disadvantaged, remote or high cost area (location allowance)		√ 8 ▲ 18 △ 3	
Special activities (e.g. sports and drama clubs, homework clubs, summer school etc.)		√ 1 ▲ 9 △ 10	
Teaching students with special educational needs (in regular schools)	√	√ 6▲ 11 △ 4	
Teaching courses in a particular field		√ 6 ▲ 8 △ 5	
Holding an initial educational qualification higher than the minimum qualification required to enter the teaching profession	√	√16 ▲ 8 △ 4	
Holding a higher than minimum level of teacher certification or training obtained during professional life	√	√ 12 ▲ 8 △ 3	
Outstanding performance in teaching	√	√ 7 ▲ 7 △ 9	
Successful completion of professional development activities	√	√ 8 ▲ 5 △ 5	
Reaching high scores in the qualification examination	√	√ 4 ▲ 2 △ 2	
Holding an educational qualification in multiple subjects		√ 3 ▲ 2 △ 4	
Family status (married, number of children)	▲	√ 2 ▲ 9 △ 1	
Age (independent of years of teaching experience)		√ 5 ▲ 2 △ 1	
Other		√ 0 ▲ 8 △ 1	

TEACHER PROFESSIONAL DEVELOPMENT, Source: TALIS (OECD, 2009)[6]

	Portugal	OECD country mean	Portugal's rank[1]
Teacher participation in professional development			
% teachers who undertook some prof. development in the previous 18 months	85.8	88.5	17/23
Average days of professional development across all teachers	18.5	15.3	7/23
Average days of professional development among those who received some	21.6	17.3	7/23
Average % of professional development days taken that were compulsory	35.1	51.0	20/23
Types of professional development undertaken by teachers			
Courses and workshops	77.0	81.2	16/23
Education conferences and seminars	51.6	48.9	9/23
Qualification programmes	29.5	24.5	7/23
Observation visits to other schools	26.4	27.6	10/23
Professional development network	15.0	40.0	23/23
Individual and collaborative research	47.1	35.4	8/23
Mentoring and peer observation	14.6	34.9	23/23
Reading professional literature	73.3	77.7	15/23
Informal dialogue to improve teaching	94.2	92.6	8/23
Impact of different types of professional development undertaken by teachers			
% of teachers reporting that the professional development undertaken had a moderate or high impact upon their development as a teacher			
Courses and workshops	82.8	80.6	11/23
Education conferences and seminars	73.0	73.9	16/23
Qualification programmes	87.0	87.2	15/23
Observation visits to other schools	67.4	74.9	19/23
Professional development network	80.7	80.2	14/23
Individual and collaborative research	94.0	89.3	5/23
Mentoring and peer observation	87.6	77.6	4/23
Reading professional literature	78.9	82.8	16/23
Informal dialogue to improve teaching	88.1	86.7	10/23

	Portugal	OECD country mean	Portugal's rank[1]
Teachers' high professional development needs			
% of teachers indicating they have a 'High level of need' for professional development in the following areas			
Content and performance standards	9.8	16.0	15/23
Student assessment practices	6.9	15.7	21/23
Classroom management	5.8	13.3	19/23
Subject field	4.8	17.0	21/23
Instructional practices	7.7	17.1	18/23
ICT teaching skills	24.2	24.7	12/23
Teaching special learning needs students	50.0	31.3	2/23
Student discipline and behaviour problems	17.4	21.4	15/23
School management and administration	18.2	9.7	3/23
Teaching in a multicultural setting	17.0	13.9	7/23
Student counselling	8.5	16.7	18/23
Support for professional development undertaken by teachers			
Teacher contribution to the cost of professional development undertaken			
None	50.3	65.2	18/23
Some	25.2	26.7	11/23
All	24.5	8.1	1/23
Teacher received scheduled time	25.1	62.8	22/23
Teacher received salary supplement	2.0	11.4	23/23
TEACHER PERCEPTION of SELF-EFFICACY, Source: TALIS (OECD, 2009)[6]			
% of teachers who 'strongly agree' or 'agree' with the statement "Teachers feel that they are making a significant educational difference"	89.8	92.3	17/23
% of teachers who 'strongly agree' or 'agree' with the statement "Teachers feel that when they try really hard, they can make progress with even the most difficult and unmotivated students"	65.0	82.7	23/23
SCHOOL and TEACHER EVALUATION, Source: TALIS (OECD, 2009)[6]			
Frequency of school evaluations, by type of evaluation			
% of teachers working in schools where no school self-evaluation was conducted over the last five years	47.9	20.2	2/23
% of teachers working in schools where no external school evaluation was conducted over the last five years	49.1	30.4	6/23
% of teachers working in schools with no school evaluation from any source over the last five years	32.8	13.8	3/23
Criteria of school evaluations			
% of teachers whose school principal reported that the following criteria were considered with high or moderate importance in school self-evaluations or external evaluations:			
Student test scores	65.9	76.2	17/23
Retention and pass rates of students	94.2	70.8	2/23
Other student learning outcomes	85.2	78.9	6/23
Student feedback on the teaching they receive	73.5	72.7	10/23
Feedback from parents	78.3	77.3	13/23
How well teachers work with the principal and their colleagues	79.8	83.7	17/23
Direct appraisal of classroom teaching	40.8	71.1	22/23
Innovative teaching practices	71.8	76.7	18/23
Relations between teachers and students	88.7	87.1	11/23
Professional development undertaken by teachers	72.7	81.5	20/23
Teachers' classroom management	72.5	80.7	17/23
Teachers' knowledge and understanding of their main subject field(s)	75.4	78.2	17/23
Teachers' knowledge and understanding of instructional practices in their main subject field(s)	78.4	77.5	18/23
Teaching of students with special learning needs	80.7	77.2	11/23

	Portugal	OECD country mean	Portugal's rank[1]
Student discipline and behaviour	80.4	83.6	16/23
Teaching in a multicultural setting	57.9	52.9	8/23
Extra-curricular activities with students (e.g. school plays and performances, sporting activities)	83.3	74.5	10/23
Impacts of school evaluations upon schools			
% of teachers whose school principal reported that school evaluations (external or self-evaluations) had a high or moderate level of influence on the following:			
Level of school budget or its distribution within schools	35.8	38.0	11/23
Performance feedback to the school	91.6	81.3	5/23
Performance appraisal of the school management	91.1	78.7	3/23
Performance appraisal of teachers	57.3	71.1	19/23
Assistance provided to teachers to improve their teaching	55.1	70.3	19/23
Teachers' remuneration and bonuses	2.6	26.1	22/23
Frequency of teacher appraisal and feedback, by type of appraisal/feedback			
% of teachers who reported that they never receive appraisal and/or feedback from the principal about their work in the school	38.8	22.0	4/23
% of teachers who reported that they never receive appraisal and/or feedback from other teachers or members of the school management team about their work in the school	31.4	28.6	8/23
% of teachers who reported that they never receive appraisal and/or feedback from an external individual or body about their work in the school	84.0	50.7	2/23
% of teachers working in schools who reported having not received appraisal or feedback from any source	26.3	13.4	3/23
Criteria for teacher appraisal and feedback			
% of teachers who reported that the following aspects were considered with high or moderate importance in the appraisal and/or feedback they received:[11]			
Student test scores	64.4	65.0	12/23
Retention and pass rates of students	75.2	56.2	3/23
Other student learning outcomes	71.0	68.4	11/23
Student feedback on the teaching they receive	82.7	72.8	6/23
Feedback from parents	73.3	69.1	8/23
How well they work with the principal and their colleagues	80.5	77.5	6/23
Direct appraisal of classroom teaching	55.3	73.5	20/23
Innovative teaching practices	69.4	70.7	13/23
Relations with students	90.9	85.2	5/23
Professional development undertaken	66.4	64.5	10/23
Classroom management	76.4	79.7	14/23
Knowledge and understanding of their main subject field(s)	78.6	80.0	13/23
Knowledge and understanding of instructional practices in their main subject field(s)	78.9	78.2	13/23
Teaching of students with special learning needs	58.2	57.2	11/23
Student discipline and behaviour	80.2	78.2	11/23
Teaching in a multicultural setting	47.9	45.0	10/23
Extra-curricular activities with students (e.g. school performances, sporting activities)	72.9	62.3	8/23
Outcomes of teacher appraisal and feedback			
% of teachers who reported that the appraisal and/or feedback they received led to a moderate or large change in the following aspects of their work:[11]			
A change in salary	1.7	9.1	20/23
A financial bonus or another kind of monetary reward	0.6	11.1	22/23
A change in the likelihood of career advancement	6.2	16.2	19/23
Public recognition from the principal and/or their colleagues	26.3	36.4	15/23
Opportunities for professional development activities	11.3	23.7	20/23
Changes in work responsibilities that make the job more attractive	25.3	26.7	9/23
A role in school development initiatives (e.g. curriculum development group)	25.3	29.6	12/23

	Portugal	OECD country mean	Portugal's rank[1]
Actions undertaken following the identification of a weakness in a teacher appraisal % of teachers whose school principal reported that the following occurs "most of the time" or "always" if an appraisal of teachers' work identifies a specific weakness:[11]			
The principal ensures that the outcome is reported to the teacher	85.0	87.9	17/23
The principal ensures measures to remedy the weakness in their teaching are discussed with the teacher	83.1	89.6	20/23
The principal, or others in the school, establishes a development or training plan for the teacher to address the weakness in their teaching	56.9	56.5	10/23
The principal, or others in the school, impose material sanctions on the teacher (e.g. reduced annual increases in pay)	0.0	2.7	=16/23
The principal, or others in the school, report the underperformance to another body to take action (e.g. governing board, local authority, school inspector)	3.7	11.7	18/23
The principal ensures the teacher has more frequent appraisals of their work	44.9	56.5	17/23
Teacher perceptions of the appraisal and/or feedback they received % of teachers who reported the following about the appraisal and/or feedback they had received in their school:[11]			
Appraisal and/or feedback contained a judgment about the quality of the teacher's work	77.4	74.7	10/23
Appraisal and/or feedback contained suggestions for improving certain aspects of teacher's work	56.1	58.0	16/23
Appraisal and/or feedback was a fair assessment of their work as a teacher in this school (% who "strongly agree" or "agree")	81.4	83.2	16/23
Appraisal and/or feedback was helpful in the development of their work as a teacher in this school (% who "strongly agree" or "agree")	82.5	78.6	9/23
Teacher perceptions of the personal impact of teacher appraisal and feedback % of teachers who reported a "small increase" or a "large increase" in the following aspects of their work following the appraisal and/or feedback they received in their school:[11]			
Job satisfaction	48.3	51.5	16/23
Job security	17.3	33.6	20/23
Impact of teacher appraisal and feedback upon teaching % of teachers who reported that the appraisal and/or feedback they received directly led to or involved moderate or large changes in the following:[11]			
Classroom management practices	22.4	37.6	20/23
Knowledge or understanding of the teacher's main subject field(s)	18.8	33.9	18/23
Knowledge or understanding of instructional practices	23.0	37.5	17/23
A teacher development or training plan to improve their teaching	26.8	37.4	15/23
Teaching of students with special learning needs	21.4	27.2	16/23
Student discipline and behaviour problems	26.9	37.2	17/23
Teaching of students in a multicultural setting	14.7	21.5	13/23
The emphasis placed on improving student test scores in teaching	35.5	41.2	12/23
Teacher appraisal and feedback and school development % of teachers who "agree" or "strongly agree" with the following statements about aspects of appraisal and/or feedback in their school:			
In this school, the school principal takes steps to alter the monetary rewards of a persistently underperforming teacher	22.4	23.1	12/23
In this school, the sustained poor performance of a teacher would be tolerated by the rest of the staff	20.0	33.8	20/23
In this school, teachers will be dismissed because of sustained poor performance	27.2	27.9	14/23
In this school, the principal uses effective methods to determine whether teachers are performing well or badly	57.2	55.4	11/23

	Portugal	OECD country mean	Portugal's rank[1]
In this school, a development or training plan is established for teachers to improve their work as a teacher	49.3	59.7	17/23
In this school, the most effective teachers receive the greatest monetary or non-monetary rewards	11.0	26.2	16/23
In this school, if I improve the quality of my teaching I will receive increased monetary or non-monetary rewards	17.8	25.8	13/23
In this school, if I am more innovative in my teaching I will receive increased monetary or non-monetary rewards	17.4	26.0	14/23
In this school, the review of teacher's work is largely done to fulfill administrative requirements	47.9	44.3	10/23
In this school, the review of teacher's work has little impact upon the way teachers teach in the classroom	55.3	49.8	9/23

1. "Portugal's rank" indicates the position of Portugal when countries are ranked in descending order from the highest to lowest value of the indicator concerned. For example, on the first indicator "Population that has attained at least upper secondary education", for the 25-64 age group, the rank "29/30" indicates that Portugal recorded the 29th highest value of the 30 OECD countries that reported relevant data. The symbol "=" means that at least one other country has the same rank.
2. Expressed in equivalent US$ converted using purchasing power parities.
3. Expenditure on goods and services consumed within the current year which needs to be made recurrently to sustain the production of educational services - refers to current expenditure on schools and post-secondary non-tertiary educational institutions. The individual percentages do not always sum to the totals due to rounding.
4. In public and private institutions; calculations based on full-time equivalents. "Teaching staff" refers to professional personnel directly involved in teaching students.
5. Calculated by dividing the number of students enrolled by the number of classes (excluding special needs programmes and teaching in sub-groups outside the regular classroom setting).
6. The column "OECD country mean" corresponds to an average across TALIS countries (see list of countries below).
7. In public and private institutions, based on head counts.
8. Calculated on the basis of the annual number of weeks of instruction multiplied by the minimum/maximum number of periods that a teacher is supposed to spend teaching a class or a group, multiplied by the length of the period in minutes and divided by 60. Excludes breaks between lessons and days when schools are closed for holidays.
9. Index of change between 1996 and 2006 in teachers' salaries converting 1996 salaries to 2006 price levels using GDP deflators. The index is calculated as teacher salary 2006 in national currency * 100 / Teacher salary 1996 in national currency * GDP deflator 2006.
10. The column of "OECD country mean" indicates the number of countries/systems, in which a given criterion is used to decide payments for teachers in public schools through three distinct means: base salary, additional yearly payment or additional incidental payment. For example, in the row "Management responsibilities in addition to teaching duties", "√ 13 ▲ 18 △ 7" indicates that this criterion is used to determine the base salary in 13 countries/systems, to determine an additional yearly payment in 18 countries/systems and to determine an additional incidental payment in 7 countries/systems.
11. Only includes those teachers who received appraisal or feedback sometime in the previous 5 years; includes all types of appraisal and/or feedback.

The OECD's Teaching and Learning International Survey (TALIS) is the first international survey to focus on the working conditions of teachers and the learning environment in schools. It focuses on lower secondary education teachers and the principals of their schools and seeks to provide policy-relevant data and analysis on the following key aspects of schooling:

- the role and functioning of school leadership

- how teachers' work is appraised and the feedback they receive

- teachers' professional development

- teachers' beliefs and attitudes about teaching and their pedagogical practices

The data provided concerns the first round of TALIS, which was implemented in 2007-08. The data provided concerns 23 countries: Australia, Austria, Belgium, Brazil, Bulgaria, Denmark, Estonia, Hungary, Iceland, Ireland, Italy, Republic of Korea, Lithuania, Malta, Malaysia, Mexico, Norway, Poland, Portugal, Spain, Slovak Republic, Slovenia and Turkey.

The results derived from TALIS are based on self-reports from teachers and principals and therefore represent their opinions, perceptions, beliefs and their accounts of their activities. Further information is available at www.oecd.org/edu/talis.

All data are from OECD (2008a), *Education at a Glance, OECD Indicators 2008*, unless indicated otherwise in the table. The additional sources are as follows:

OECD (2009), *Creating Effective Teaching and Learning Environments: First Results from TALIS,* OECD, Paris.

OECD (2007), *PISA 2006: Science Competencies for Tomorrow's World, Volume 1: Analysis*, OECD, Paris.

OECD (2006), *Education at a Glance*, OECD, Paris.

APPENDIX 5: FIGURES FEATURING TALIS RESULTS[1]

Figure 1. Teachers who received no appraisal or feedback and teachers in schools that had no school evaluation in the previous five years, lower secondary education
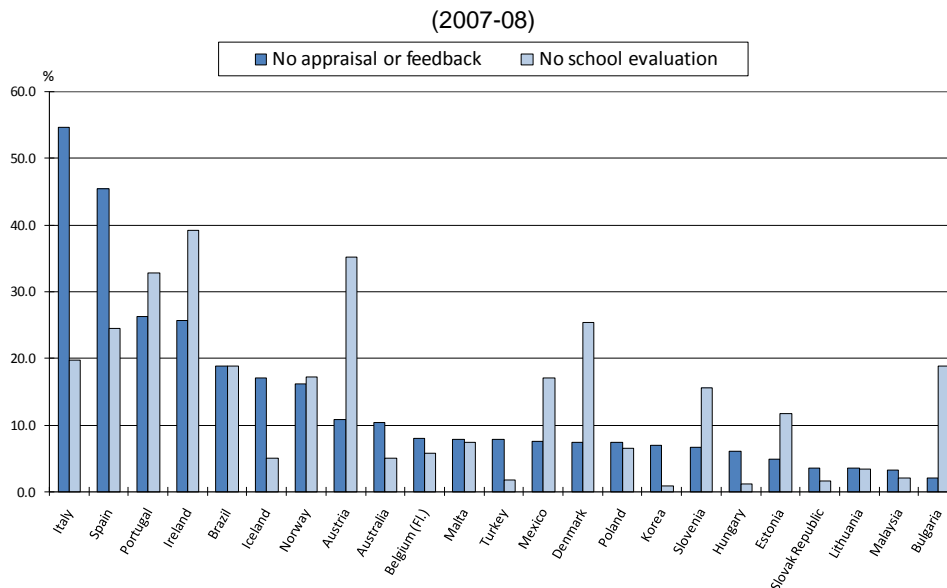
(2007-08)

Source: OECD, 2009.

Figure 2. Teachers who received no appraisal or feedback from various sources, lower secondary education
(2007-08)
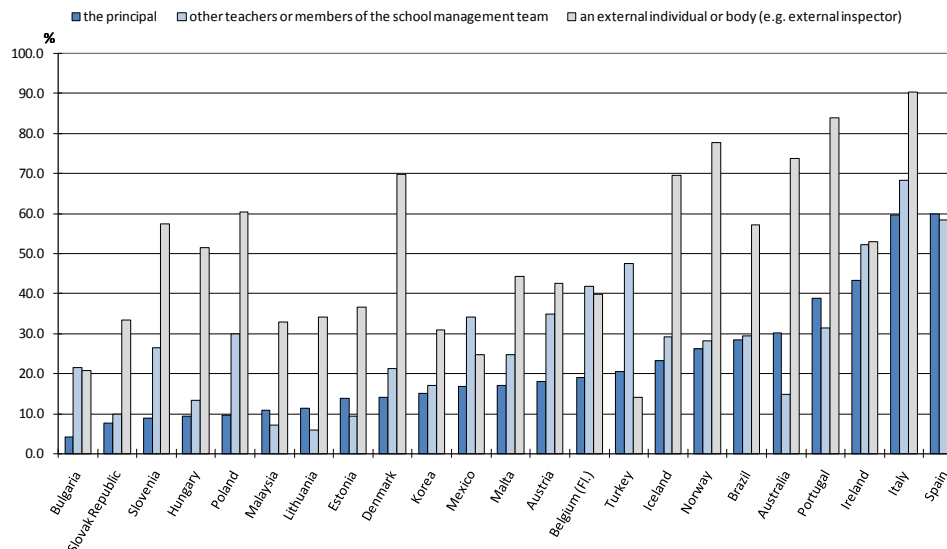
Percentage of teachers who have never received appraisal and/or feedback about their work in the school from the principal, from other teachers or members of the school management team and from an external individual or body (e.g. external inspector).

Source: OECD, 2009.

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[1]   See Appendix 4 for details on the TALIS survey (Teaching and Learning International Survey).
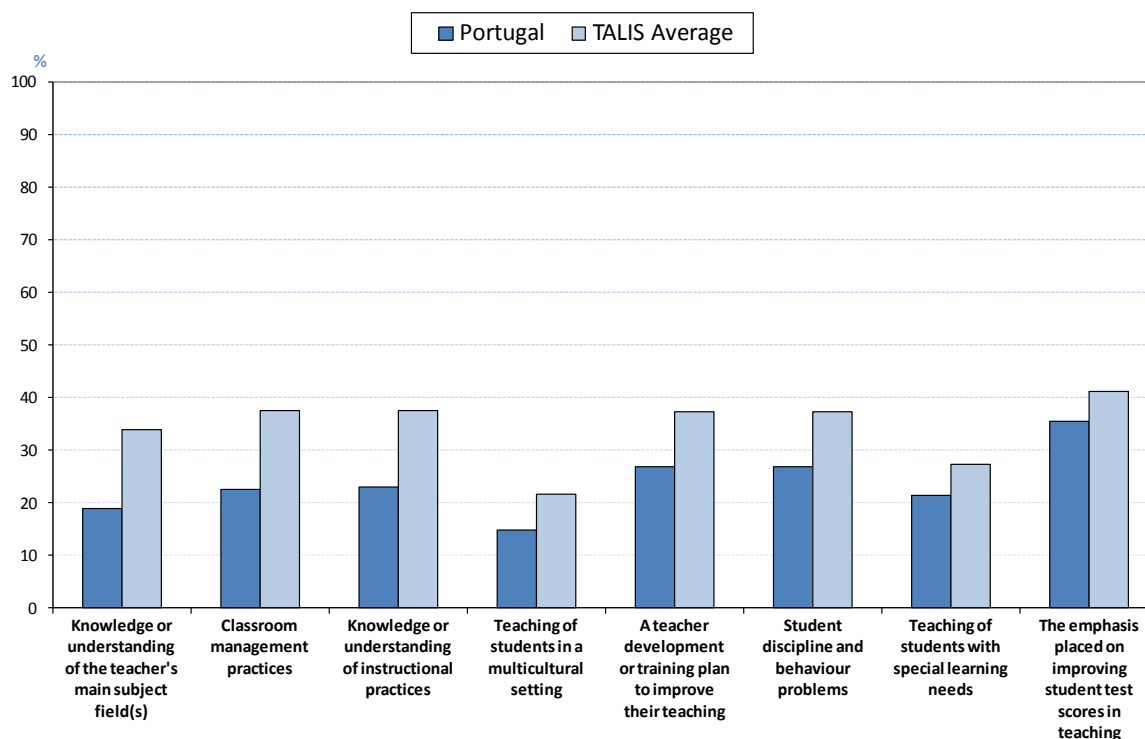
Figure 3. Selected impacts of teacher appraisal and feedback, lower secondary education (2007-08)
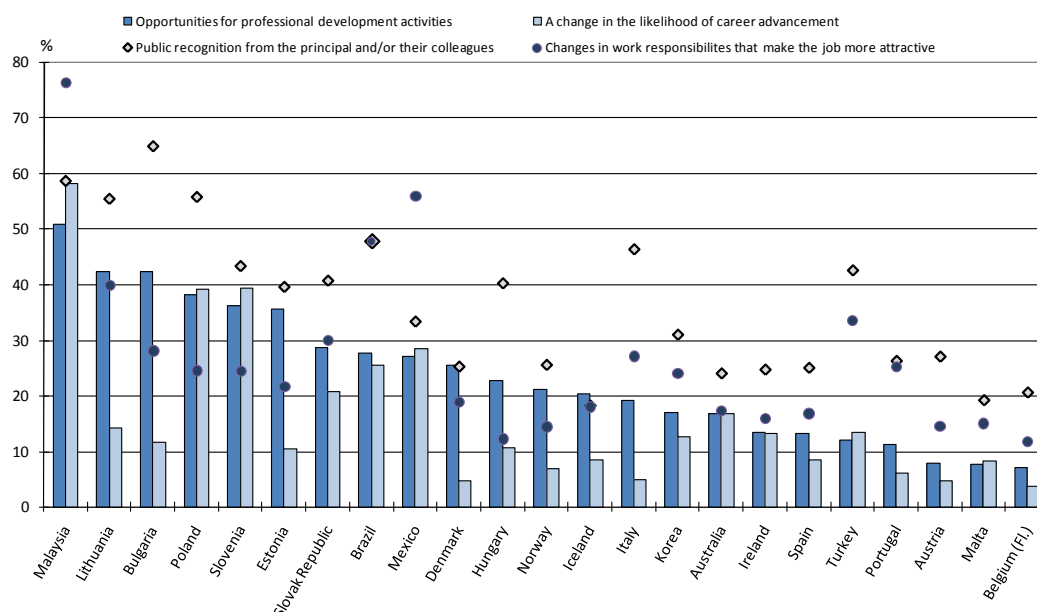
Percentage of teachers of lower secondary education who reported that the appraisal and/or feedback they received led to a moderate or large change in the selected aspects of their work and careers.

Source: OECD, 2009.
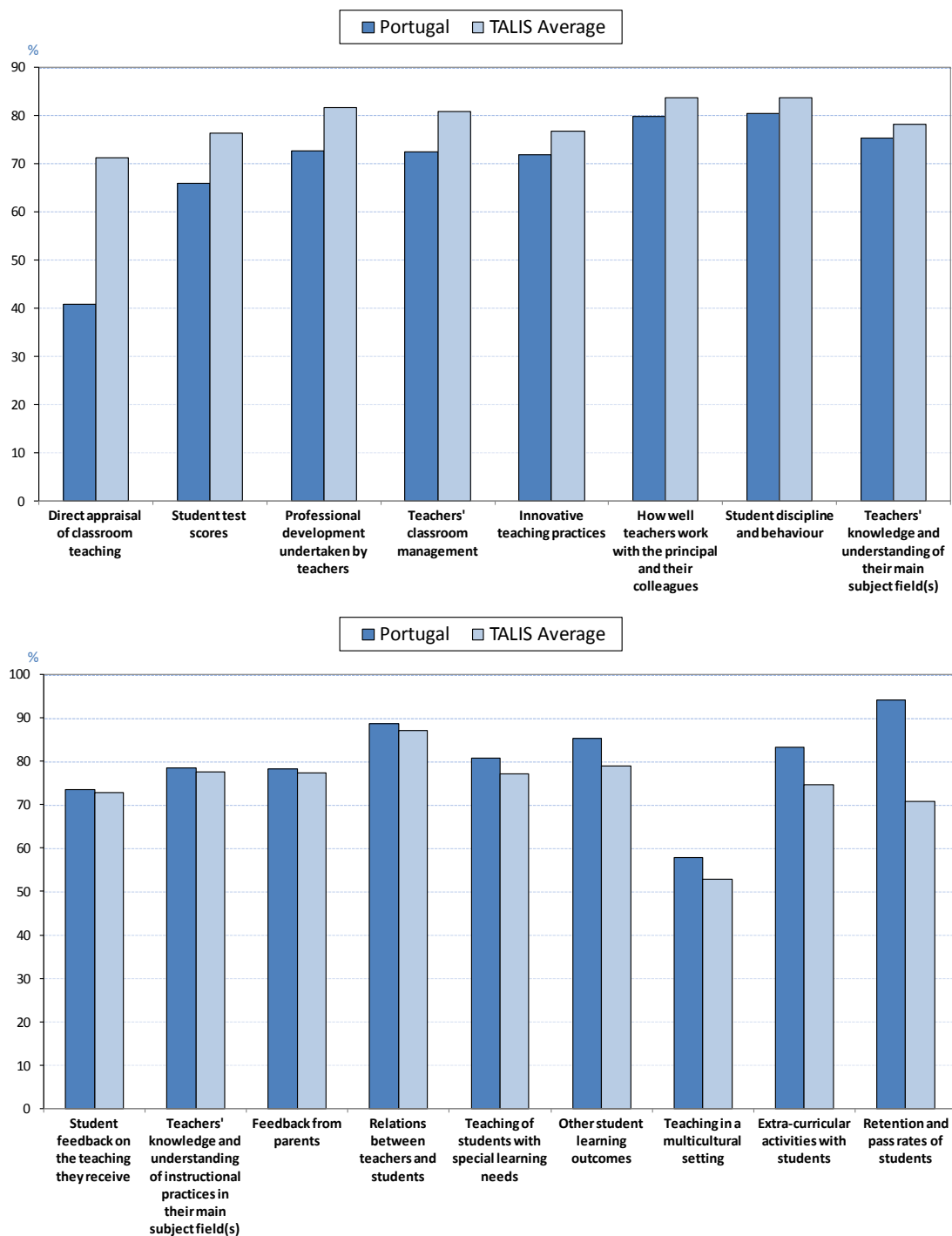
Figure 4. Impact of teacher appraisal and feedback upon selected aspects of teaching: Portugal relative to the TALIS average, lower secondary education (2007-08)

Percentage of teachers of lower secondary education who reported that the appraisal and/or feedback they received directly led to or involved moderate or large changes in the aspects depicted.

Source: OECD, 2009.

Figure 5. Importance of criteria of school evaluations: Portugal relative to the TALIS average, lower secondary education (2007-08) (Chart in two parts)

Percentage of teachers of lower secondary education whose school principal reported that the criteria depicted were considered with high or moderate importance in school self-evaluations or external evaluations.

Source: OECD, 2009.

Figure 6. Importance of criteria for teacher appraisal and feedback: Portugal relative to the TALIS average, lower secondary education (2007-08) (Chart in two parts)
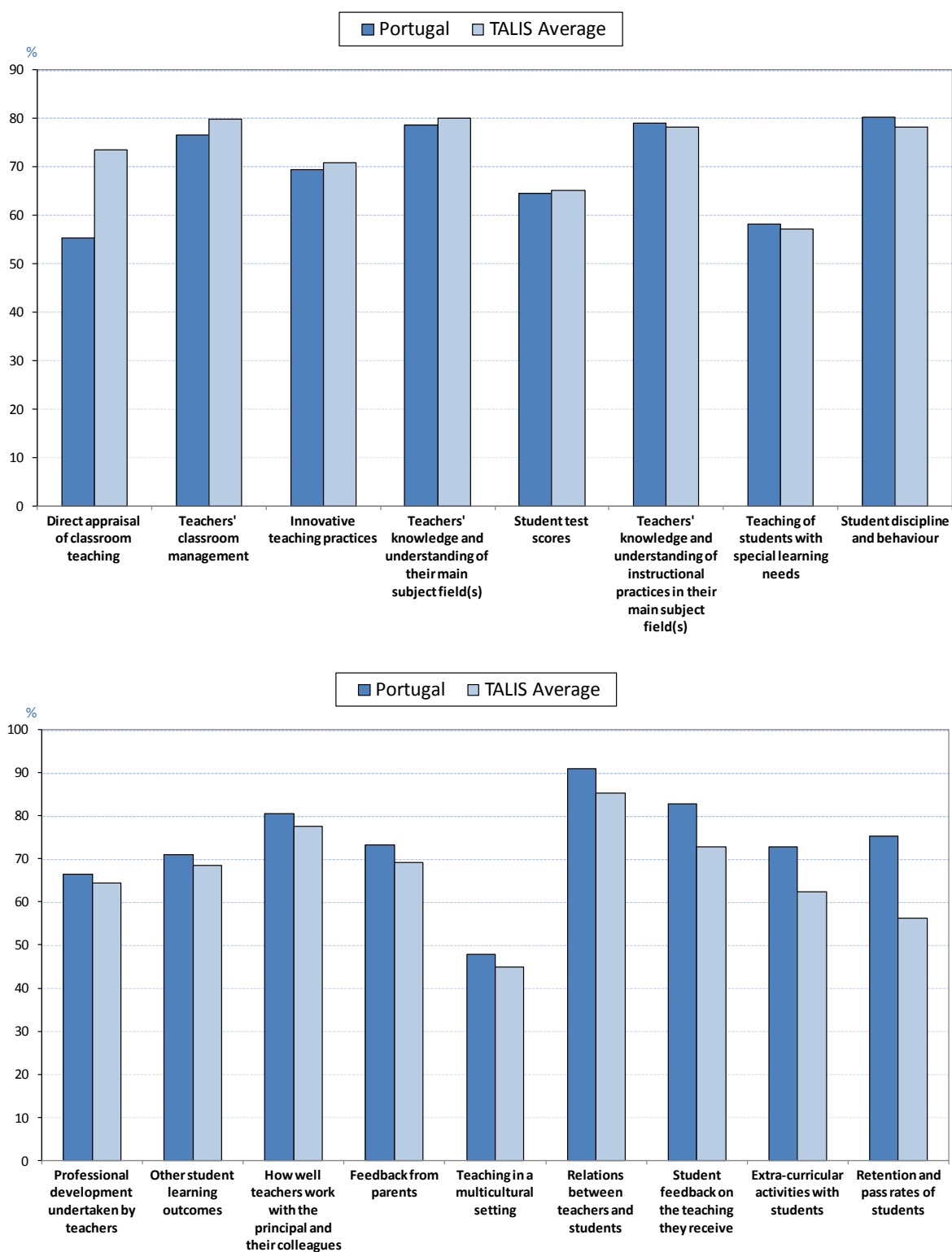
Percentage of teachers of lower secondary education who reported that the criteria depicted were considered with high or moderate importance in the appraisal and/or feedback they received.

Source: OECD, 2009.

APPENDIX 6: STANDARDISED FORMS TO RECORD TEACHER PERFORMANCE SUGGESTED BY MINISTRY OF EDUCATION AND SELF-EVALUATION FORM[1]

2nd and 3rd CYCLE COMPULSORY AND UPPER-SECONDARY EDUCATION TEACHER (PARAMETER 'E' ONLY APPLYING TO TEACHERS WITH ASSESSMENT DUTIES)

EVALUATION CARRIED OUT BY THE CURRICULAR DEPARTMENT COORDINATOR (Scientific-pedagogical performance evaluation)

MINISTRY OF EDUCATION
School Cluster/Schools_____
Code _____
Regional Education Authority_____

(To be filled in by the assessor)
Name of assessor_____
Position_____
Tax Number_____

Name of assessed teacher _____
Cathegory_____
Curricular Department _____

A	**Preparation and organisation of teaching activities**	**Classification**	**Sub- total A**
A.1	Scientific-pedagogical and didactic correction of the teaching activities plan		
A.2	Suitability of the teaching and learning strategies to the syllabus, to students' age and to their previous learning		
A.3	Adaptation of planning and teaching and learning strategies to the development of teaching activities		
A.4	Scientific-pedagogical diversity, suitability and correction of the methodology and resources used		
A.5	Other to be stipulated by the School Cluster/Non-grouped School		
B	**Fulfilment of teaching activities**	**Classification**	**Sub- total A**
B.1	Fulfilment of the aims, guidelines and programmes of subjects or curriculum areas being taught		
B.2	Ability to communicate and to stimulate the students interest for learning activities		
B.3	Use of innovative resources including ICT		
B.4	Promoting student's autonomy to work and the acquisition of study methods		
B.5	Other to be stipulated by the School Cluster/Non-grouped School		
C	**Pedagogical relationship with the students**	**Classification**	**Sub- total A**
C.1	Promoting a favourable atmosphere for students' learning, well-being and affective, emotional and social development.		
C.2	Providing for equal opportunities to participate, promoting student integration and the adoption of rules of social behaviour, cooperation and respect.		
C.3	Availability to attend and to support students		
C.4	A balanced use of authority and appropriateness of actions established for keeping discipline in the classroom		
C.5	Other to be stipulated by the School Cluster/Non-grouped School		
D	**Evaluation of students' learning**	**Classification**	**Sub- total A**
D.1	Assuring a regular, adequate and rigorous diagnostic, formative and summative learning assessment, including their timely presentation to students.		
D.2	Using the results of the students' evaluation for the preparation, organization and performance of school activities.		
D.3	Observance of criteria stipulated by the educational administration or approved by the school cluster/school competent bodies during students' evaluation		
D.4	Encouraging students' self-evaluation		
D.5	Other to be stipulated by the School Cluster/Non-grouped School		
E	**Evaluation of teacher's performance**	**Classification**	**Sub- total A**
E.1	Planning and organising teachers' performance evaluation tasks		
E.2	Rigour and equity in the teachers' performance evaluation process		
E.3	Observance of criteria stipulated by the educational administration or approved by the school cluster/school competent bodies during students' evaluation		
E.4	Encouraging students' self-evaluation		
E.5	Other to be stipulated by the School Cluster/Non-grouped School		

Period subject to evaluation_____ to_____

TOTAL

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1   As provided in the country background report

1st, 2nd and 3rd CYCLE COMPULSORY AND UPPER-SECONDARY EDUCATION TEACHERS	
EVALUATION CARRIED OUT BY THE PRESIDENT OF THE EXECUTIVE COUNCIL (Functional performance evaluation)	

MINISTRY OF EDUCATION
School Cluster/Schools_____
Code _____
Regional Education Authority_____

(To be filled in by the assessor)
Name of assessor_____
Position_____
Tax Number_____

Name of assessed teacher _____
Category_____
Curricular Department _____
Tax number_____

Period subject to evaluation_____ to_____

A	Level of assiduity and commitment to given duties			Sub- total A
A.1	Teaching duties – level of fulfilment of duties and respective individual objectives		Sub-Total A.1	
A.1.1	Fulfilment of 100% of teaching duties			
A.1.2	Fulfilment of 98% to 99,9% of teaching duties			
A.1.3	Fulfilment of 95% to 97,9% of teaching duties			
A.1.4	Fulfilment of de 90% to 94,9% of teaching duties			
A.1.5	Fulfilment of less than 90% of teaching duties			
A.2	Supporting students' learning – level of fulfilment of duties and respective individual objectives			
A.2.1	Supporting students' learning	Classification	Sub-Total A.2.1	
A.2.1.1	Fulfilment of duties and of the objectives of curriculum support			
A.2.1.2	Fulfilment of duties and of the objectives and commitment to individual support of students			
A.3	Non-teaching duties – level of fulfilment of duties and respective individual objectives	Classification	Sub-Total A.3	
A.3.1	Fulfilment of duties regarding the non-teaching component			

B	Improvement of students' outcomes and reduction of dropout rates in relation to socio-educational background			Sub- total B
B.1.	Improvement of students' outcomes - teacher's contribution and fulfilment of respective individual objectives	Classification	Sub-Total B.1	
B.1.1	Students' outcomes progress in the grade/subject in relation to the previous academic year			
B.1.2	Students' outcomes progress in relation to the diagnostic evaluation carried out at the beginning of the academic year			
B.1.3	Students' outcomes progress in relation to the average: a) of student's outcomes of that grade/year of schooling or in that subject in that school cluster or non-grouped school; b) of the same students in the whole of the remaining subjects, in the case of 2nd and 3rd cycles of compulsory education and upper-secondary education students.			
B.1.4	Classifications in external examinations and respective difference in relation to internal examinations			
B.1.5	Other elements to consider taking into account the self-assessment form			
B.2	Reduction of dropouts - teacher's contribution and fulfilment of respective individual objectives			
B.2.1	Teacher's contribution for the reduction of dropouts, taking into consideration the information provided by the self-assessment form	Classification	Sub-Total B.2	
B.2.1	Commitment, participation and contribution to the definition and application of strategies for preventing and reducing school dropouts			

C	Participation in school cluster/non-grouped school life			Sub- total C
C.1.	Participation in projects and activities included in the school development plan, in the Annual Activity plan and in the Class Curricular Plan(s)			
C.1.1	Assessment of the level of participation and project development and the fulfilment of individual objectives	**Classification**	**Sub-Total C.1**	
C.1.1.1	Commitment and quality of teacher's participation (namely in 1st cycle compulsory education, in supervising curriculum enrichment activities)			
C.2	Participation in the context of other projects and extra-curricular activities			
C.2.1	Assessment of the level of participation and project development and the fulfilment of individual objectives	**Classification**	**Sub-Total C.2**	
C.2.1.1	Other elements to consider taking into account the self-assessment form			
C.3	Participation in educational guidance services and in management bodies			
C.3.1	Assessment of the level of participation in educational guidance services and in management bodies and the fulfilment of individual objectives	**Classification**	**Sub-Total C.3**	
C.3.1.1	Commitment and quality of teacher's participation in educational guidance services and in management bodies			
C.3.1.1	Commitment and quality of teacher's participation in other positions or duties of a pedagogical nature			
C.4	Participation and development of research, development and educational innovation projects			
C.4.1	Assessment of the participation and development of research, development and educational innovation projects and the fulfilment of individual objectives	**Classification**	**Sub-Total C.4**	
C.4.1.1	Commitment and quality of teacher's participation in research, development and educational innovation projects			

D			**Classification**		Sub- total D
D.1		Number of credits	**Quantitative Classification**	**Sub-Total**	
Number of in-service training credits within the scope of priority areas established by the school /school cluster or in the subject areas taught by the teacher.					

E	Relationship with the community			Sub- total E
E.1	Relationship with the community			
E.1.1	Assessment of the relationship with the community and the fulfilment of respective individual objectives	**Classification**	**Sub-Total E.1**	
E.1.1.1	Commitment and quality of teacher's participation in the development of relationships between the school and the community			
E.2	Appreciation/Feedback from of parents and guardians			
E.2.1	Formulation according to what is stipulated in the Internal School Regulation of the School Cluster/non-grouped school	**Classification**	**Sub-Total E.2**	
E.2.1.1	To formulate by the school cluster/non-grouped school			

			TOTAL	

1st, 2nd and 3rd CYCLE COMPULSORY AND UPPER-SECONDARY EDUCATION TEACHERS
SELF-EVALUATION

MINISTRY OF EDUCATION
School Cluster/Schools_____
Code _____
Regional Education Authority_____

Name of assessed teacher_____
Category_____
Curriculum Department _____

Period subject to evaluation _____ to _____

1	**How do you rate the fulfilment of teaching duties and your individual objectives in this area?**

2	**How do you rate your work in terms of the preparation and organisation of teaching activities? Briefly identify the resources and tool used and the respective objectives.**

3	**How do you rate the fulfilment of the school activities and the fulfilment of your students' learning objectives? Identify the main problems and the strategies you used to overcome them.**

4	**How do you rate your pedagogical relationship with your students and the knowledge you have about each one of them?**

5	How do you rate the support you have given to your students' learning?

6	How do you rate the work you have done in the field of the evaluation of students' learning? Briefly identify the tools you used to perform this evaluation and the respective objectives.

7	Identify the progress of your students' school outcomes. Assess your contribution to their improvement and the fulfilment of the individual objectives established in this field.
	Consider: 1. Progress of your students' school outcomes in the grade/subject in relation to the results achieved during the previous academic year; 2.Progress of students' learning in relation to the diagnostic evaluation made at the beginning of the academic year; 3. Progress of your students' school outcomes in relation to the average: a) students outcomes of that grade or that subject in that school cluster or non-grouped school; b) the same students in the whole of the remaining subjects of that class in the case of pupils in the 2nd and 3rd cycle compulsory and upper-secondary education. 3. Classification in the external evaluation exams and respective differences in relation to internal classifications. 4. Others that you consider useful.

8	How do you rate your participation and your contribution to the establishment and implementation of strategies for the prevention and reduction of school dropouts and the accomplishment of your individual objectives in this matter? In your analysis, briefly identify the actions and initiatives you have carried out.

9	How do you rate your contribution to school life and particularly your participation in the projects and activities planned at school/cluster level and class level (namely in the 1st cycle of compulsory education, in supervising the curricular enrichment activities)? Identify the activities you have organised and/or participated in.

10	**How do you rate your participation in the educational guidance structures and in the school management bodies and your contribution to how they operate?**

11	**In your opinion, how up-to-date is your scientific and pedagogic knowledge and your ability to use ICT?**

12	**Name the in-service training sessions you have attended and the level you achieved and rate the contribution of each one of those sessions to your professional performance.**

13	**Briefly identify your training and professional development needs.**

14	**How do you rate the relationship you have established with the community and the fulfilment of your individual objectives established in this matter?**